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nature+

Evaluation of the 2012 IUCN World Conservation Congress

Final Report

IUCN Planning, Monitoring and Evaluation Unit

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Acronyms

INGO	International Non-Governmental Organisation
IUCN	International Union for Conservation of Nature
NGO	Non-Governmental Organisation
MOU	Memorandum of Understanding
PCO	Professional Congress Organizer
PM&E	Planning, Monitoring and Evaluation

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Executive Summary

The evaluation of the 2012 World Conservation Congress (Congress) asked whether the Congress can be made more relevant, effective and efficient. This evaluation has been an internal exercise, undertaken by IUCN's Secretariat Planning, Monitoring and Evaluation (PM&E) Unit between September 2012 and March 2013.

While the 2012 Congress Participants' Survey showed that the Congress was highly appreciated by the participants, a number of suggestions for improvements were made. Some of the key evaluation findings are as follows:

1. **Participant satisfaction: The 2012 Congress was perceived as a worthwhile investment of time and resources for the participants personally and for their organization**

Assessment of participant satisfaction is primarily based on results from the *2012 Congress Participants' Survey*. The majority of participants were satisfied with most aspects of the Congress. The *Participants' Survey* results also show that the Forum, the Members' Assembly and the overall organization of the Congress met the expectations of an overwhelming majority of the Congress participants. Overall, the *Participants' Survey* showed that the Congress was perceived (by more than 90%) as a worthwhile investment of time and resources for the participants personally and for their organization.

2. **Congress objectives: At the collective (IUCN Union) level, the purpose of the Congress appears to be limited to the fulfillment of its statutory requirements and opportunities to drive more progress on major biodiversity and sustainability issues might be missed**

A key finding of the 2008 Congress evaluation was that the stated objectives of the Congress were not clearly defined nor broadly disseminated. Despite attempts to identify and communicate Congress objectives, there were no strong improvements in 2012. The reality is that each participant goes to the Congress with a unique set of personal and organizational objectives. At the collective level, the perceived purpose of the Congress appears to be limited to the fulfillment of the statutory requirements of IUCN Congresses.

IUCN senior Secretariat staff believe that Congress, in its current format, may not bring about a sufficient level of tangible progress on significant and/or controversial biodiversity and sustainability issues of global importance. They feel that Congress does have the potential to achieve this as these issues need to be tackled by multi-stakeholder dialogues such as those brokered by IUCN and involving States, government agencies, scientists and civil society.

3. **The Congress Forum: The Forum represents a unique opportunity for networking with peers and exchanging knowledge on various biodiversity related issues**

According to the 2012 *Congress Participants' Survey*, 90% of participants felt that overall, the Forum met their expectations. The Forum was seen as conducive to networking and knowledge exchange. The number and the diversity of topics discussed were appreciated by participants. However, the high number of events happening simultaneously combined with the thematic day structure made it difficult for participants to attend all the events they wished to attend, and so to optimize the use of their time at Congress. A format including thematic journeys rather than a daily theme, and with less events was proposed by several stakeholders.

Several reported that the Forum represents a unique opportunity for debates on a wide range of biodiversity related issues allowing for creativity away from overly focused events or highly politicized decision making bodies. In fact some stakeholders emphasized that this is exactly the right niche for the IUCN Congress Forum noting that there is no other event like the Forum in the world. However,

most stakeholders interviewed agreed that greater focus on a small number of important issues could potentially result in more tangible results for the Union as a whole, while emphasizing that such an approach should not significantly alter the Forum's current nature.

4. The Members' Assembly: Statutory requirements were met but the Members' Assembly processes need reform if they are to efficiently deliver real change

The majority of respondents to the 2012 *Congress Participants' Survey* (81%) felt that the Members' Assembly met their expectations. It is also clear that statutory requirements were met as the Assembly went through all its planned business by the end of the Congress. Nevertheless several concerns were raised regarding the decision-making processes and the delivery of real changes in terms of biodiversity and sustainability governance and practice:

The motions process. The evaluation revealed that the main weaknesses of the process were the same as those highlighted four years ago, namely:

- the complexity of the process managed by a small team;
- the high number of motions that need to be reviewed and discussed prior to and during the Members' Assembly (in 2012 there was a 33% increase in the number of motions to be voted on compared to 2008); and,
- the uncertain progress made regarding the implementation and impact of resolutions and recommendations adopted at previous Congresses.

The 2012 evaluation suggests that motions debated during the Members' Assembly need to be significantly reduced if any meaningful discussions are to occur. Motions tabled also need to be more global in scope and local, national and regional issues should be discussed elsewhere. IUCN is seen to miss the opportunity to join up its constituents to have in-depth discussion and make decisions on key global biodiversity and sustainability issues. Members clearly demonstrated their appetite for reforming the motions process by giving a mandate to an Advisory Group on the Motions Process and Resolutions Implementation to develop recommendations for a reform of the process (WCC-2012 Res. 001.)

Participation in the Members' Assembly. While a comparable number of Members were accredited to vote in 2008 (67% of the membership) and 2012 (62% of the membership), significantly more Members actually voted in 2012. On average 65% of accredited Members voted on each decision in 2012 while only 40 % of the accredited membership did so in 2008. Despite this significant improvement in the participation rate in the voting process during the Members' Assembly in 2012 compared to 2008, decisions taken in 2012 were still based on average on only 41% of the total IUCN membership potential votes (compared to 28% in 2008). The quorum requirement that was proposed by the Council (and rejected by the Members) would have been met for 100% of the motions passed in Jeju. Most stakeholders interviewed appreciated that there was an improvement in terms of participation rate in 2012 but felt that there is still scope for better engagement from the membership. How this could translate into practice needs clarification and to take into account the following:

- Would a higher level of participation actually give more legitimacy to the decisions taken?
- How can participation be increased in practice?
- Would higher level of participation increase the implementation rate for Resolutions?

The election process. The majority of respondents to the 2012 *Congress Participants' Survey* felt that the election process was transparent. The new electronic voting system was welcomed and deemed a very positive change. The main issue raised by respondents was that election results were not communicated immediately after the votes, but in some cases up to days later. However it was explained by the election officer during the Congress that it was standard electoral practice that no

vote should take place in the knowledge of the outcome of a previous vote and that partial reporting of the election results could have the potential of affecting the remaining elections. Also, a number of survey respondents and stakeholders interviewed felt uneasy about candidates getting elected by a very small margin. Last but not least, a few respondents to the *2012 Congress Participants' Survey* and some stakeholders interviewed stressed that IUCN Members and Council should pay more attention to the skills, knowledge and experience a candidate needs to successfully understand and lead IUCN, noting that more candidates should have experience in the governance of large international environmental organizations.

The adoption of the IUCN programme and of the Commission mandates for the next four years. There was very little discussion of IUCN's 2013-16 Programme during the Members' Assembly, despite efforts to integrate it into the agenda. Although it was highlighted that the Programme was also discussed prior to the Congress during a formal consultation phase, there is a need to clarify to what extent the IUCN Programme should actually be discussed during the Assembly, which specific aspects, and in what format. On the adoption of Commission mandates for the next four years, a process is missing in or before Congress to determine what Commissions are needed to implement the proposed Programme and what their respective mandates should be.

5. **Linkages between the Forum and the Members' Assembly: The majority of the participants feel there are clear and strong linkages between the Forum and the Members' Assembly**

Overall, survey results show that nearly three-quarters (73%) of the respondents felt that there were clear and strong linkages between the Forum and the Members' Assembly. Although there was an imperfect match between several Forum events and Programme thematic areas and a relatively low percentage of Forum events explicitly linked to the content of the motions discussed during the Members' Assembly, the great majority of respondents to the *2012 Congress Participants' Survey* felt that the discussions that took place during the Forum events were on the whole relevant to the 2013-2016 programme and to the motions discussed during the Members' Assembly.

For the first time, sittings of the Members' Assembly were held on each day of the Congress starting from the second day of the Forum. Sessions of the Members' Assembly did not overlap with the Forum events (with the exception of Conservation Campus events) but were rather held in the morning before the Forum sessions started. The intention was to help better connect the Congress themes and main messages of the Forum to the proposed IUCN Programme for 2013-2016 and to the motions proposed by Members. Members reported some advantages and some disadvantages related to this approach. It is difficult to judge whether the advantages of this agenda integration outweighed the disadvantages. However if the Members' Assembly was streamlined as suggested in this report in particular leading to a smaller number of Motions, some of the perceived disadvantages related to Forum and Member's Assembly agenda integration could decrease in importance.

6. **Congress Management: Congress 2012 was well managed by a dedicated team but an inexplicit MOU with the host country created challenges for the Congress Management Team that had little control over a number of key aspects of the Congress.**

For the Secretariat Congress Management Team, one of the most important lessons learned in 2012 concerned the negotiation of and the level of detail to be included in the Memorandum of Understanding with the Host County. The deep involvement of the Korean Organizing Committee in Congress preparation and management meant that it invested significant time and resources in the Congress. In particular, it made available a significant number of volunteers, ensured support across a variety of institutions and helped to give the event a true Korean flavor. However, it also meant that the Congress Management Team, largely due to the structure of the MOU, had less control over various important aspects of the Congress with important implications for access to the local market for fundraising purposes, logistics and the Congress communication strategy.

Recommendations

Main recommendations

MR1. Put in place a process to better define and communicate the purpose and objectives of the Congress to get a clearer sense of what is to be achieved collectively as a Union beyond the achievement of individual Member objectives and the statutory requirements.

MR2. Identify what tangible progress on the most pressing biodiversity issues of global importance could/should be expected from the Congress. These should primarily be issues that need to be tackled jointly by States, scientists and NGOs together.

MR3. Propose a Forum programme with thematic journeys as opposed to daily themes.

MR4. Ensure that a number of Forum events are dedicated to in depth solution oriented discussions on critical issues relevant to the Union as a whole and closely linked to the implementation the IUCN Programme while still enabling participants to engage in events on a much wider range of topics.

MR5. Clarify what should be the specific functions of the Members' Assembly and reform related processes accordingly (starting with its policy making function and the related motions process).

MR6. Consider that changes made to the motions and Resolutions processes before the next Congress could include:

- The strengthening of the motion's preparation phase
- The identification of acceptable mechanisms to deal with uncontroversial motions in order for them not to consume significant amounts of time during the Members Assembly
- The identification of more stringent eligibility criteria for motions (in particular for motions submitted during the Congress)
- The strengthening of the monitoring of the implementation and impacts of the Resolutions

MR7. Clarify what would be the desired level of Members' participation in the decisions taken during the Members' Assembly and means to ensure it.

MR8. Ensure that for future Congresses, a more explicit MOU with the host country is signed and in particular that it includes the host country proposal and specifies that the Professional Congress Organizer (PCO) is recruited by and acting directly under the authority of the IUCN Congress team.

Other recommendations

OR1. Identify more formally how to use the Congress to better support the implementation of the IUCN global thematic and regional programmes priorities.

OR2. Reduce the number of events offered during the Forum while ensuring that a wide diversity of topics is covered and that each event is not overcrowded.

OR3. Revisit the approach to Forum Posters to make them more interesting and worth the effort

OR4. Define a more transparent process to identify which Commissions would be needed to implement the proposed Programme and what their respective mandates should be and either agree on those prior to Congress in order to allow elections of respective Chairs at Congress or postpone election of Chairs until after Congress.

OR5. Clarify expectations regarding the desired level of debate on the Programme during the Members' Assembly and the format it should take.

OR6. Ensure that adequate support is provided to the plenary Chair both at the technical and political level.

OR7. Continue efforts to improve the linkages in terms of content between the Congress Forum and the Members' Assembly through a better integration of the preparation process and timelines for both parts of the Congress.

OR8. Re-evaluate the possibility of continuing with the integration of Forum and the Members' Assembly agenda based on the progress made regarding the streamlining of the business of the Members' Assembly.

1. Introduction

Evaluations of the World Conservation Congress have been standard practice in IUCN since the Amman Congress of 2000. The general intent of each evaluation has been to ensure that successive Congresses learn from past experience and continue to deliver against the requirements in the IUCN Statutes and the expectations of Members, Commission members, Secretariat and general participants.

The main purpose of this evaluation is to assess the extent to which the 2012 World Conservation Congress was perceived as worthwhile by the Union and whether its overall effectiveness and efficiency can be further improved. The specific objectives of the evaluation were[1]:

- **Objective 1:** To measure the **satisfaction** of participants with the Congress;
- **Objective 2:** To assess the **effectiveness** of the organization and management of the Congress
- **Objective 3:** To explore possibilities for **improving the motions process**, including streamlining, improving the level of participation in the voting process and the contribution of the Forum to discussions and decisions made during the Members' Assembly;
- **Objective 4:** To track the **relevance and impact of resolutions** adopted at the 2012 World Conservation Congress over the next 2-3 years.

This document reports on the first phase of the 2012 World Conservation Congress evaluation and addresses objectives one to three mentioned above. The evaluation exercise also went beyond these objectives and looked at issues that were highlighted in the 2008 World Conservation Congress evaluation report[2] to assess whether some of the major issues raised at the time were subsequently addressed.

Objective four of the Congress evaluation is not addressed in this report. It is expected that early findings will be available by the end of 2013 and that a more in-depth analysis will be published before the 2016 Congress.

The key audiences for this evaluation are:

- The IUCN Council. The evaluation should help the Council to make strategic decisions on the next Congress, in particular with regards to the motions process;
- The IUCN Congress Unit and the broader IUCN Congress Management Team[3]. The IUCN Congress Unit has been highly responsive to the recommendations provided by the 2008 Congress evaluation. It is expected that this evaluation will provide additional information to further improve future Congresses to this Unit and to future IUCN Congress Management Teams that will support the planning and delivery of the next Congresses;
- The potential host countries of future congresses;
- IUCN's constituency in general.

[1] See the Terms of Reference of the evaluation in Annex 1.
[2] Available at: https://cmsdata.iucn.org/downloads/world_conservation_congress___evaluation_2009.pdf
[3] In this evaluation the Congress Management Team refers to the Congress Executive Committee. See Annex 2 for the Membership and Terms of Reference of this Committee.

2. The 2012 World Conservation Congress

According to its Statutes, IUCN has the obligation to hold a World Conservation Congress every four years. From 1948 to 1996, IUCN held an Assembly of member organizations only. Since 1996, the Congress includes the Forum, open to all, to debate major sustainable development issues, propose solutions and facilitate the sharing of information and experiences.

The 2012 World Conservation Congress was held from 6 to 15 September 2012 in Jeju, Republic of Korea. It was attended by about 6500 participants[4].

The Congress had two main components:

- **the Forum,** open to the wider public, where IUCN Members, Commissions and partners discuss cutting edge ideas, thinking and practice. More than 500 events took place during the Forum: 146 workshops, 105 knowledge cafés, 149 pavilion events, 132 poster sessions, 44 Conservation campus training sessions and 5 World Leaders' Dialogues[5].
- **the Members' Assembly** is IUCN's highest decision-making body involving large and small, national and international governments and NGOs where the voting on the strategic policies of IUCN and the election of the next Council and President take place.

In addition, Members and other stakeholders showcased their work at some 150 exhibition booths and many social and cultural events were organized.

The 2012 Congress was organized around 5 main daily themes[6]:

- **Nature+ climate**: Nature-based solutions to climate change
- **Nature+ food**: Nature-based solutions to food security
- **Nature+ development**: Nature-based solutions to social and economic development
- **Nature+ people & governance**: Effective and equitable governance of nature's use
- **Nature+ life**: Valuing and conserving nature

Figure 1. below shows the agenda of the 2012 Congress. For the first time, a new format was adopted where sessions of the Members' Assembly have been inserted in the programme of the Forum. Sessions of the Members' Assembly did not overlap with the Forum events (with the exception of Conservation Campus events) but were rather held in the morning before the Forum sessions started. The intention was to help better connect the Congress themes and main messages of the Forum to the proposed IUCN Programme for 2013-2016 and to the motions proposed by Members.

[4] This is including all Congress participants registered in all categories: Commission Member, Exhibitor, General, Guests, Host Country Staff, IUCN Secretariat, Local Participant, Local Youth Participant, Media, Member Organization Staff, Regional or National Committee Member, Speaker, Professional Congress Organizer, Support Staff and Youth.
[5] A description of the different type of Forum events is available here: http://www.iucnworldconservationcongress.org/forum___exhibition/
[6] These themes are presented in much details here: http://www.iucnworldconservationcongress.org/about/theme_and_slogan/

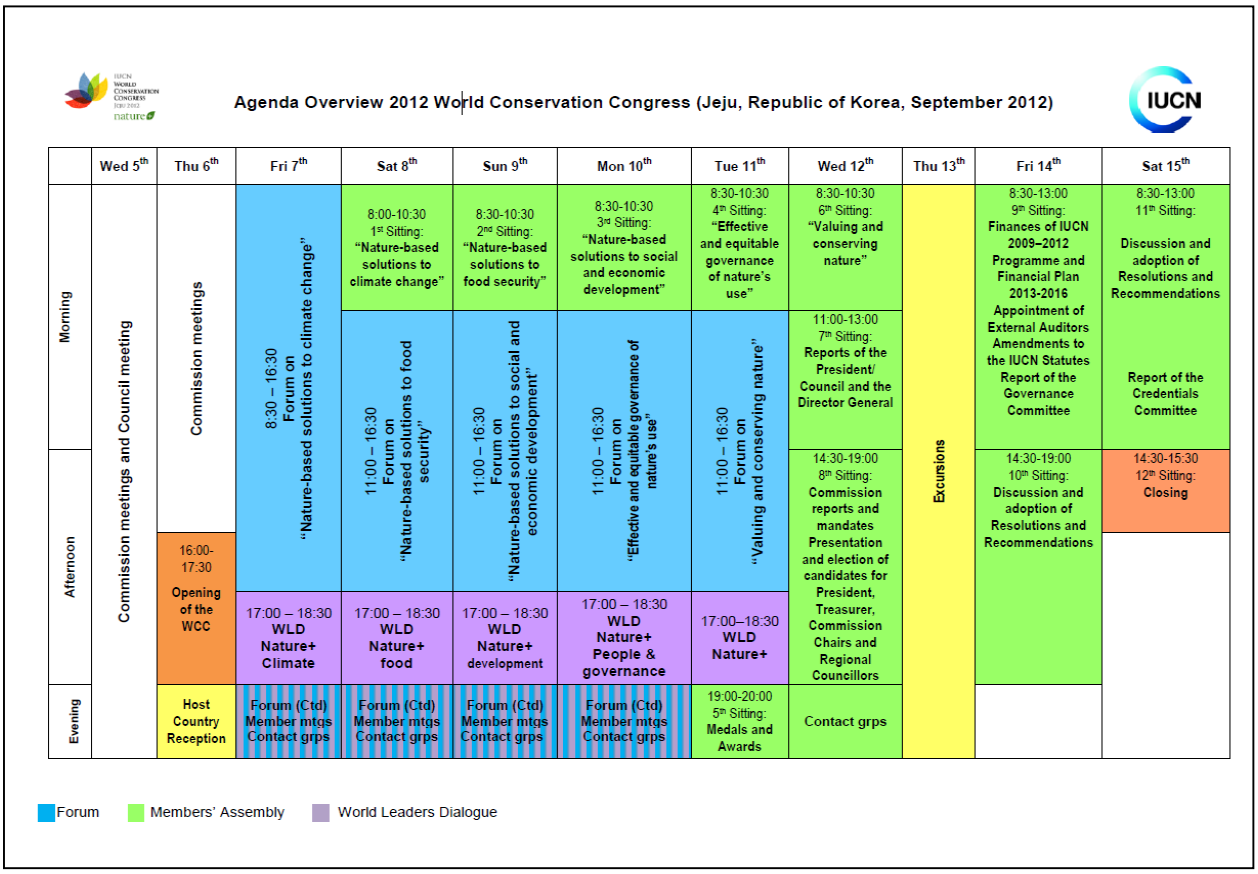

Figure 1. Agenda of the Congress from September 6 to September 15, 2012

3. Methodology

The evaluation of the Congress was carried out by IUCN's Planning, Monitoring and Evaluation (PM&E) Unit. Each objective was evaluated using a separate set of methods:

- **Objective 1** was evaluated using a survey of Congress participants administered by the PM&E Unit (referred to below as the *2012 Congress Participants' Survey)*;
- **Objective 2** was evaluated using a series of focus groups of senior members of the Congress Management Team, supported by data collected by the PM&E Team through interviews and surveys of Congress participants and IUCN Councillors;
- **Objective 3** was also evaluated using a series of focus groups of senior members of the Congress Management Team, data collected by the PM&E unit on site, surveys of participants and interviews with IUCN Councillors and Members who sponsored motions;
- **Objective 4** will be evaluated using data from a Resolutions monitoring system, which will be administered by the Global Policy Unit, surveys of relevant Members and stakeholders and supporting analysis conducted by the PM&E unit.

The main sources of data used to prepare this report are as follows:

- The primary data collection instrument was an online survey sent to 2,764 Congress participants[7] with a valid email address ten days after the 2012 Congress had ended. The survey was available in English, French and Spanish, and contained 20 questions, including open-ended questions to give respondents the chance to fully share their views. After one reminder, a total of 633 persons completed the survey corresponding to a response rate of 23%;
- An online survey was sent to 575 IUCN Members that did not participate in the Congress[8]. The survey was available in English, French and Spanish, and contained 4 questions, including open-ended questions to give respondents the chance to fully share their views. After one reminder, a total of 95 Members completed the survey corresponding to a response rate of 16,5%;
- Interviews with 36 motion sponsors took place during the Congress[9];
- Interviews and focus group sessions with 35 Secretariat staff involved with Congress management and organization[10] took place between October and December 2012;
- A validation session of the preliminary evaluation findings took place in January 2013 at the 81st meeting of the IUCN Council and was followed by interviews and electronic consultation with Councilors;
- The evaluation included extensive document analysis, including of Members' Assembly minutes, Forum event reports, contact groups reports and the Member's Assembly statistics on voting patterns, etc.

Limitations

The response rate to the Congress participants' survey was relatively satisfactory given that the survey was sent to the entire target population. However, a confidence level is impossible to estimate because the sample is not random and a sample selection bias is highly likely. However response rate is not the only way to judge the relevance of survey results, the representativeness of respondents also matters. Tables 1, 2 and 3 below show the profile of Congress participants and of survey respondents according to their gender, age and the IUCN statutory regions. In terms of gender and age, the distribution of the respondents to the *2012 Congress Participants' Survey* is nearly identical to the distribution of the participants. Respondent and participant profiles vary more when it comes to regions. Views of participants from Africa and Meso and South America are likely to be overrepresented while views from participants from South and East Asia are likely to be underrepresented.

[7] This distribution list included all Congress participants registered in the following categories: Commission Member, Member Organization Staff, General, Regional or National Committee Member, Youth, Speaker, Media and Exhibitor but excluded host country and IUCN Secretariat staff, Guests and Local participants that came to the Congress for one or two days. See the survey questionnaire in Annex 3 for further information.
[8] This survey was sent to IUCN Member organisations' primary contacts as per the IUCN Membership Unit database. See the survey questionnaire in Annex 4.
[9] Motions sponsors interviewed were selected in order to gather views from members with a variety of background in terms of a) Member category States, Government Agencies, NGOs and INGOs), b) region, c) length of IUCN membership d) the type and number of motions being sponsored. See the list of sponsors interviewed in Annex 5.
[10] See the list of focus group sessions that took place and the list of secretariat staff interviewed in Annex 6.

Gender	Distribution of the Congress Participants	Distribution of the respondents to the survey
Male	68%	68%
Female	32%	32%

Table 1. Distribution of Congress participants and survey respondents by gender

Age	Distribution of the Congress Participants	Distribution of the respondents to the survey
18-29 years old	9%	8%
30-49 years old	51%	50%
50-64 years old	34%	37%
65 years and over	6%	5%

Table 2. Distribution of Congress participants and survey respondents by age

Regions	Distribution of the Congress Participants	Distribution of the respondents to the survey
Africa	8%	19%
Meso and South America	8%	16%
North America and the Caribbean	14%	12%
South and East Asia	46%	25%
West Asia	2%	3%
Oceania	4%	7%
East Europe, North and Central Asia	2%	5%
West Europe	14%	14%

Table 3. Distribution of Congress participants and survey respondents by region

It should be noted that more than 70% of the survey respondents identified themselves as being closely involved with IUCN either as Commission Member, an employee or a member of an IUCN Member Organization or a Regional or National Committee Member.

4. Participants satisfaction

Finding 1. The 2012 Congress was perceived as a worthwhile investment of time and resources for the participants personally and for their organization.

Assessment of the participant satisfaction is primarily based on the results from the *2012 Congress Participants' Survey*. Detailed results from the survey are presented throughout this report but overall the great majority of participants were satisfied with most aspects of the Congress.

As demonstrated in Figure 1 below, **the Congress was perceived as a worthwhile investment of time and resources for the participants personally and for their organization.** The *2012 Congress Participants' Survey* results also show that the Forum, the Members' Assembly and the overall organization of the Congress met the expectations of an overwhelming majority of Congress participants (for further details see sections 5 to 9 below).

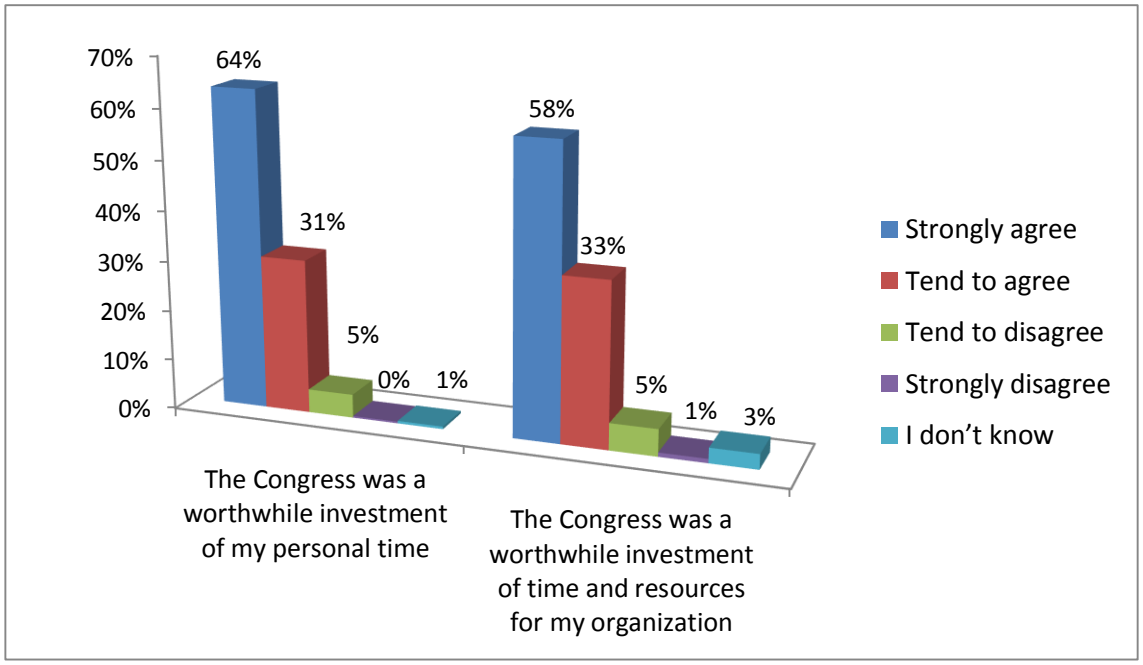

Figure 2. 2012 Congress Participants' Survey: Congress return on investment
Number of respondents: 598

Survey respondents and stakeholders interviewed nonetheless had recommendations for improving various aspects of the Congress as discussed below.

5. Congress objectives and relevance

Finding 2. At the collective (IUCN Union) level, the purpose of the Congress appears to be limited to the fulfillment of its statutory requirements and opportunities to drive more progress on major biodiversity and sustainability issues might be missed.

A key finding of the 2008 Congress evaluation was that the stated objectives of the IUCN Congress were not clearly defined nor sufficiently communicated. Despite some attempts on this front, there were no clear improvements in 2012. The consultation process set up with Council members to identify strategic objectives for the 2012 World Conservation Congress rather led to the identification of Congress themes and to the development of a framework to be used by senior IUCN programme managers to further define specific Congress objectives.

In this type of multi-stakeholders event organized for Members of a democratic Union, it takes a lot of vision and leadership to be deciding/establishing such kind of strategic objectives while keeping everybody engaged. However, the reality is that each participant goes to the Congress with personal and organizational objectives. Registration data from the 2008 Congress showed that participants highlighted four primary reasons for attending the Congress:

1. Exchanging knowledge
2. Learning about new tools and methodologies
3. Networking
4. Showcasing their work.

Promoting specific resolutions and/or recommendations was also mentioned. Other reasons such as influencing the governance of the Union, debating the 2009-2012 IUCN programme or shaping the Barcelona commitments for Sustainability was a primary reason for attending the 2008 Congress for a very small minority of participants.

In 2012 participants were not asked about reasons for attending the Congress but respondents to the *2012 Congress Participants' Survey* reported that the Congress was, more than anything, a good opportunity for networking with peers and exchanging knowledge on various biodiversity related issues.

However, at the collective (Union) level, the perceived purpose of the Congress appears to be limited to the fulfilment of the statutory requirements of the Congress (see box 1 below). The relevance of these was not questioned by the stakeholders interviewed during this evaluation. However, later report sections consider how these statutory requirements can be made more efficiently and effectively fulfilled.

Box 1. Functions of the World Conservation Congress (adapted from IUCN Statutes)

1. Define IUCN policy;
2. Make recommendations to governments on matters related to IUCN objectives;
3. Receive the report of the DG, Treasurer, Chairs of the Commissions, Regional Committees; and the auditor;
4. Approve the Programme and financial plan;
5. Determine IUCN members' dues;
6. Determine the number of Commissions and their mandates,
7. Elect the President, treasurer, regional councillors and Chairs of Commissions;
8. Provide a public forum for debate on conservation issues; and
9. Elect honorary officers, appoint auditors, consider member suspensions and appeals, and perform other functions conferred by the Statutes.

While the IUCN Secretariat had set clear operational Congress objectives[11], including clear targets and clearly assigned responsibilities, two main gaps were highlighted by IUCN Secretariat Senior management:

1. A lack of agreement on programmatic objectives[12]. Specifically, there was no formal agreement on how, beyond the adoption of the IUCN Programme, the Congress could support the implementation of IUCN global thematic and regional programmes. This is not to say that the Congress did not support the implementation of the thematic and regional programmes but rather that this was done in an ad hoc fashion and could be improved through better planning, and prioritization. Many times it was repeated by the Congress Management Team that Programme staff do not have time to think and strategize about the Congress as they are constantly overloaded and therefore the closest event and projects are the most imminent priority. Planning in advance for a Congress gets pushed back until it is actually too late to shape it significantly.
2. A lack of agreement and communication on the tangible progress the Congress was expected to deliver on controversial, global biodiversity issues that need to be tackled jointly by States, scientists and NGOs.

The Congress is clearly recognized as an important mechanism for bringing the Union together and facilitating exchanges and cooperation among IUCN constituencies. However, the 2008 evaluation highlighted that according to some senior Secretariat staff *"it is the questions (or lack thereof) that are*

[11] See box 2 in section 9 of this report.
[12] While general programmatic objectives had been suggested in 2011 these were never collectively officially approved or recognised. (see http://cmsdata.iucn.org/downloads/congress_operational_and_programme_objectives.pdf)

being used to guide discussions, which need to become sharper and more focused on soliciting deeper levels of inquiry and debate on key environmental issues." Similarly, in 2012, senior Secretariat staff highlighted that it is unclear how and to what extent the Congress is addressing pressing biodiversity issues of global importance, given the wide range of topics discussed in a short space of time.

There is not much doubt that much is happening during the Congress that is highly valued by the participants but when it comes to define tangible measurable results to be achieved at the collective level, it is a challenging task. Senior IUCN staff fear that opportunities to achieve more are being missed. This opinion was, however, explicitly shared by only a minority of *2012 Congress Participants' Survey* respondents and other stakeholders interviewed.

Recommendations

Main recommendations

MR1. Put in place a process to better define and communicate the purpose and objectives of the Congress to get a clearer sense of what is to be achieved collectively as a Union beyond the achievement of individual Member objectives and the statutory requirements.

MR2. Identify what tangible progress on the most pressing biodiversity issues of global importance could/should be expected from the Congress. These should primarily be issues that need to be tackled jointly by States, scientists and NGOs together.

Other recommendation

OR1. Identify more formally how to use the Congress to better support the implementation of the IUCN global thematic and regional programmes priorities.

6. Effectiveness of the Congress Forum

Finding 3. The Forum represents a unique opportunity for networking with peers and exchanging knowledge on various biodiversity related issues

The Forum was held during the first five days (from 7 to 11 September) of the 2012 IUCN World Conservation Congress and was attended by about 5000 individual participants[13]. About 40 percent of these (nearly 2000 participants) were local participants registered to attend the Congress for one or two days while the other participants were registered to attend the full Forum.

According to the IUCN Statutes, the purpose of the Congress Forum is to *provide a public forum for debate on conservation issues.* The Forum is further described by IUCN as "*a public gathering hosted by the world's conservation community, bringing together people from all over the world to discuss, share and learn. Addressing the world's most pressing sustainable development challenges, the Forum offers a unique platform for debates, workshops, dialogues, roundtable discussions, training courses, music and exhibitions."* Nearly thirty events ran in parallel during the Forum in Jeju.

As many as 90 percent of the respondents to the 2012 *Congress Participants' Survey* agreed or strongly agreed that the Forum met their expectations. **Participants reported that the Forum represented a unique opportunity for networking with peers and exchanging knowledge on various biodiversity related issues.**

[13] Data obtained from the IUCN secretariat Congress Unit. It includes the following categories of participants: Commission Member, Exhibitor, General, Guests, Local Participant, Local Youth Participant, Media, Member Organization Staff, Regional or National Committee Member, Speaker and Youth. It excludes host country and IUCN Secretariat Congress Staff and support staff.

The workshops, the Knowledge Cafés and the Forum pavilions[14] were particularly appreciated by the participants. Although it was already highlighted in the 2008 Congress evaluation that pavilions were not deemed well suited for lengthy presentations, primarily due to acoustic and space layout issues, there were still heavily used for that purpose in 2012. Given the limited amount of space and time available for formal workshops during the Forum, event organizers have been trying to fit their workshop type of event into the pavilion format. Several survey respondents vigorously criticized this and strongly recommended not to do this in the future. On the other hand, participants overall highly appreciated the pavilions and considered them as the most suitable place for networking around specific themes in the context of informal events. Posters were the least preferred type of Forum event and some participants commented that they were not well attended. However, according to the Congress Management Team, these are included in the Forum programme to provide an opportunity for a maximum number of participants to share the results of their work given space and time constraint during the Forum. Moreover Poster sessions could potentially provide younger participants with an opportunity to gain experience in presenting their work. The approach could be revisited in order to drive participation and interest in this type of event. Several suggestions were put forward during a focus group session, including finding a better location for the posters and organizing a poster competition.

A majority (90 percent) of respondents to the 2012 *Congress Participants' Survey* felt that the length of the various Forum events (two hours for workshops and Knowledge Cafes; four or eight hours for Conservation campus session) and of the overall Forum was adequate.

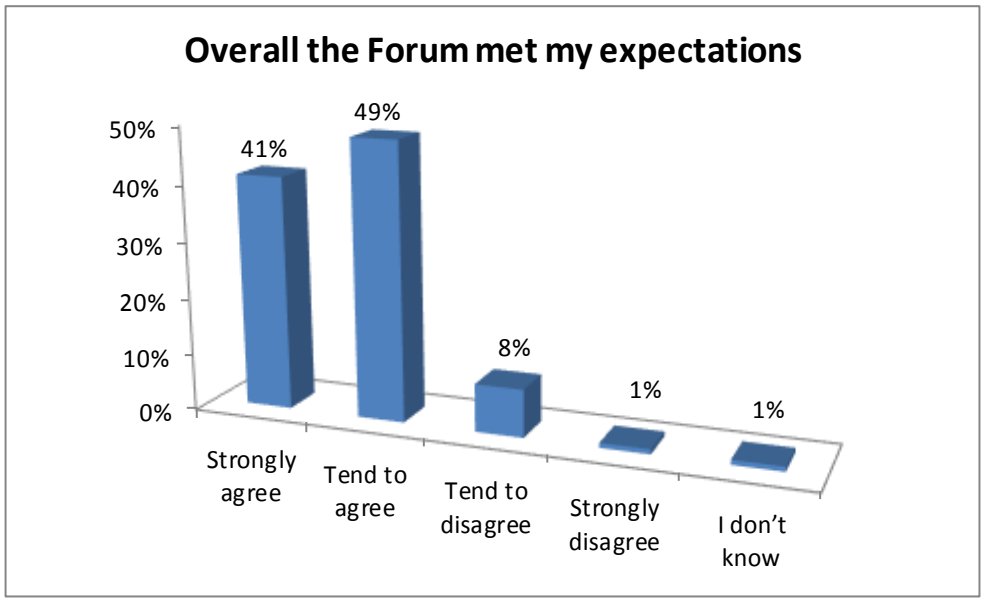

Figure 3. 2012 Congress Participants' Survey: Perception of the Forum
Number of respondents: 583

Most participants believed that the objectives of the various events were clear and that the majority of the events were interactive and participative. However, it was noted that there was a lot of variation in quality from one event to the other and participants expressed particular discontent with events that involved several presentations without any time for interaction.

[14] The description of all type of Forum events is available at: http://www.iucnworldconservationcongress.org/forum___exhibition/

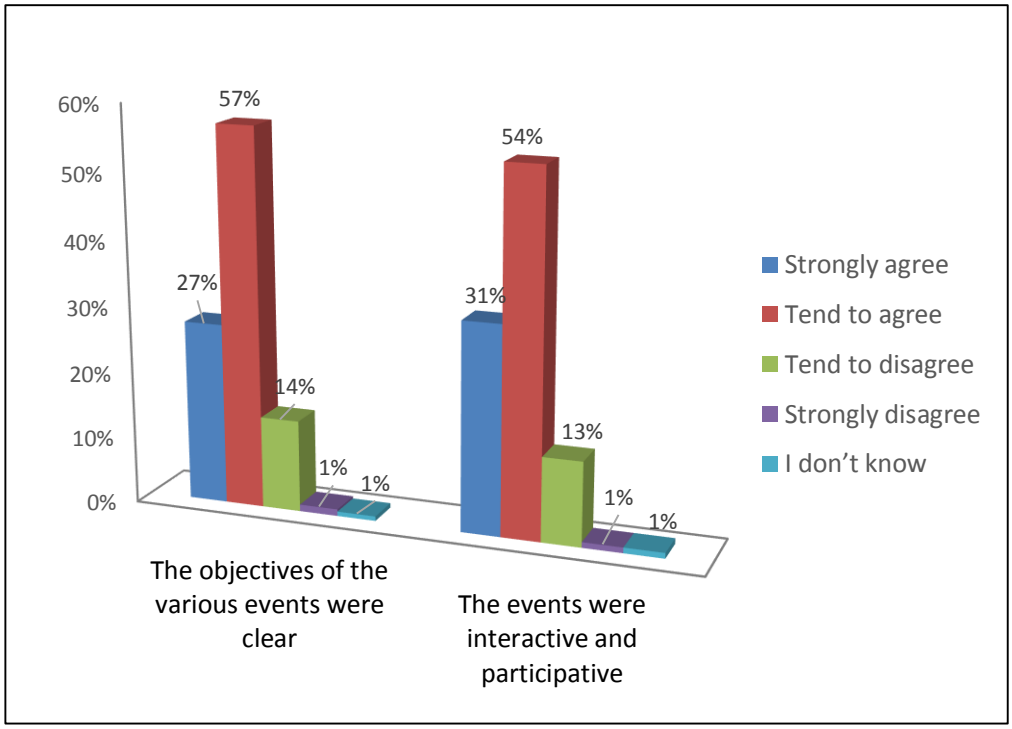

Figure 4. 2012 Congress Participants' Survey: Forum events
Number of respondents: 589

When it comes to programme design, a majority of respondents to the 2012 *Congress Participants' Survey* felt that **the Forum offered too many events simultaneously** (see figure 4 below). The adoption of a daily theme exacerbated this issue as several events on the same topics took place on the same day or, worse, at the same time. This meant that attendance at some events was not always optimal in terms of numbers but also in terms of ensuring that the right participants were participating in the right events. This reduced the opportunity for fruitful interactions and debates because relevant experts or stakeholders were attending or hosting other events. **The high number of events happening simultaneously combined with the thematic day structure made it difficult for participants to attend all the events they wished to attend, and so to optimize the use of their time at Congress.**

A format including thematic journeys[15] rather than a daily theme, and with less events was proposed by several stakeholders. The thematic journeys approach was used for the 2008 World Conservation Congress was generally well-received by participants and should be re-adopted. It should be stressed that in 2008, journeys were created after the proposals for events were received, making it impossible for most event organizers to tie their presentations to a Congress journey. The decision to include an event into a journey was made by the Forum organizers based on the information available. This should be more carefully planned in the future so that event organizers could see how their propose event could fit within Congress journeys.

Reducing the number of Forum events is less straightforward. First, there is the issue of what could be left out. An important number of stakeholders noted that cutting the number of events would mean upsetting IUCN constituencies by rejecting their proposed event(s). Moreover, it should be taken into account that the number of requests for hosting events is unlikely to go down in the future, in particular with the growth of the Union looking set to continue. The selection process used to select Forum events was rigorous and included a technical and a strategic review component. It is not clear how a set of

[15] A thematic journey is meant to group thematically related events during the Forum. Each journey contains a variety of events and networking opportunities on a specific theme and is spread over the entire duration of the Forum. For example a Forum could be composed of thematic journeys on climate change, business and biodiversity, food security etc.

selection criteria and accompanying review panel could achieve this if the scope of the Forum (both in terms of themes covered and in term of number of participants) is not significantly reduced.

Perhaps more importantly, it was noted that significantly reducing the number of events could mean that each event would potentially have a much higher number of participants. Too many participants in each session could reduce the level of interaction and debate, one of the main strengths of the current format. With more than 3,000 participants attending the Forum each day, a significantly reduced number of Forum events could lead to each event having hundreds of participants. Of course each type of event has a different ideal number of participants but the opportunity to exchange in a small group (such as during the Knowledge Café hosting up to 15 participants) should not be discarded.

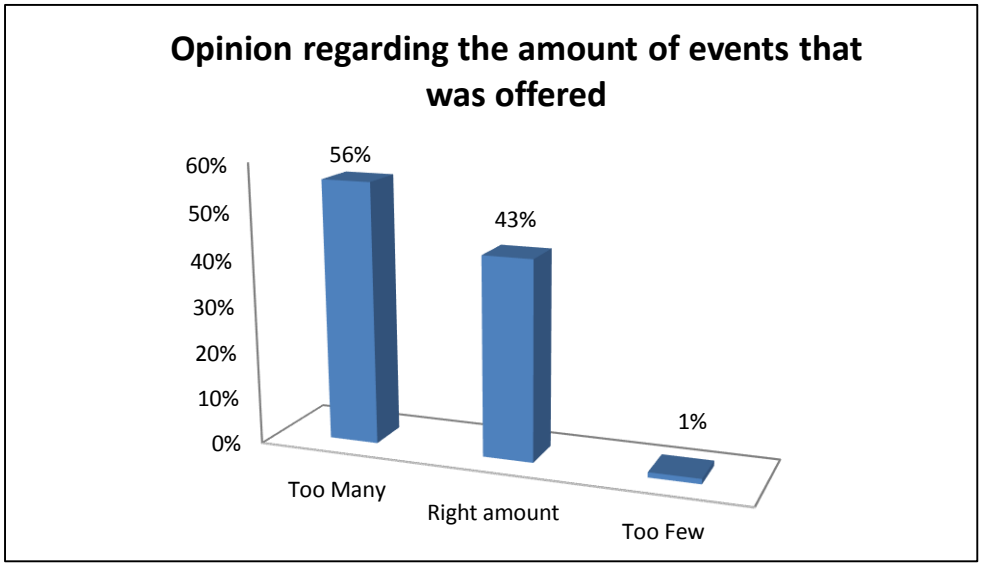

Figure 5. 2012 Congress Participants' Survey: Perception of the number of Forum events offered
Number of respondents: 586

The number and diversity of topics discussed at the Forum was appreciated by participants. Several reported that **the Forum is unique opportunity for creative thinking away from overly focused events or highly politicized decision making bodies. Some stakeholders emphasized that this is the right niche for the IUCN Congress Forum, noting that there is no other event like it in the world.**

On the other hand most stakeholders interviewed agreed that greater emphasis (through a special events series or the like) on a small number of important issues could potentially supplement the current format of the Forum and result in more tangible results for the Union as a whole, while emphasizing that such an approach should not significantly alter the Forum's current nature. More tangible results could for example mean a better understanding of what has been learned during the implementation of the previous intersessional programme and the identification of some major implications for the future programmes. This would only be possible through the use of a different Forum events selection process. In fact, various alternatives to an open call for proposals were discussed after the Congress including a system in which some events are organized by IUCN thematic programmes based on specific objectives while a number of events are still selected based on the traditional open call for proposal approach.

There was, however, some skepticism expressed on whether this would indeed lead to more tangible, measurable outcomes given that the Forum is not a decision making body nor really an agenda setting

meeting but rather a space where NGOs, the private sector and governments can learn, exchange and debate ideas in a relaxed and friendly atmosphere.

Recommendations

Main recommendations

MR3. Propose a Forum programme with thematic journeys as opposed to daily themes.

MR4. Ensure that a number of Forum events are dedicated to in depth solution oriented discussions on critical issues relevant to the Union as a whole and closely linked to the implementation the IUCN Programme while still enabling participants to engage in events on a much wider range of topics.

Other recommendations

OR2. Reduce the number of events offered during the Forum while ensuring that a wide diversity of topics is covered and that each event is not overcrowded.

OR3. Revisit the approach to Forum Posters to make them more interesting and worth the effort

7. Effectiveness of the Congress Members' Assembly

Finding 4. Statutory requirements were met but the Members' Assembly processes need reform if they are to efficiently deliver real change

The Members' Assembly, IUCN's highest decision-making body, brings together IUCN Members to debate and establish environmental policy, to approve the IUCN Programme, and to elect the IUCN President and Council. Resolutions and Recommendations on conservation issues adopted by governments and NGOs not only guide IUCN's policies and work programme but also incite other relevant organizations to act. All Members in good standing[16] can propose motions (draft decisions).

The majority of respondents to the 2012 *Congress Participants' Survey* (81%) agreed or strongly agreed that the Members' Assembly met their expectations. The Assembly fulfilled statutory requirements as it went through all it planned business by the end of the Congress. Nevertheless several concerns were raised regarding the decision making process and the delivery of real changes in terms of biodiversity and sustainability governance and practice pertaining to:

1. The motions process
2. Members' participation during the Assembly
3. The election process
4. The adoption of the IUCN programme and Commission mandates for the next four years
5. The management of the Members' Assembly.

All of these aspects are discussed below.

[16] In good standing means Members that are current in the payment of their dues (paid up to the year prior to Congress).

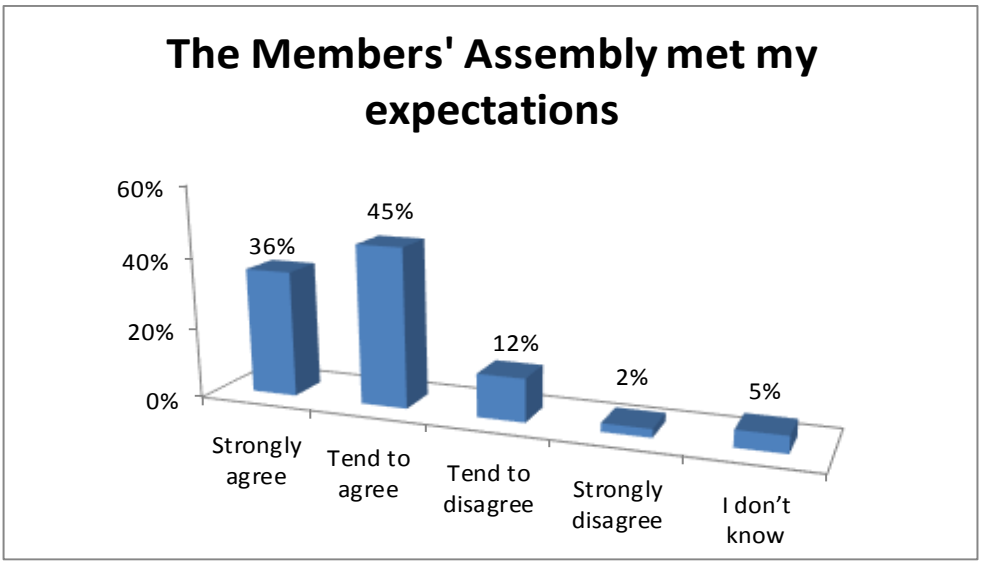

Figure 6. 2012 Congress Participants' Survey: Perception of the Members' Assembly
Number of respondents: 418

7.1 Motions process

Survey respondents and stakeholders interviewed, who were not fully satisfied with the Members' Assembly, mainly highlighted their discontent with the motions process. In fact, several Congress participants, motions sponsors and IUCN Secretariat Senior management staff consider that **a significant reform of the motions process is critical to increase the effectiveness and efficiency of the Members' Assembly.**

This issue was strongly emphasized in the 2008 Congress evaluation but little progress has been made since, despite various Council discussions on the need for reform[17]. Interviews conducted with Members that sponsored motions in 2012 revealed that the main weaknesses were the same as those highlighted four years ago, namely:

- the complexity of the process managed by a small team;
- the high number of motions that needs to be reviewed and discussed prior to and during the Members' Assembly (in 2012 there was a 33% increase in the number of motions to be voted on compared to 2008); and,
- the uncertain progress made regarding the implementation and impact of resolutions and recommendations adopted at previous Congresses.

Complexity of the process

Presentations made during the Regional Fora[18] on the purpose of the motions process and the process for developing and submitting motions were insufficient to bring all Members to the same level of understanding of the process, how to use it, or how to foster optimal collaboration among Members interested in submitting motions on a similar topic.

[17] See in particular discussion at the 73rd Council meeting and the Decision taken at the 74th Council meeting on the motions process.
[18] Regional Conservation Fora were organized in each IUCN Region in preparation for the World Conservation Congress. Regional Fora convene IUCN's constituency to discuss regional issues and provide regional input to the IUCN Global Programme to be adopted by the Members at the Congress.

Interviews with motion sponsors on site demonstrate that the understanding of the motions process and the level of support provided to motion sponsors during the preparation of the motions and the Congress itself vary greatly. Some motions sponsors received extensive support from Secretariat programme staff, their IUCN Regional Committee or from Commissions. Other Members developed motions in complete isolation making discussion, merging and consolidation of motions before the formal submission date challenging.

To address this issue, which was already pointed out at the 2008 Congress, the IUCN Secretariat created an online forum of discussion, in the form of a "motion blog", which provided an opportunity to debate draft motions informally before submission. However the blog did not raise the level of interest expected and few Members used it to share views on the quality and content of the proposed motions. In fact, the majority of motions were submitted very close to the deadline, leaving little time for discussion regardless of the platform used. After the submission date, about 30 comments were made on the blog regarding the relevance and factual accuracy of the content of the motions. However these comments did not have any particular status and had to be repeated by the proponent during the Members' Assembly or the relevant contact group if an amendment of the motion was sought. **The majority of stakeholders interviewed felt that the online forum was a useful idea but that some improvements should be made in order for it to affect the quality and number of motions submitted, in particular**:

- **The discussion forum (motions blog) should be more formal and better communicated.** A few Members did not understand the purpose of the discussion forum. The use of the discussion forum was not mandatory. A motion sponsor could decide to post or not to post its motion on the blog. Formal submission of the proposed motions had to be done separately to the IUCN secretariat motions team. Moreover, the forum was incorrectly named: the fact that it was called a "blog" rather than a "discussion forum" did not adequately convey to some Members what this space was about and how to use it.
- **The discussion forum should be facilitated.** All Members had access to the discussion forum but no one was in charge of coordinating and facilitating it, including alerting Members when motions relevant to them were posted and, encouraging and focusing discussions.

Moreover, IUCN programme development and consultation processes are not integrated with corresponding motion processes whether it comes to timing or content. This makes it difficult to adequately link the two.

Prior to a Congress, motions are reviewed and consolidated by a Resolutions Working Group established by Council to ensure consistency with IUCN objectives and to avoid duplication. The Resolutions Committee oversees the overall management of the motions process during the Congress (annex 7 provides details on the decisions taken by the Resolutions Working Group and the Resolution Committee).

Number of motions

The 2008 Congress evaluation found that the "…*high number of motions presented before Congress and the time constraints for carrying out the business of the Assembly led to dissatisfaction over the lack of opportunities for debate and constructive dialogue on the more controversial motions and the IUCN Intersessional Programme as a whole*." This problem also occurred at the 2012 Congress.

The majority of *2012 Congress Participants' Survey* respondents felt that most of the motions submitted to the Congress were relevant (see figure 6 below) but several questioned whether the Members' Assembly is the right platform for voicing a high number of locally or thematically specific concerns. **Several respondents and stakeholders interviewed suggested that motions debated during the Members' Assembly need to be more global in scope and that local, national and regional issues should be discussed elsewhere. It is felt that IUCN misses an opportunity to**

make progress on the most pressing global biodiversity and sustainability issues that need to be tackled jointly by States, scientists and NGOs present at the Congress.

> *"Some Motions were directly related to the core of IUCN's global agenda; other Motions were more specific to individual places, species, or themes… it seemed peculiar that all should be granted equal time for discussion in plenary. I would have expected that preference would have been granted to "trunk" rather than "leaves""*
>
> "*If controversial motions are held back in contact groups and buried, then everyone just votes 'yes' on everything. It's an awful lot of time wasted to spend pushing the 'yes' button and debating rules of procedure, especially for smaller organizations who have limited staff time."*
>
> **Quotes from 2012 Congress survey respondents**

Several stakeholders interviewed were perplexed not only by the fact that virtually all motions were approved (only one highly controversial motion was rejected by the Members' Assembly), but also that these were approved by an overwhelming majority. Each motion was supported by an average of 75% of the vote in the State/Government Agency house and by 86 % of the vote in the NGO/INGO house[19]. If we are not considering the number of abstentions, as per the IUCN statutes, each motion was supported by an average of 93% of the vote in both houses[20].

A very clear message coming from *2012 Congress Participants' Survey* respondents and stakeholders interviewed is that fewer motions should be debated and voted on during the Members' Assembly. Although several stakeholders note that while this would be more efficient and effective, it could be difficult to achieve in practice. One reason why organizations become IUCN Members is to raise the profile of local and regional issues on an international platform such as the IUCN Congress. In other words, the majority of the Members would like to see the number of motions discussed during the Members' Assembly reduced as long as the motion(s) they put forward is/are being tabled.

One element exacerbating the problem is that IUCN membership has increased significantly from one Congress to the other. Sixteen percent of Members that were the main motion sponsors in 2012 had joined IUCN after the last Congress in 2008. Together these new Members were the main sponsors of nearly 20% of the motions submitted in 2012.

The integration of the Members' Assembly and the Forum in 2012 meant that more time (in total 8 days) was available to schedule contact groups[21] in order to debate and amend controversial motions outside the Members 'Assembly. More than 75% of 2012 Congress survey respondents felt that the contact groups were helpful in efficiently resolving controversial issues, with some also emphasizing that these groups enabled exchange of ideas between different IUCN Members.

However the large number of motions also meant that nearly 70 contact groups took place in Jeju. It was therefore challenging for Members to participate in contact groups they were interested in. **The large number of contact groups was identified by stakeholders interviewed as potentially jeopardizing the legitimacy of the voting results**. Members were asked to vote on a great number of highly specific subjects on which they were not fully updated (i.e. they could not always keep up with the latest amendments made in contact groups). They also did not have the time to check whether the facts they had been presented with were correct. Several Members confessed that they were not fully

[19] Source: Braehler 2012 Congress Voting Records.
[20] Source: Braehler 2012 Congress Voting Records.
[21] Contact groups are ad hoc group of delegates set up to review motions that are deemed controversial and could be subject to amendments. As per Resolution 56, the reports of such contact groups will ordinarily be considered by the Resolutions Committee prior to their presentation to the World Congress.

capable of making a sound judgment on each of the motions because of the sheer number of motions, the small size of several delegations or simply because of their area of expertise was in another field. Some State Members have expressed deep concerns regarding the amount of time and resources required to take an informed position on each motion before and during the Congress.

Finally, the extent to which the motions tabled are defining IUCN policy or making recommendations to governments on matters related to IUCN objectives as per the statutory requirements should be examined.

Tracking implementation and impacts of Resolutions

Although most *2012 Congress Participants' Survey* respondents (58%) felt that the majority of resolutions adopted were implementable, a significant proportion (29%) of respondents had doubts (see figure 6 below). The lack of resources, the absence of explicit commitment from Members to implement Congress resolutions, and the lack of an effective implementation tracking mechanism were noted as barriers to implementation.

The absence of a rigorous monitoring and evaluation mechanism with results widely communicated to Members implies that a number of Members currently have a limited understanding of what types of motions are implementable and are the most likely to bring important and tangible conservation and sustainability results. A number of motions sponsors interviewed were not clear of what precisely they could expect out of the adoption of the motion(s) they have submitted.

A subsequent stage of this evaluation is to develop this monitoring mechanism. It will consider to what extent various resolutions have been implemented so far, and what factors have contributed to, or hindered, this. Early findings are expected by the end of 2013, with a more in-depth analysis regarding the relevance and the impacts of Resolutions to be published before the 2016 Congress[22].

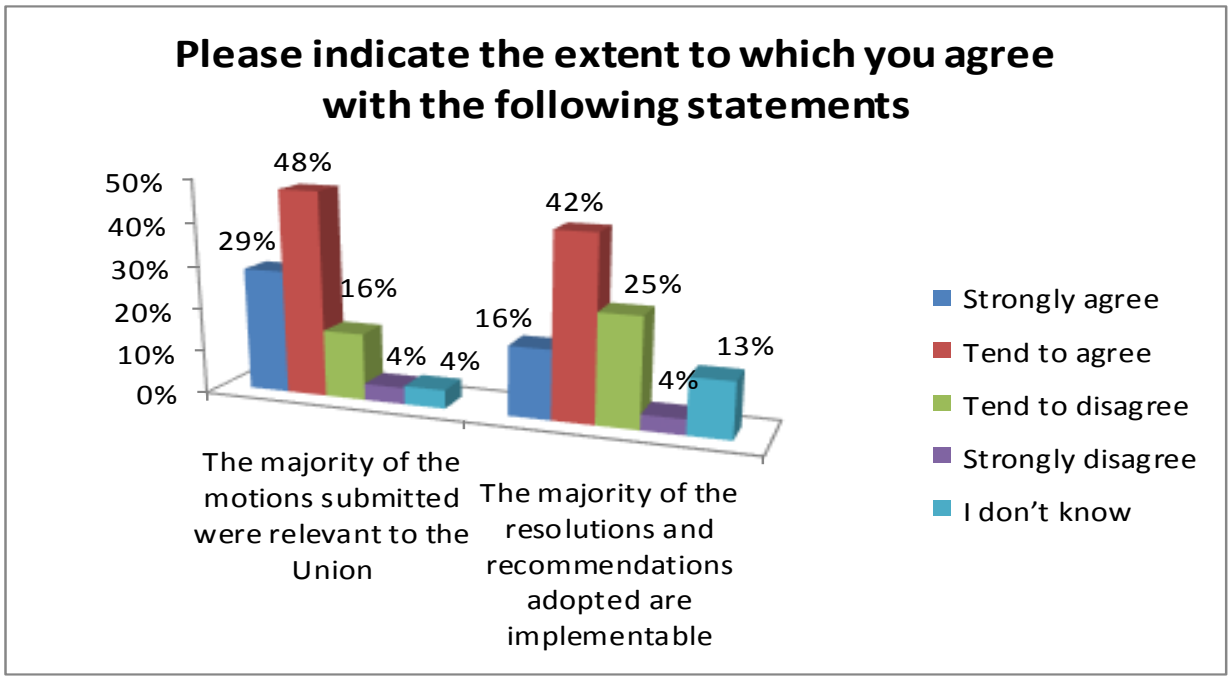

Figure 7: 2012 Congress Participants' Survey: Perception of the motions
Number of respondents: 418

[22] This is in the context of an exercise conducted jointly by the IUCN Secretariat Planning, Monitoring and Evaluation Unit and the Global Policy Unit.

Motion sponsors, IUCN Councillors and Secretariat staff involved in the management of the motions process had a wide range of suggestions on how to reform the motions process. In particular, they stressed the need to:

1. strengthen the preparation phase;
2. to identify mechanisms to deal with uncontroversial motions prior to the Members' Assembly and/or to apply more stringent eligibility criteria to reduce motion numbers and improve quality; and,
3. to strengthen the monitoring of Resolution implementation and impact.

Most of these desired changes would require significant modifications of the IUCN statutes. Outlined below are some of the changes suggested by interviewees and focus group participants. This is not an exhaustive list, but serves to illustrate.

1. Strengthen the motion preparation phase

- Clarify the role of the Secretariat (including thematic programme staff), IUCN National and Regional Committees and of the Commissions throughout the motions development cycle. Ensure that this is accompanied by the appropriate systems that will allow these stakeholders to fulfil an important advisory and quality assurance role in the process while preventing possible conflict of interest[23].
- Improved alignment between the consultation and adoption processes of the IUCN Programme and the motions processes. This includes integrating the content of relevant motions in the global or regional programmes where appropriate. The Regional Conservation Fora[24] were mentioned as providing the ideal platform for discussing more local or theme-specific issues as well as motions that could have a direct impact on regional programmes. This would imply important changes to the IUCN Programme and policy cycles as quadrennial programmes and motions would have to be drafted long before the Congress.
- Make better use of the Regional Fora and of an enhanced online electronic discussion platform to promote dialogue among Members with a view to identifying common concerns and prepare motions accordingly.

2. Dealing with uncontroversial motions outside the Members' Assembly

- Set up a process that ensures that motions requiring little debate are considered outside the Assembly. Suggestions by stakeholders include voting on regionally relevant motions during the Regional Fora and/or voting on uncontroversial motions online before the Congress. This implies establishing an alternative voting system to be employed in between Congresses.

- Set up a process or a set of accepted criteria for identifying uncontroversial motions that could be dealt with through this alternative intersessional process.

The above may not lead to fewer motions but would free up time for more in depth discussion of controversial motions of interest to more Members during the Members Assembly. However, this would also mean that Members would have to devote time to the process in advance of the Congress, which may or may not be welcome.

[23] In the past, IUCN Secretariat Staff have been instructed by IUCN senior management not to get involved in the motion preparation/development phase precisely to avoid perception of conflict of interest. In practice, a number of Members do turn to IUCN Staff and Commission to receive guidance and advices during the preparation/development phase of motions.

[24] Regional Conservation Fora were organized in each IUCN Region in preparation for the 2012 Congress. Regional Fora convened IUCN's constituency to discuss regional issues and to provide regional input to the IUCN Global Programme to be adopted by the Members at the Congress.

3. Apply more stringent motion eligibility criteria

- Agree on more stringent eligibility criteria for motions voted on during the Assembly with a view to reducing their number

Only a minority of stakeholders explicitly stated the need for more rigorous screening criteria in order to make the number of motions more manageable. This was particularly emphasized in cases where motions were actually submitted at Congress rather than prior. These motions created particular challenges as very little time was available to analyze the motions and adopt a position on them. For instance, State Members and Government Agencies require time to consult with their ministries back home before they are able to take a final position.

4. Strengthening the monitoring of Resolution implementation and impacts of the Resolutions

- Identify methodologies and tools to monitor short and medium term results and impacts of the Resolutions adopted at Congress
- Develop a monitoring framework for all Resolutions or at least for a subset
- Identify the financial and human resources necessary to undertake this monitoring exercise, covering as a minimum the 2013-2016 period
- Disseminate the results to Members to raise awareness of Resolution results and the longer term impact that can be expected from the adoption of different types of IUCN Resolutions

Members demonstrated their appetite for process reform by giving a formal mandate to an Advisory Group on the Motions Process and Resolutions Implementation to develop recommendations to this end (See Resolution 001, WCC-2012 Res. 001.)[25]. **Members must be consulted on recommendations formulated by the Advisory Group and the Council before any significant change is implemented. There is a need for a formal conversation with both houses on how to move forward with the decision making process (these could be led by the Director General with support from some Councillors through a State Members forum and meeting of a group of representative NGOs[26]).**

7.2 Participation

Just over half (54%) of IUCN Members were physically present at the 2012 Congress. Table 5 and 6 below show the distribution of participating Members according to membership category and region. State Members were better represented than any other category of Members. Not surprisingly, the largest number of Members attending the Congress was from the host region, i.e., South and East Asia. Members from Meso America were also well represented, with 69% of the Members attending Congress, while only a minority (42%) of Members from East Europe, North and Central Asia and (28%) of Members from West Europe was present.

A Member unable to attend the IUCN World Conservation Congress can give a proxy to another Member to speak and vote on its behalf. In addition to the Members present at the 2012 Congress, 97 Members[27] gave proxies allowing them to participate indirectly (see table 4 and 5 below). While a good number of national and international NGOs gave proxies, very few State Members and Government Agencies did so. Interestingly, while Members from East Europe, North and Central Asia and from

[25] See http://portals.iucn.org/docs/iucnpolicy/2012-resolutions/en/WCC-2012-Res-001-EN%20Strengthening%20the%20motions%20process%20and%20enhancing%20implementation%20of%20IUCN%20Resolutions.pdf

[26] At a minimum, it should include large and small NGOs intervening at different levels (local, national, regional and global) and in all IUCN regions.

[27] Representing 17% of the Members not present at the Congress excluding Members in the Affiliate Category.

West Europe were the least well represented physically in Jeju they were also those giving the highest number of proxies.

Category of Member	Number of Members Present	Number of Members not present	Percentage of Members present	Number of Members not present that gave Proxies	Percentage of Members accredited [28]
State	62	29	68%	3	73%
Government Agency	74	53	58%	2	62%
National NGO	478	425	53%	78	61%
International NGO	55	52	51%	14	64%
Affiliate	12	32	27%	-	-
Total	**681**	**591**	**54%**	**97**	**62%**

Table 4. Members attending the 2012 Congress by membership category

Region	Number of Members Present	Number of Members not present	Percentage of Members present	Number of Members not present that gave Proxies	Percentage of Members accredited [29]
Africa	132	84	**61%**	1	**62%**
Meso and South America	129	57	**69%**	1	**72%**
North America and the Caribbean	69	71	**49%**	13	**59%**
South and East Asia	171	56	**75%**	7	**79%**
West Asia	35	17	**67%**	0	**67%**
Oceania	21	25	**46%**	3	**52%**
East Europe, North and Central Asia	32	44	**42%**	8	**54%**
West Europe	92	237	**28%**	64	**49%**
Total	**681**	**591**	**54%**	**97**	**62%**

Table 5. Members attending the 2012 Congress by region

Figure 7 below shows the main reasons why respondents to the survey of Members not attending the 2012 Congress did not attend the 2012 Congress. The main reasons cited for not attending were the lack of resources (time and money) and the fact that the Congress venue was too far from where Members are based. A significant minority of the respondents (21%) also noted that their organization had other priorities at the time of the Congress. It should be added here that among Members that did not participate to the Congress, 110 of them were not in good standing at the time of the Congress and could not participate in the voting process (corresponding to 19% of the Members not participating in the Congress) which could also be another main reason for Members not to attend the Congress at all.

[28] Including proxy givers that were not present
[29] Including proxy givers that were not present and excluding Members in the category “Affiliate”.

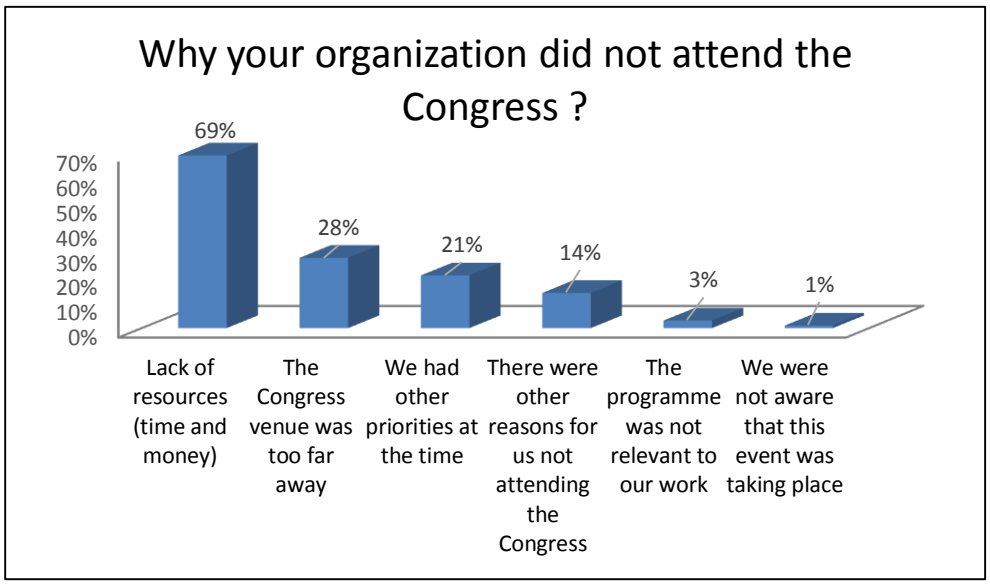

Figure 8. Survey of Members not attending the 2012 Congress: Main reasons for not attending the 2012 Congress
Number of respondents: 95

One of the concerns raised in the 2008 Congress evaluation report was the relatively low participation rate in the voting process. In fact, decisions made during the 2008 Congress emanated from a relatively small share of the Union's actual membership base (decisions were taken by 28% of the IUCN membership potential votes on average). Based on recommendations by the Governance Committee of Council and the Resolutions Working Group of Council, Council opted for the introduction of a quorum requirement entailing immediate application to be approved by the 2012 Congress. Despite rejection by the Members' Assembly of the quorum proposal, participation in the voting process improved significantly.

In 2012, 62% of the IUCN membership was accredited to participate in the decisions taken during the Members Assembly. This represents a slight decrease from 2008, when 67% of Members were accredited. However, despite this apparent decline in Members participation, another important element has to be taken into account to adequately assess Members participation in the decision making process of the Union: how Members that acquired voting power actually used it during the Congress. The difference in Members' behavior between 2008 and 2012 at this level is rather marked. While a comparable number of Members were accredited to vote in 2008 and 2012, significantly more Members actually voted in 2012. On average 65% of accredited Members voted on each decision in 2012 while only 40%, on average, did so in 2008. This represents a significant increase in participation in the voting process. This is even more remarkable when considering that Members were called on to vote 310 times in 2012 while they were called on 150 times in 2008[30]. It should also be added that the number of voting Members choosing to abstain (but explicitly pressing the "abstain" button) decreased from an average of 14% in 2008 to 10% in 2012, meaning that voting members were slightly more likely to take a clear stand (in favor or against) when they voted.

[30] There was 30% more motions tabled during the Members Assembly in 2012 and Members were call on voting a much greater number of amendments to motions in plenary compared to 2008.

	2012	2008
Total number of IUCN Members at the time of the Congress[31]	**1228**	**1108**
Number of Members accredited with the right to vote during Congress[32]	**764 (62 % of the membership)** • 145 States + GA • 619 NGOs + INGOs	**744 (67 % of the membership)** • 145 States + GA • 599 NGOs + INGOs
Average number of accredited Members voting per motion (yes, no or abstention)[33]	**471 (65% of the accredited Members)**	**282 (40% of the accredited Members)**
Average number of voting Members[34] that abstained per motion	**45 (10% of the voting Members)**	**38 (14% of the voting Members)**

Table 6. Members' Assembly voting statistics
Source: Braehler 2012 and 2008 Congress Voting Records

It should be noted that for the first time in 2012, sponsored delegates were required to vote on at least 75% of the motions tabled during Members' Assembly. Failure to comply with these obligations would be reported to Council and might result in sponsorship for that organization/institution to participate at future Congresses being refused. Although this requirement was not met by all sponsored organizations, as sponsored delegates with voting power voted on average on 65% of the motions, this represents a significant improvement compared to 2008 when sponsored delegates voted on average on 35% of the motions. A number of stakeholders interviewed felt that the apparent improvement in attendance of Congress participants to the Members' Assembly in 2012 was due, at least in part, to the fact that participants could not commute easily between the venue and other sites and that there was very little distraction nearby the Congress venue compared to the situation in Barcelona four years before. A relatively isolated venue however has other important implications which are discussed at more at length in section 9 below.

In 2012, 41% of the total IUCN membership potential votes were casted on average for each motion. While this compares favorably to 2008, when this figure was 28%, motions are still voted on by a minority of IUCN Members[35].

With regard to the issue of participation, it should be noted that the majority of interventions during Members' Assembly were made by just a few delegates. An analysis of the two hundred or so interventions made by Members during the Members' Assembly shows that around a hundred Members (or 13% of the Members accredited) took the floor during the Members' Assembly and eighteen Members (or 2% of the Members accredited) were responsible for more than 50% of the interventions. Four Members intervened as much as 44 times during the Members' Assembly (making

[31] Excluding Members in the category "Affiliate".
[32] Including all Members accredited (onsite and those not onsite that could use the proxy system to vote).
[33] The definition of voting Members here is slightly different than that in the IUCN Statutes. Technically, according to the IUCN Statutes, 'voting' shall mean submitting an affirmative or negative vote; abstentions shall not count as votes cast (Art. 32). It should be noted that these figures exclude accredited Members in the Government Agencies category that were accredited but had no voting power in practice. There were 35 such Members in 2012 and 37 in 2008 (figures on this line of the table are thus calculated out of a total of 729 Members in 2012 and 707 Members in 2008).
[34] Members that pressed the "abstain" button when they voted.
[35] If the votes of Members pressing the "abstain" button were excluded, these figures would be 36% in 2012 and 24% in 2008. These figures do not take into account the fact that the total number of potential votes estimated at 1414 in 2012 and at 1272 in 2008 might not accurately reflect the number of Members that could actually vote or that remain interested in the business of the Union as it includes a good number of Members that were not in good standing at the time of the Congresses.

more than 22% of all interventions). It is clear that a small minority of IUCN Members took the floor disproportionately during the plenary and dominated discussion.

The survey of Members that did not attend Congress included an open ended question on what would make it worthwhile for Members to attend the Congress 2016. Predictably, answers provided directly addressed the reasons for which Members did not attend the Congress in 2012. The availability of financial resources (internal resources and sponsorship), a Congress venue closer to home, a programme more relevant to the organizations' work and the availability of human resources within the organization were the most frequently mentioned by respondents. These results indicate that an alternative online voting system coupled with a better promotion of the advantages of the proxy system could potentially improve the participation rate in the IUCN decision making process.

An important question remains, however: What does IUCN in its wider sense consider an acceptable participation rate?

The IUCN Statutes stipulate that "*any decision of the World Congress taken in circumstances where…fewer than half of the total votes in either Category A or B were represented at that session of the World Congress… shall be subject to confirmation by mail ballot if, not later than ninety days after the distribution of the decisions of the World Congress, so requested by a minimum of forty Members eligible to vote from at least three Regions. Pending such confirmation the decision of the World Congress shall be suspended"*. This means that the number of votes accredited during the Congress needs to represent more than 50% of the total Potential Voting Power of the membership. Given the number of Members accredited to vote at Jeju, this condition has been met (see table 7 below).

	Category A : State and Government Agencies	**Category B : National and International NGOs**
Total potential vote of the IUCN membership	297	1117
Total voting power of the accredited Members	214	687
Average total number of votes casted (yes, no or abstention) for each motion	131	447
Number of motions that would not have passed a quorum requirement of one third of the total vote present in the Members' Assembly (based on the number of yes, no, abstention, and present but did not vote[36])	0	0
Number of motion that would not have passed a quorum requirement of half of the total vote present in the Members' Assembly (based on the number of yes, no, abstention, and present but did not vote)	1	0

Table 7. Voting power in Jeju
Source: Braehler 2012 Congress Voting Records

As mentioned above, based on recommendations by the Governance Committee of Council and the Resolutions Working Group of Council, Council proposed a quorum requirement to be approved by

[36] The number of Members that were present in the Members' Assembly but did not vote was calculated by Braehler based on the number of Members that had their voting card inserted in the voting device but did not vote.

the 2012 Congress and for immediate application. This was rejected by the Members[37]. At present, neither the IUCN Statutes nor the Rules of Procedures contain a quorum requirement. The Members' Assembly can vote on Resolutions affecting the whole membership even where only a few Members actually vote. The Council proposed a relatively low quorum to solve this issue – a third of the total vote of the accredited Members in Category A and B respectively. Quorum requirement would have been met for 100% of the motions passed in Jeju. A quorum requiring half of the total vote of the accredited Members in Category A and B respectively would also have been met by nearly 100% the motions passed in Jeju. Most stakeholders interviewed felt that Jeju was an improvement in terms of participation rate but that there is still scope for better Member engagement and to look into the following questions:

- Would a higher level of participation actually give more legitimacy to the decisions taken?
- How can participation be further increased in practice?
- Would a higher level of participation increase the implementation rate for Resolutions?

7.3 The election process

The majority of respondents to the 2012 *Congress Participants' Survey* felt that the election process was transparent. The new electronic voting system was welcomed and deemed a positive change.

The main issue raised by respondents was that election results were not communicated immediately after the voting took place. In some instances results were disseminated to Congress participants several days later. Secretariat staff believe that it would be technically feasible to announce election results more quickly but that some time would still be required for verification by the Elections Officer and application of the required formulae for identifying winners, as set out in the IUCN Statutes. However it was explained by the election officer during the Congress that it was standard electoral practice that no vote should take place in the knowledge of the outcome of a previous vote and that partial reporting of the election results could have the potential of affecting the remaining elections.

A number of survey respondents and of stakeholders interviewed felt uneasy about candidates getting elected by a very small margin. One of the solutions proposed to ensure a clear winner was that the election process should comprise a second voting round where two or more candidates have a similar amount of votes. What exactly would justify a second voting round would need to be further defined and endorsed by Members.

Last but not least, a few respondents to the *2012 Congress Participants' Survey* and stakeholders interviewed stressed that IUCN Members and Council should pay more attention to the skills, knowledge and experience a candidate needs to successfully understand and lead IUCN, noting that a fair number of candidates were unchallenged[38] and had little experience in the governance of large international environmental organisations[39].

[37] A quorum is a requirement for a minimum number of Members to be present in order to take valid decisions. It may also be expressed in terms of the voting power of the Members present, i.e. the number of votes they hold.

[38] Details regarding the election results and the number of candidates for each position are available here : http://cmsdata.iucn.org/downloads/iucn_election_results_2012_final.pdf

[39] Details regarding the profile of the candidates are available here: http://iucnworldconservationcongress.org/member_s_assembly/candidates_for_election/

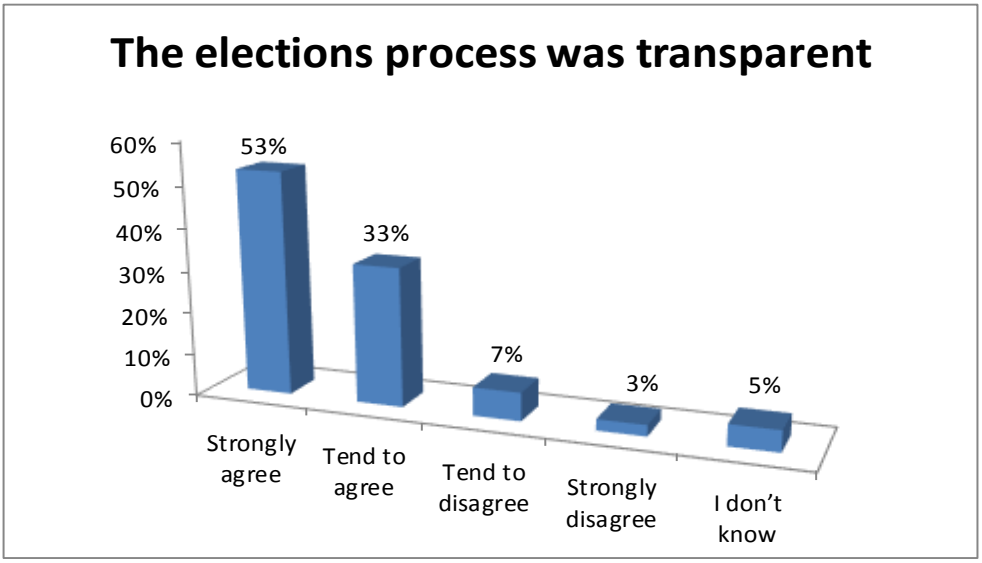

Figure 9. 2012 Congress Participants' Survey: Perception of the election process
Number of respondents: 418

7.4 Programme discussion

Almost two-thirds (64%) of respondents to the 2012 *Congress Participants' Survey* felt that the 2013-2016 Programme was adequately debated. This is interesting given that there was actually relatively little discussion of the Programme during the Members' Assembly. Either the respondents felt that no debate was required or that the Programme was adequately debated before the Congress[40]. Only a few of the survey respondents felt that the discussion on the Programme should have been given higher profile at the Members' Assembly.

The Members' Assembly agenda was in fact organized so that each of the proposed IUCN Programme's thematic areas could be discussed on a different day along with motions on related topics. However, discussions were not facilitated according to that plan during the plenary and the focus of the Members' Assembly was on motions rather than the Programme. **There is a need to clarify to what extent the Programme should be discussed during the Members' Assembly, which specific aspects should be considered and in what format.** Moreover, aside from some minor amendments to the IUCN programme as a result of 2012 Resolutions, the effect of Resolutions on the Global Programme as a whole is not clear, let alone on regional programmes. As highlighted above, the Programme and Resolution consultation and adoption processes of motions need to be better aligned, with relevant motions integrated into the global or regional programmes where appropriate.

[40] The question in the survey did not specifically asked if the 2013-2016 Programme was adequately debated during the Members' Assembly.

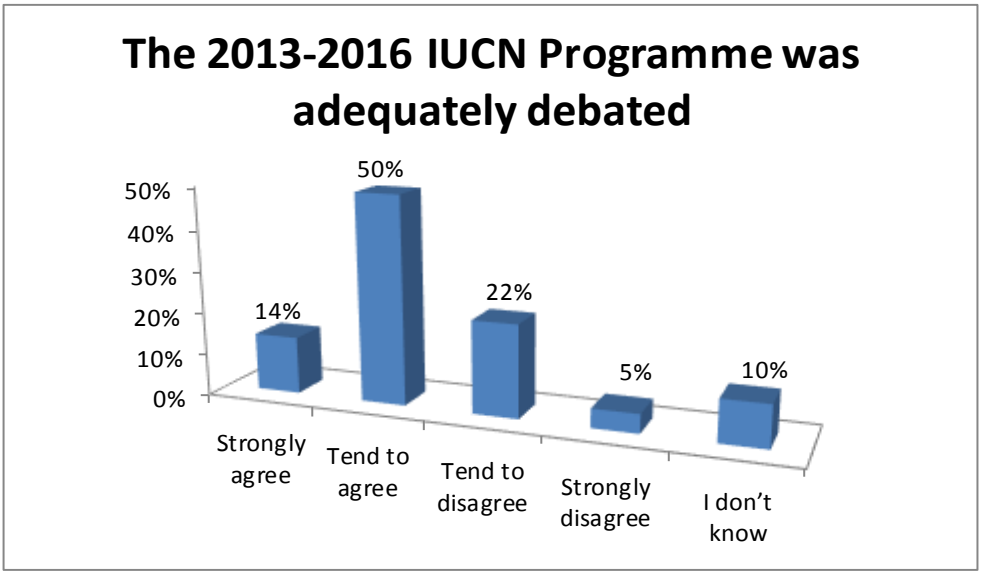

Figure 10. 2012 Congress Participants' Survey: Programme debate
Number of respondents: 416

7.5 Commission Mandates

One of the statutory requirements of the Congress is to determine the number of Commissions and their mandates (see box 1. above). However, there appears to be no process in place to determine what Commissions are needed to implement the proposed Programme and what their respective mandates should be. In fact, the election campaigns of potential Commission Chairs started before the number of Commissions needed for the implementation of the Programme and the profiles of the candidates required could be decided on by the Membership. It is thus difficult to get a clear idea of how the existing Commissions, their current mandate, and the profile of their respective Chair are addressing the specific needs related to the implementation of the 2013-2016 programme.

7.6 Management of the Assembly

The majority of the stakeholders interviewed felt that there were weaknesses in the management of the Members' Assembly. The main challenge was that the agenda was too crowded. This was primarily due to the high number of motions to be discussed and voted on as explained above. Several stakeholders also pointed out that Assembly chairing could be improved, stressing that a lot of time was wasted because of confusion about procedural issues and the limited awareness of some plenary chairs with regard to IUCN processes at play during the Members Assembly.

The Assembly seems to have had a slow start: only four of the 41 motions that were to be put to vote were actually voted on during the first two sittings of the Members' Assembly. Many of the survey respondents and stakeholders interviewed mentioned that too much time had been spent to discussing the highly controversial motion 181 '*Protection of the People, Nature, Culture and Heritage of Gangjeong Village*'[41]. A minority of stakeholders felt that better management of debates in plenary could have improved the situation but several others felt that the source of the problem lay somewhere else mentioning the mismanagement of the issue by the IUCN Secretariat in the weeks leading to the Congress, the decision taken by the Resolutions committee or inadequate chairing during the contact groups held for this particular motion. Others felt that Members' reluctance (including that of Motion sponsors and the host country) to enter into genuine discussion and compromise were at the core of the problem.

[41] Text available at: https://portals.iucn.org/docs/2012congress/motions/en/M-181-2012-EN.pdf

Qualitative data on plenary management is of course subjective. Nevertheless a large number of the stakeholders interviewed felt that more technical and political support should be given to plenary chairs (in particular on the podium) to ensure more strategic discussions and debates during the Members' Assembly.

Recommendations

Main Recommendations

MR5. Clarify what should be the specific functions of the Members' Assembly and reform related processes accordingly (starting with its policy making function and the related motions process).

MR6. Consider that changes made to the motions and Resolutions processes before the next Congress could include:

- The strengthening of the motion's preparation phase
- The identification of acceptable mechanisms to deal with uncontroversial motions in order for them not to consume significant amounts of time during the Members Assembly
- The identification of more stringent eligibility criteria for motions (in particular for motions submitted during the Congress)
- The strengthening of the monitoring of the implementation and impacts of the Resolutions

MR7. Clarify what would be the desired level of Members' participation in the decisions taken during the Members' Assembly and means to ensure it.

Other Recommendations

OR4. Define a more transparent process to identify which Commissions would be needed to implement the proposed Programme and what their respective mandates should be and either agree on those prior to Congress in order to allow elections of respective Chairs at Congress or postpone election of Chairs until after Congress.

OR5. Clarify expectations regarding the desired level of debate on the Programme during the Members' Assembly and the format it should take.

OR6. Ensure that adequate support is provided to the plenary Chair both at the technical and political level.

8. Linkages between the Forum and the Members' Assembly

Finding 5. The majority of the participants feel there are clear and strong linkages between the Forum and the Members' Assembly.

In the past, the design of the Congress was criticized for being composed of two distinct parts (the Forum and the Members' Assembly) not related to each other. Efforts were made to improve linkages in the planning and design of the 2012 Congress. In particular, the five major themes of the Forum reflected the main proposed Programme areas for 2013-2016. Also, Forum events relevant to motions put forward were flagged up as such in the Forum agenda and on the motions web page to help participants obtain background information on topics covered by the motions.

Moreover, for the first time, morning sessions were held during the Forum starting from the second day of the Forum with the intention to present the Programme area that had been the Forum theme on the previous day, including main outcomes from the Forum debates. The intention was to help better

connect the Congress themes and main messages of the Forum to the proposed IUCN Programme for 2013-2016 and to the motions proposed by Members.

Despite an imperfect match between some Forum events and Programme thematic areas[42] and a relatively low percentage of Forum events explicitly linked to the content of motions discussed during the Members' Assembly, the majority of respondents to the *2012 Congress Participants' Survey* felt that Forum discussions were on the whole relevant to both (see figure below). Overall, survey results show that **nearly three-quarters (73%) of the respondents felt that there were clear and strong linkages between the Forum and the Members' Assembly.**

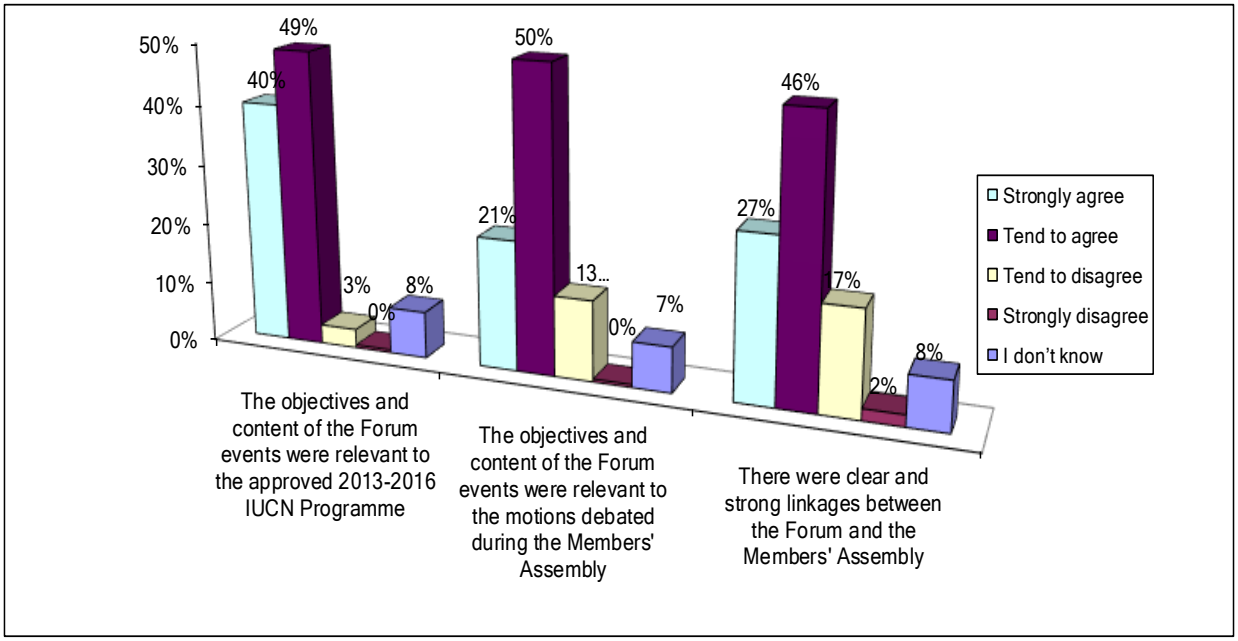

Figure 11. 2012 Congress Participants' Survey: Linkages between the Forum and the Members' Assembly
Number of respondents: 418

There were advantages and disadvantages to integrating Forum and Members' Assembly agendas (through the integration of morning Members' Assembly sessions during the Forum).

Respondents to the *2012 Congress Participants' Survey* noted that the integrated agenda fostered interaction between different categories of participants, improved participation in both parts of the Congress (Forum and Members' Assembly) provided improved opportunities for exchange and debate and strengthened the decision making process while also increasing variety and reducing monotony.

On the other hand, several respondents felt that there was too much event overlap and that delegations were too busy and rushed, resulting in a lack of time to properly prepare for the Members' Assembly or for Forum events. Several also mentioned that the integration made their participation in the Congress overall longer and more intense than was desirable. Some Members might only have come to the Assembly (5 days) while now they were forced to come for 8 days. The Congress as such wasn't longer. It should also be noted that the integrated agenda creates logistical challenges particularly in terms of staffing arrangements and venue space management[43].

[42] It should be noted that it was not possible to wait until the final IUCN Programme was ready (the programme is to be approved during the Congress) to start with the preparations of the Forum, particularly the call for proposals.
[43] In particular, contact groups use the same rooms as Forum events and there was no change-over time.

It is difficult to judge whether the advantages outlined outweigh the disadvantages. However, it is possible that if the Members' Assembly considered fewer motions, as suggested above, some of the disadvantages of integrating Forum and Members' Assembly agendas would be less pronounced.

Other Recommendation

OR7. Continue efforts to improve the linkages in terms of content between the Congress Forum and the Members' Assembly through a better integration of the preparation process and timelines for both parts of the Congress.

OR8. Reevaluate the possibility of continuing with the integration of Forum and the Members' Assembly agenda based on the progress made regarding the streamlining of the business of the Members' Assembly.

9. Congress Management

Finding 6. Congress 2012 was well managed by a dedicated team but an inexplicit MOU with the host country created challenges for the Congress Management Team that had little control over a number of key aspects of the Congress.

One of the most important lessons learned in 2012 by the IUCN Secretariat's Congress Management Team was the need for detailed negotiation on, and the high level of detail to be included in, the Memorandum of Understanding with the host county. The in-depth involvement of the Korean Organizing Committee in Congress preparation and management represented a sizeable investment of time and money. This led to some significant advantages such as a very high number of sponsored delegates (431 Members were sponsored - 344 fully and 87 partially) from 97 countries and a reduced financial risk for the Secretariat as the host made many in-kind contributions to the Congress, assuming the financial risk of the operation. Moreover, it made available a significant number of volunteers, ensured support across a variety of institutions and helped to give the event a true Korean flavor.

However, it also meant that the Congress Management Team had significantly less control over various critical aspects of the Congress. This issue needs to be seriously considered given the important implications for access to the local market for fundraising purposes, logistics (including transportation arrangements, accommodation, food and catering, usage of the Congress venue), the degree to which the Congress is 'green', and communication strategies (of which there were two, running in parallel, e.g. two Congress websites, two Congress newsletters, etc). The Congress Management Team concluded that much of the challenges encountered could be resolved using a two-pronged approach: **a more explicit MOU with the host country in combination with the hiring of a professional conference organizer (PCO) recruited by and acting directly under the authority of the IUCN Congress team.** It was also suggested that the proposal submitted by the successful candidate for host country should be an integral part of the MOU.

As mentioned before in this report the Congress Unit managed the 2012 Congress based on a set of clearly defined operational objectives (see box 2 below). Some of these aspects related to the Congress management were considered throughout the evaluation, in particular performance regarding objectives 1, 2 and 6, which has been overall highly satisfactory. The remainder of this section looks more closely at attainment of objectives 3 and 4 and in particular at the following three aspects of Congress management: logistics, overall financial management and its environmental footprint. Finally a few words will be said regarding the attainment of objectives 5 on reaching new partners and constituents.

Box. 2 Congress Operational Objectives

1. Fulfil the statutory requirements for the Congress as a whole and the Members' Assembly in particular and increase Members' participation in the statutory processes
2. Be perceived as an enriching experience by all participants (including staff, Councilors and Host Country), worthwhile the investment of participants and IUCN's time and money
3. Be efficiently planned and managed and leave IUCN with at least a neutral accounting balance
4. Minimize and compensate the direct and indirect negative impacts of the Congress and has a reduced carbon footprint per participant compared to the past Congresses
5. Reach new partners and constituents
6. Enable debates and the sharing of knowledge and experiences amongst participants

It would not be practical or useful for this report to describe every recommendation unearthed in full. These have been documented separately in a Congress manual managed by the IUCN Secretariat Congress Unit to avoid the loss of institutional memory. Updating of the Congress manual drafted after the 2008 Congress extensively based on the seven focus group sessions that took place at the IUCN Secretariat Headquarter with staff heavily involved with different aspects of the management and delivery of the 2012 Congress has been supported and strongly encouraged in the context of the Congress evaluation.

Logistics

Congress management by IUCN Secretariat staff was well perceived. The vast majority of respondents to the *2012 Congress Participants' Survey* felt that the Congress was well organized overall (see figure 11 below). In particular, 93% of the respondents felt that the Congress facilities were adequate and several also appreciated the support from the numerous Korean volunteers present onsite. The main criticisms were that it was difficult to reach the venue, that accommodations were not all adequate and that food options on site were limited.

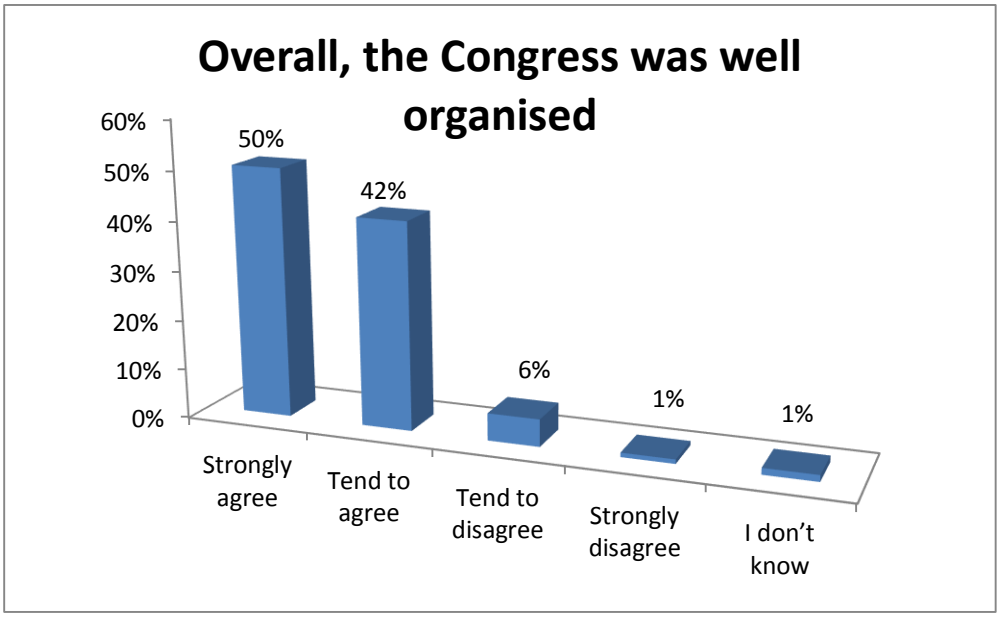

Figure 12. 2012 Congress Participants' Survey: Perceptions of Congress organization
Number of respondents: 595

Difficulties around transportation to and from the venue were most often cited as an issue. While a majority of survey respondents were satisfied with the transport arrangements between the venue and their hotel, as much as 40% of the respondents felt that this aspect was less than adequate. Issues

with the schedules, the length of the commute (more than one hour in several cases), the lack of public transportation and the scarcity of taxis were reported.

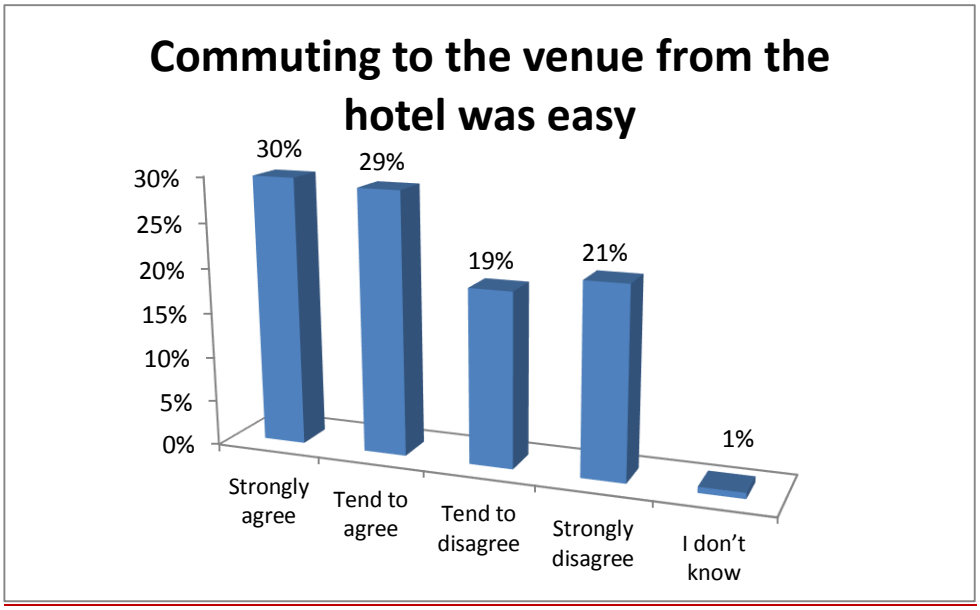

Figure 13. 2012 Congress Participants' Survey: Transportation arrangements
Number of respondents: 596

The second most important observation from the survey respondents was related to accommodation. While the majority of the survey respondents were satisfied, nearly a quarter (24%) of respondents found that accommodation was not adequate. They pointed at the significant distance from the venue, relatively bad value for money in certain cases and a mismatch between the description of the hotels and the reality.

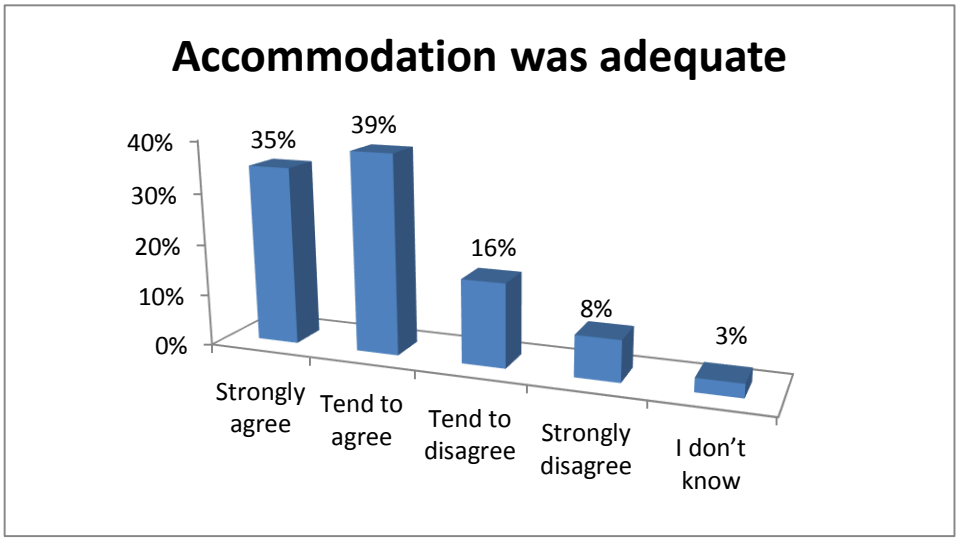

Figure 14. 2012 Congress Participants' Survey: Accommodation
Number of respondents: 597

Finally, a number of respondents to the *2012 Congress participants' survey* and stakeholders expressed some concerns related to food and catering services which should be paid due attention in the next Congress.

Overall, it appears that logistics were managed satisfactorily. The few issues highlighted above show that it might be easier in future to choose a location with a good local transportation system as well as a sufficient number of hotel rooms of a certain standard near the Congress Centre. It also needs to be ensured that adequate food options are available from early morning to late evening.

Financial Management

The 2012 Congress took place in a context of financial constraint, much of it said to be due to the global economic slowdown. Tough financial decisions have had to be taken by both the Union and the Secretariat to ensure that limited and diminishing resources are used optimally to deliver on IUCN's mission and priorities. Consequently an important objective of Congress management was ensuring that the Congress would leave IUCN with at least a neutral accounting balance.

A full time fundraising officer was hired to join the Secretariat Congress Management Team. About a quarter of the initial target was actually raised. In addition to the global economic down turn fundraising difficulties were attributed to:

- Barriers to selling the Congress to donors for various reasons, including the need to provide an extensive induction to a fundraising officer if she or he is specially recruited for that purpose without prior experience with IUCN, IUCN's organizational complexity itself and the relative absence of brand recognition in several sectors.
- Some IUCN thematic programmes perceive the Congress fundraising effort as direct competition and collaboration has been difficult. The fundraising officer was able to establish fruitful partnerships with some programmes resulting in concrete funding for the Congress. Other programmeswere not as open to collaboration and opportunities might have been missed.
- It is challenging and could be risky to approach new donors if trying to "sell" them the Congress alone. They might lose interest in collaborating with IUCN if they don't clearly see potential for also contributing to the achievement of tangible results on the ground.

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- The host country managed most of the budget lines attractive to sponsors and was also fundraising to cover its own costs, preventing IUCN from targeting Korean companies. In fact, the MOU with the host country did not include a clear upfront agreement regarding access to local private sector for fundraising purpose.

The total financial expenditure covered by IUCN for the 2012 Congress was 4.9 Million CHF. The Secretariat was able to realize a positive accounting balance because some income projections (revenues from registration and exhibition) were very conservative in order to minimize the risks to the organization and expenditures were cut and lowered as much as possible. However, it should be noted that in addition to the direct financial Congress costs, IUCN also invested a significant level of resources in-kind, in particular in terms of staff time of non-Congress Unit staff that are covered by IUCN core funds.

Overall, despite important savings and careful financial management, scarce and decreasing IUCN financial and human resources have to be allocated to the preparation and management of the Congress. Discussions on how to further reduce the Congress financial and opportunity cost took place at the Secretariat after the Congress. Several of the ideas put forward have been documented by the IUCN Congress Unit and by IUCN senior management.

Managing the environmental impacts of the Congress

Another important objective of the Congress was to minimize and compensate for the direct and indirect environmental impacts and to minimize each participant's carbon footprint.

A majority of the respondents to the *2012 Congress Participants' Survey* felt that all efforts had been made to deliver a green Congress (see figure 14 below).

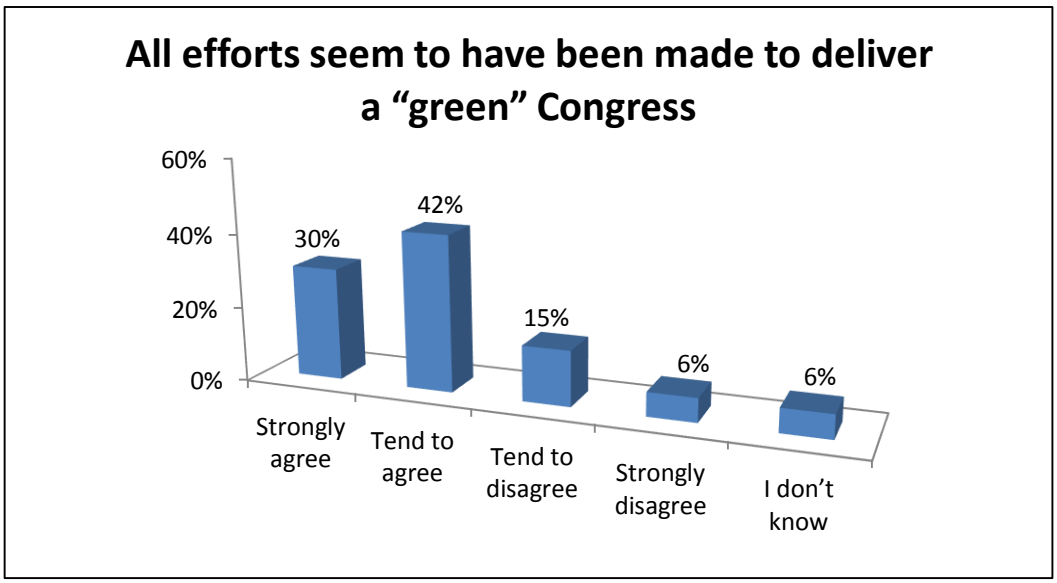


Figure 15. 2012 Congress Participants' Survey: Green Congress
Number of respondents: 595

However, more than 20% of respondents and a number of stakeholders interviewed who were closely involved with Congress management felt that this was not quite the case. Some of the main issues highlighted concerned the disturbing amount of plastic bottles used and discarded during the Congress, the remote location of the venue which meant that an extra connecting flight had to be taken by most participants and finally the relatively long commute to and from the venue in older, fuel inefficient buses or taxis, and the shipping of large quantities of products between the Korean mainland and Jeju.

On a more positive note, it has been possible to minimize paper consumption before, during and after the Congress by providing the majority of the Congress related information electronically. No printed copies of any official documents were sent or distributed to Members before the Congress. A feed was developed to allow the Motions and documentations team to instantaneously publish revised or final motions as well as latest versions of proposals for statutory reforms and other documents on the Congress website for download by Members. This created some e-traffic problems when a very high volume of participants tried to access certain documents at the very same time during the Members' Assembly. However the approach was overall well received and deemed successful by the majority of participants. Shipment of material from IUCN Headquarter to the Congress venue was also significantly reduced from and estimated 2393 kilogrammes in 2008 to 754 kilogrammes in 2012 due to an important reduction in the shipping of written documentation and communication material.

Moreover, the GHG assessment estimated that the Congress created 6,847 tons of CO2 eq. which have been fully offset as planned[44]. About 80% of the emissions were caused by participant and organizer travel.

Concerns raised at the 2008 Congress regarding the volume of paper wasted seem to have been addressed but those related to the use of plastic water bottles and the number of people flying (irrespective of whether or not travel related emissions are being offset) have not.

[44] See the Congress GHG Emission Assessment Report available at :
https://cmsdata.iucn.org/downloads/keiti_ghg_assessment_report_iucn_congress_final.pdf

Reaching new partners and constituents

The 2008 Congress evaluation recommended that IUCN should broaden its constituencies. IUCN identified various ways to address this issue which is in fact going beyond the management and organization of the Congress strictly speaking. In 2012, there was a resolution passed to include Indigenous Peoples' Organization as a membership category (Res 007) and another one about increasing youth engagement and intergenerational partnership (Res 008), and also a resolution to increase cooperation with faith-based organizations (Res 009). At some other levels, this has been a more challenging task. In particular, a proposal to include Local authorities as new Membership category got rejected by the 2012 Congress. Council also had taken a decision to amend Regulations to take out the non-for profit criteria (for NGO, INGO and Affiliates) but after heavy reactions by Membership, this decision was reversed. Moreover, Members approved a decision that Council can no longer change criteria for Membership.

For the Congress itself, the IUCN Congress Unit aimed at increasing the share of participants in some specific target groups including youth (registration fees were reduced) and women (a strategy for mainstreaming gender at the 2012 IUCN Congress was developed). Apart from the targets that the Secretariat had a direct influence over (staffing, training sessions) the targets of the strategy on female representation in different aspects of the Congress were not met.In the end, there was a small decrease in the overall participation of women in 2012 compared to 2008 while there was a small increase in the participation of youth (see figures 16 and 17 below).

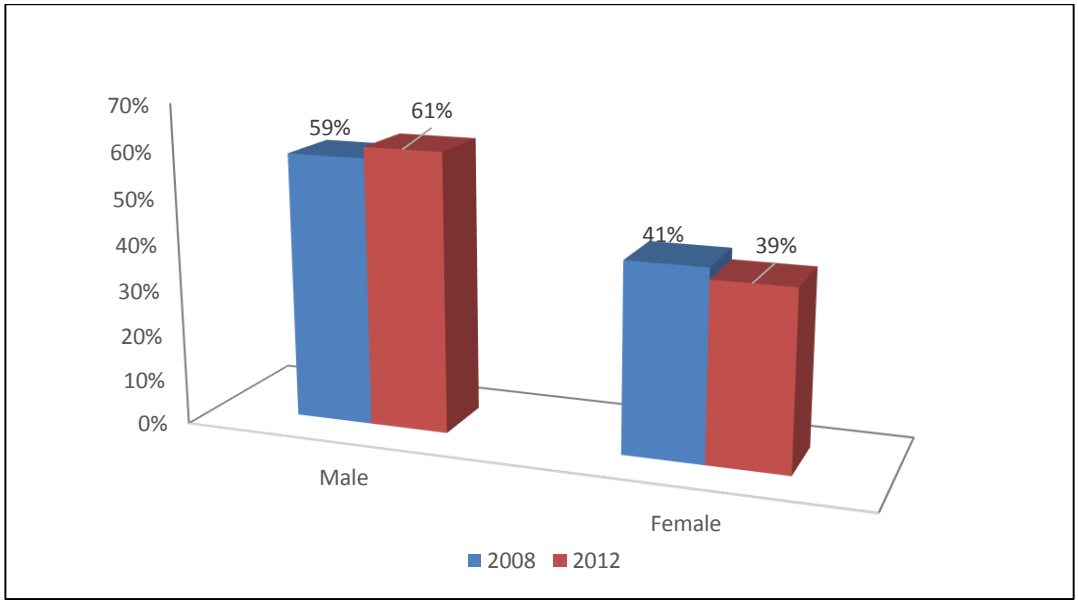


Figure 16. Congress attendance by gender in 2008 and 2012

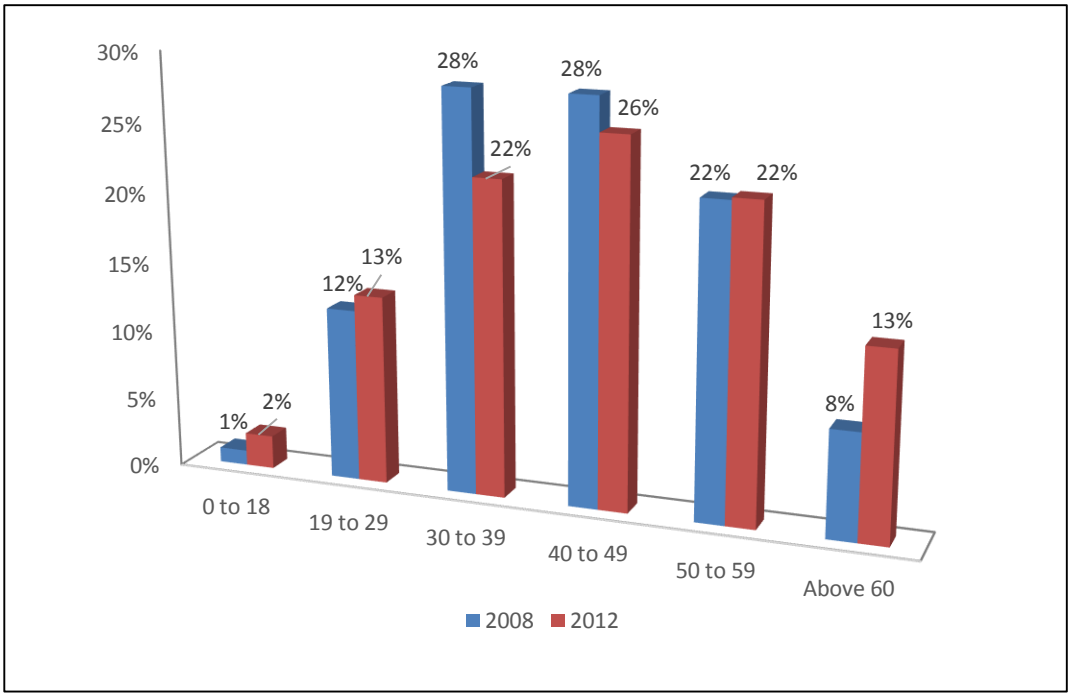


Figure 17. Congress attendance by age in 2008 and 2012

Main Recommendation

MR8. Ensure that for future Congresses, a more explicit MOU with the host country is signed and in particular includes the host country proposal and specifies that the Professional Congress Organizer (PCO) is recruited by and acting directly under the authority of the IUCN Congress team.

10. Conclusion and Recommendations

Overall it can be concluded that the 2012 Congress was a successful event from the criteria applied in this evaluation, and that participants felt that it was a worthwhile investment of time and money.

Results

Respondents to the 2012 Congress participant survey indicated that they felt that a lot was achieved during the Congress (see table 8 below). They have highlighted the achievement of personal and organizational objectives mainly in terms of networking, creation of partnerships, learning and sharing of knowledge through the Congress Forum but also the achievement of the statutory requirements through the Members' Assembly.

However concerns have been expressed regarding the extent to which the Congress is addressing pressing biodiversity issues of global importance, given the wide range of topics discussed in a short space of time both during the Forum and during the Members' Assembly. Defining and delivering tangible measurable results to be achieved at the collective level has proven to be a challenging tasks.

Please indicate the extent to which you agree with the following statements. The IUCN 2012 Congress:	Strongly agree	Tend to agree	Tend to disagree	Strongly disagree	I don't know
helped to define the global conservation agenda	33%	52%	7%	2%	6%
set IUCN's global policy and intersessional work programme	43%	44%	4%	1%	8%
provided opportunities to build consensus on conservation issues	32%	52%	9%	2%	5%
allowed you to gain knowledge relevant to your work	58%	36%	4%	1%	1%
provided opportunities to develop or strengthen programme initiatives that involve different parts of IUCN (e.g: Members, Commissions, Secretariat)	37%	45%	7%	1%	9%
allowed you to establish new partnerships or to strengthen existing partnerships	52%	40%	6%	1%	1%
allowed you to reach other personal/organizational objectives	45%	44%	8%	1%	2%

Table 8. 2012 Congress Participants' Survey: Congress outcomes
Number of respondents: 627

Progress made since the 2008 evaluation

Several sections of this report look at issues that were highlighted in the 2008 World Conservation Congress evaluation report to assess whether these were adequately addressed in 2012. Table 9 below summarizes the extent to which progress has been made towards the implementation of the recommendations included in the 2008 World Conservation Congress evaluation.

Although results presented in Table 9 below might look somewhat disheartening, it should be noted here that overall the 2008 congress evaluation provide a positive assessment of the Congress and its management. Moreover, at least some progress was achieved regarding the majority of the issues highlighted.

Main recommendations made in 2008	Progress made in 2012
1) Council should reaffirm the role of Congress in the global conservation arena, and set a rationale that extends beyond requirements of the statutes.	**No clear progress** See section 5 above.
2) Council should set strategic objectives for the World Conservation Congress. Objectives should cut across the Forum and Assembly and provide an overarching framework that supports the role of Congress within a rapidly evolving global environmental governance arena.	**No clear progress** See section 5 above.
3) IUCN Congress management should develop a performance management framework to guide the design and evaluation of Congress. The WCC should be integrated as a key element of the Union's planning cycle and results framework and WCC objectives translated into measurable results at the output and outcome levels.	**Some progress** A performance management framework was developed and operational objectives were identified (see section 9 above) but in the absence of strategic objectives this recommendation could not be fully addressed.
4) IUCN Congress management should align the design of the WCC to planned objectives.	**Some progress** Same as for recommendation 3.
5) Council should reaffirm linkages between the Forum and the Assembly or consider the separation of the two.	**Important progress was achieved** More could be done but important progress was made (see section 8 above).
6) IUCN should try to broaden its constituencies to strengthen the importance of the WCC relative to the work of others in the environmental movement, civil society, business and industry leaders, and policy makers at the local, national, and regional levels.	**Some progress** See section 9 above.
7) IUCN needs to review its management model to alleviate the demands placed on the Secretariat and improve the processes supporting the delivery of future Congresses.	**Some progress** The experience gained in 2008 and recorded in the Congress manual was used for the management of the 2012 Congress to a great extent but demands on the Secretariat remain very important.
8) Council should refine the motions process to reduce the number, improve the relevance, and broaden the accountability requirements of the motions presented before the Assembly.	**No clear progress** Although work was done at this level, issues identified in 2008 remain in 2012 (See section 7 above).
Other recommendations made in 2008	**Progress made in 2012**
1) Support the need for debate in the Forum	**Some progress** Support was provided but levels of interaction and debate across Forum events remain uneven.
2) Strengthen the need to deliver a green Congress	**Some progress** See section 9 above.
3) Strengthen the use of Pavilions	**Some progress** See section 6 above.
4) Maintain and strengthen the Secretariat Capacity to host organize and deliver Learning opportunities	N/A This is not something that was looked at in details in the 2012 evaluation.
5) Strengthen Member participation in the Assembly	**Important progress was achieved** See section 7 above.

Table 9. Progress made in addressing recommendations from 2008 Congress evaluation

Findings on future Congress design and Congress length

Regarding the format of the next Congress, *2012 Congress Participants' Survey* results show that respondents would prefer to participate in a Congress that includes as a minimum a 3-5 day Forum (see figure 8 below). Respondents had an almost equal preference for a Congress design with a Forum integrated with sessions of the Members' Assembly or for a Forum followed by a Members' Assembly. Interviews and responses to open-ended questions of the *Participants' Survey* also show that a slightly shorter Congress with fewer overlapping events during the Forum would be preferred.

A Congress lasting about seven or eight days would be appreciated by participants while providing enough time to host a satisfactory Forum and meeting statutory requirements. The excursion day offered in the middle of the Congress could potentially be skipped given the relatively low participation rate[45] and the fact that this day is no longer needed to count votes due to the use of an electronic voting system, provided that the number of motions is significantly reduced and that contact groups are spread over the whole length of the Congress. If more than 130 motions are presented and debated during the 3 or 4 days of Assembly only, the excursion day would be needed by the IUCN Documentation Center for document translation and editing. However this remains something to be discussed with the host country. An alternative would be to offer the excursion at the beginning or at the end of the Congress.

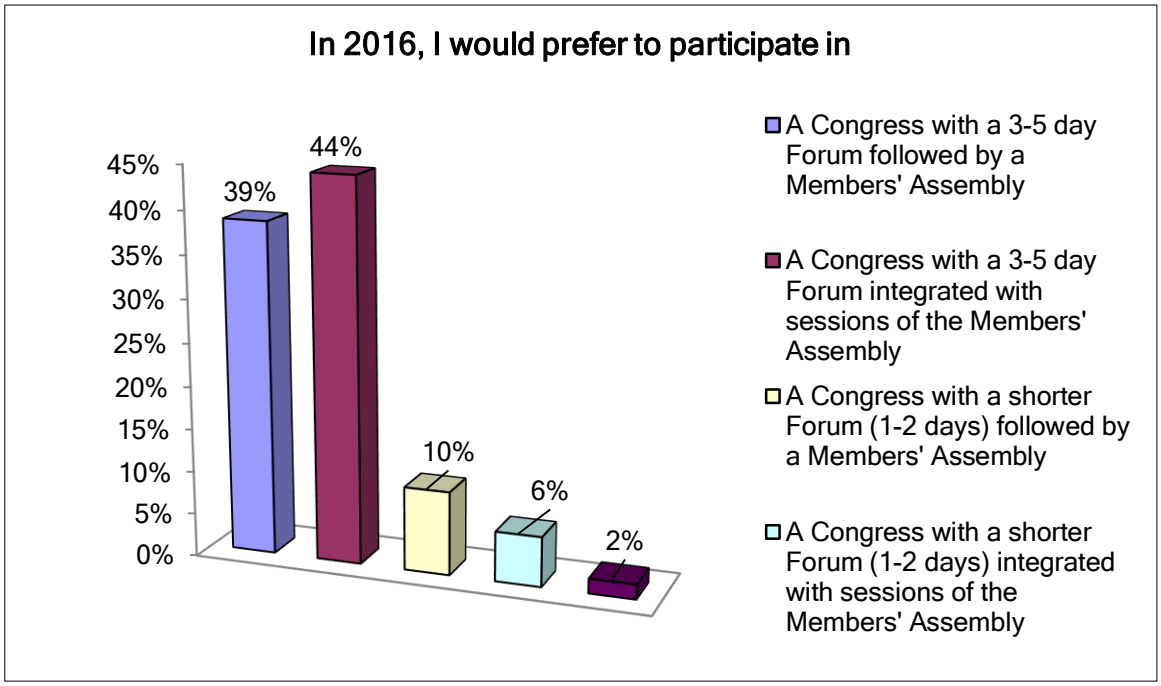


Figure 18. 2012 Congress Participants' Survey: The 2016 Congress
Number of respondents: 586

Key evaluation findings and recommendations

1. Participant satisfaction: The 2012 Congress was perceived as a worthwhile investment of time and resources for the participants personally and for their organization

Assessment of participant satisfaction is primarily based on results from the *2012 Congress Participants' Survey*. The majority of participants were satisfied with most aspects of the Congress. The *Participants' Survey* results also show that the Forum, the Members' Assembly and the overall organization of the Congress met the expectations of an overwhelming majority of the Congress

[45] 617 Congress participants participated in the mid-Congress excursions offered in 2012.

participants. Overall, the *Participants' Survey* showed that the Congress was perceived (by more than 90%) as a worthwhile investment of time and resources for the participants personally and for their organization.

2. **Congress objectives: At the collective (IUCN Union) level, the purpose of the Congress appears to be limited to the fulfillment of its statutory requirements and opportunities to drive more progress on major biodiversity and sustainability issues might be missed**

A key finding of the 2008 Congress evaluation was that the stated objectives of the Congress were not clearly defined nor broadly disseminated. Despite attempts to identify and communicate Congress objectives, there were no strong improvements in 2012. The reality is that each participant goes to the Congress with a unique set of personal and organizational objectives. At the collective level, the perceived purpose of the Congress appears to be limited to the fulfillment of the statutory requirements of IUCN Congresses.

IUCN senior Secretariat staff believe that Congress, in its current format, may not bring about a sufficient level of tangible progress on significant and/or controversial biodiversity and sustainability issues of global importance. They feel that Congress does have the potential to achieve this as these issues need to be tackled by multi-stakeholder dialogues such as those brokered by IUCN and involving States, government agencies, scientists and civil society.

3. **The Congress Forum: The Forum represents a unique opportunity for networking with peers and exchanging knowledge on various biodiversity related issues**

According to the 2012 Congress Participants' Survey, 90% of participants felt that overall the Forum met their expectations. The Forum was seen as conducive to networking and knowledge exchange. The number and the diversity of topics discussed were appreciated by participants. However, the high number of events happening simultaneously combined with the thematic day structure made it difficult for participants to attend all the events they wished to attend, and so to optimize the use of their time at Congress. A format including thematic journeys rather than a daily theme, and with less events was proposed by several stakeholders.

Several reported that the Forum represents a unique opportunity for debates on a wide range of biodiversity related issues allowing for creativity away from overly focused events or highly politicized decision making bodies. In fact some stakeholders emphasized that this is exactly the right niche for the IUCN Congress Forum noting that there is no other event like the Forum in the world. However, most stakeholders interviewed agreed that greater focus on a small number of important issues could potentially result in more tangible results for the Union as a whole, while emphasizing that such an approach should not significantly alter the Forum's current nature.

4. **The Members' Assembly: Statutory requirements were met but the Members' Assembly processes need reform if they are to efficiently deliver real change**

The majority of respondents to the 2012 *Congress Participants' Survey* (81%) felt that the Members' Assembly met their expectations. It is also clear that statutory requirements were met as the Assembly went through all its planned business by the end of the Congress. Nevertheless several concerns were raised regarding the decision-making processes and the delivery of real changes in terms of biodiversity and sustainability governance and practice:

The motion process. The evaluation revealed that the main weaknesses of the process were the same as those highlighted four years ago, namely:

- the complexity of the process managed by a small team;

- the high number of motions that needs to be reviewed and discussed prior to and during the Members' Assembly (in 2012 there was a 33% increase in the number of motions to be voted on compared to 2008); and,
- the uncertain progress made regarding the implementation and impact of resolutions and recommendations adopted at previous Congresses.

The 2012 evaluation suggests that motions debated during the Members' Assembly need to be significantly reduced if any meaningful discussions are to occur. Motions tabled also need to be more global in scope and local, national and regional issues should be discussed elsewhere. IUCN is seen to miss the opportunity to join up its constituents to have in-depth discussion and make decisions on key global biodiversity and sustainability issues. Members clearly demonstrated their appetite for reforming the motions process by giving a mandate to an Advisory Group on the Motions Process and Resolutions Implementation to develop recommendations for a reform of the process (WCC-2012 Res. 001.)

Participation in the Members' Assembly. While a comparable number of Members were accredited to vote in 2008 (67% of the membership) and 2012 (62% of the membership), significantly more Members actually voted in 2012. On average 65% of accredited Members voted on each decision in 2012 while only 40 % of the accredited membership did so in 2008. Despite this significant improvement in the participation rate in the voting process during the Members' Assembly in 2012 compared to 2008, decisions taken in 2012 were still based on average on only 41% of the total IUCN membership potential votes (compared to 28% in 2008). The quorum requirement that was proposed by the Council (and rejected by the Members) would have been met for 100% of the motions passed in Jeju. Most stakeholders interviewed appreciated that there was an improvement in terms of participation rate in 2012 but felt that there is still scope for better engagement from the membership. How this could translate into practice needs clarification and to take into account the following:

- Would a higher level of participation actually give more legitimacy to the decisions taken?
- How can participation be increased in practice?
- Would higher level of participation increase the implementation rate for Resolutions?

The election process. The majority of respondents to the 2012 *Congress Participants' Survey* felt that the election process was transparent. The new electronic voting system was welcomed and deemed a very positive change. The main issue raised by respondents was that election results were not communicated immediately after the votes, but in some cases up to days later. However it was explained by the election officer during the Congress that it was standard electoral practice that no vote should take place in the knowledge of the outcome of a previous vote and that partial reporting of the election results could have the potential of affecting the remaining elections. Also, a number of survey respondents and stakeholders interviewed felt uneasy about candidates getting elected by a very small margin. Last but not least, a few respondents to the *2012 Congress Participants' Survey* and some stakeholders interviewed stressed that IUCN Members and Council should pay more attention to the skills, knowledge and experience a candidate needs to successfully understand and lead IUCN, noting that a fair number of candidates had little experience in the governance of large international environmental organizations.

The adoption of the IUCN programme and of the Commission mandates for the next four years. There was very little discussion of IUCN's 2013-16 Programme during the Members' Assembly, despite efforts to integrate it into the agenda. Although it was highlighted that the programme was also discussed prior to the Congress during a formal consultation phase, there is a need to clarify to what extent the IUCN Programme should actually be discussed during the Assembly, what specific aspect of it, and in what format. On the adoption of Commission mandates for the next four years, a process is missing in or before Congress to determine what Commissions are needed to implement the proposed Programme and what their respective mandates should be.

5. **Linkages between the Forum and the Members' Assembly: The majority of the participants feel there are clear and strong linkages between the Forum and the Members' Assembly**

Overall, survey results show that nearly three-quarters (73%) of the respondents felt that there were clear and strong linkages between the Forum and the Members' Assembly. Although there was an imperfect match between several Forum events and Programme thematic areas and a relatively low percentage of Forum events explicitly linked to the content of the motions discussed during the Members' Assembly, the great majority of respondents to the *2012 Congress Participants' Survey* felt that the discussions that took place during the Forum events were on the whole relevant to the 2013-2016 programme and to the motions discussed during the Members' Assembly.

For the first time, sittings of the Members' Assembly were held on each day of the Congress starting from the second day of the Forum. Sessions of the Members' Assembly did not overlap with the Forum events (with the exception of Conservation Campus events) but were rather held in the morning before the Forum sessions started. The intention was to help better connect the Congress themes and main messages of the Forum to the proposed IUCN Programme for 2013-2016 and to the motions proposed by Members. Members reported some advantages and some disadvantages related to this approach. It is difficult to judge whether the advantages of this agenda integration outweighed the disadvantages. However if the Members' Assembly was streamlined as suggested in this report in particular leading to a smaller number of Motions, some of the perceived disadvantages related to Forum and Member's Assembly agenda integration could decrease in importance.

6. **Congress Management: Congress 2012 was well managed by a dedicated team but an inexplicit MOU with the host country created challenges for the Congress Management Team that had little control over a number of key aspects of the Congress.**

For the Secretariat Congress Management Team, one of the most important lessons learned in 2012 concerned the negotiation of and the level of detail to be included in the Memorandum of Understanding with the Host County. The deep involvement of the Korean Organizing Committee in Congress preparation and management meant that it invested significant time and resources in the Congress. In particular, it made available a significant number of volunteers, ensured support across a variety of institutions and helped to give the event a true Korean flavor. However, it also meant that the Congress Management Team, largely due to the structure of the MOU, had significantly less control over various important aspects of the Congress with important implications for access to the local market for fundraising purposes, logistics and the Congress communication strategy.

Recommendations

Main recommendations

MR1. Put in place a process to better define and communicate the purpose and objectives of the Congress to get a clearer sense of what is to be achieved collectively as a Union beyond the achievement of individual Member objectives and the statutory requirements.

MR2. Identify what tangible progress on controversial biodiversity issues of global importance could/should be expected from the Congress. These should primarily be issues that need to be tackled jointly by States, scientists and NGOs together.

MR3. Propose a Forum programme with thematic journeys as opposed to daily themes.

MR4. Ensure that a number of Forum events are dedicated to in depth solution oriented discussions on critical issues relevant to the Union as a whole and closely linked to the implementation the IUCN Programme while still enabling participants to engage in events on a much wider range of topics.

MR5. Clarify what should be the specific functions of the Members' Assembly and reform related processes accordingly (starting with its policy making function and the related motions process).

MR6. Consider that changes made to the motions and Resolutions processes before the next Congress could include:
- The strengthening of the motion's preparation phase
- The identification of acceptable mechanisms to deal with uncontroversial motions in order for them not to consume significant amounts of time during the Members Assembly
- The identification of more stringent eligibility criteria for motions (in particular for motions submitted during the Congress)
- The strengthening the monitoring of the implementation and impacts of the Resolutions

MR7. Clarify what would be the desired level of Members' participation in the decisions taken during the Members' Assembly and means to ensure it.

MR8. Ensure that for future Congresses, a more explicit MOU with the host country is signed and in particular that it includes the host country proposal and specifies that the Professional Congress Organizer (PCO) is recruited by and acting directly under the authority of the IUCN Congress team.

Other recommendations

OR1. Identify more formally how to use the Congress to better support the implementation of the IUCN global thematic and regional programmes priorities.

OR2. Reduce the number of events offered during the Forum while ensuring that a wide diversity of topics is covered and that each event is not overcrowded.

OR3. Revisit the approach to Forum Posters to make them more interesting and worth the effort

OR4. Define a more transparent process to identify which Commissions would be needed to implement the proposed Programme and what their respective mandates should be and either agree on those prior to Congress in order to allow elections of respective Chairs at Congress or postpone election of Chairs until after Congress.

OR5. Clarify expectations regarding the desired level of debate on the Programme during the Members' Assembly and the format it should take.

OR6. Ensure that adequate support is provided to the plenary Chair both at the technical and political level.

OR7. Continue efforts to improve the linkages in terms of content between the Congress Forum and the Members' Assembly through a better integration of the preparation process and timelines for both parts of the Congress.

OR8. Reevaluate the possibility of continuing with the integration of Forum and the Members' Assembly agenda based on the progress made regarding the streamlining of the business of the Members' Assembly.

Annex 1. Evaluation Terms of Reference

Background

Evaluations of the World Conservation Congress have been standard practice in IUCN since the Amman Congress of 2000. The general intent of each evaluation has been to ensure that successive Congresses learn from the experience and continue to deliver against the requirements in the IUCN Statutes and the expectations of Members and participants.

IUCN commissioned evaluations of the Amman, Bangkok and Barcelona Congresses and the Durban World Parks Congress which followed a similar format of assessing the relevance and effectiveness of the event mainly from the perspective of Members, participants and donors. Typical methods included document review, surveys and interviews. The evaluation of the Barcelona Congress extended the methodology by including a series of focus groups on key questions related to the organization and management of the Congress itself and a lighter review of the effectiveness of the Forum in aiding global thematic programmes of the Secretariat advance their individual agendas.

The use of the Barcelona Congress evaluation led to the development of the Congress Manual and a significant redesign of the Congress (particularly how the Forum and Members' Assembly inform one another on issues to be voted on during the Motions process) and updating of several rules related to the voting process designed to increase participation by Members.

Purpose and objectives of the Evaluation

The main purpose of the evaluation is to assess the extent to which the World Conservation Congress as it is currently conceived is an effective vehicle for driving change in the conservation agenda and whether the event itself has been optimized in terms of relevance, effectiveness and efficiency.

To that end, the specific objectives of the evaluation are:

1. To measure the **satisfaction** of participants with the Congress;
2. To assess the **effectiveness** of the organization and management of the Congress
3. To explore possibilities for **improving the motions and resolutions process**, including streamlining, improving the level of participation in the voting process and the contribution of the Forum to discussions and decisions made during the Members' Assembly;
4. To track the **relevance and effect of resolutions** over the next 2-3 years.

Main questions of the evaluation

The main questions of the evaluation are:

1. Relevance and effectiveness of the Congress

    - **Did the Congress meet the expectations of participants?** Are there other expectations of participants that were unmet?

    - **Did the participants see value in the Congress?** To what extent did they value the technical knowledge gained from the Congress?

2. Organization and Management of the Congress

    - What did **IUCN learn about the organization and management of the Congress** after applying the Congress manual?

    - What **changes should IUCN make to the organization and management of the Congress**, documented in the Congress Manual in preparation for the next World Conservation Congress?

3. Motions and resolutions process:

    - **Did changes made to the Jeju Congress design and the motions, voting and credentials processes lead to improved participation and perceived relevance of the process?** To

answer this question, we would collect data from the Congress Unit, Global Policy Unit and participants, while reviewing the voting statistics.

- **Using the 2008 Congress as a baseline, was there any change in the nature, quality and number of motions submitted by Members and Council?** An analysis of the content of motions undertaken with the Resolutions Working Group would provide data on this question.
- **What motivated Members and Council to submit motions?** Interviews with Councillors and Members who sponsored motions would reveal their expectations in the effects that Resolutions were intended to create.

4. Results and impacts of Resolutions:

- **Are the recommendations approved at the Jeju Congress implementable?** An analysis of motions, congruence with the proposed IUCN Programme, capacities and resources available would provide a rough picture of the potential success in specific Resolutions in creating change.
- **What were the early efforts to implement the Resolutions?** Taking a representative (likely random or purposeful based on criteria to be developed), data would be collected from the Union components (Members, Secretariat, Commissions) tasked with implementing the Resolutions in the first year after the Congress.
- **What were the medium term results and impacts of implementing the Resolutions?** Taking the same sample, data would be collected from the Union components tasked with implementing the Resolutions up to three years after the Congress.

Approach and Methods

The evaluation of the Congress will be an internal exercise, guided by IUCN's Planning, Monitoring and Evaluation Unit. The questions posed under objectives 1-3 are best answered by internal team which is highly motivated to collect and consider data in order to propose changes to the Congress and its organization. Data collection for objective 4 will span three years, making this a challenge for an external team, yet easily delivered by an internal team.

Each objective will have its own set of methods:

- **Objective 1** will be achieved through a survey of participants administered by the PM&E Unit, and will contain additional questions for Members;
- **Objective 2** will be achieved through a series of focus groups, whose membership will be drawn from the senior members of Congress organizing team, supported by data collected on site and via interviews and surveys of participants and Congress staff by the PM&E Team;
- **Objective 3** will also be achieved via a series of focus groups, supported by data collected by the PM&E unit on site and via surveys of participants and interviews with Councillors and Members who sponsored motions.
- **Objective 4** will be achieved through data collection via the Resolutions Monitoring System, which is administered by the Global Policy Unit, survey of relevant Members and stakeholders and supporting analysis conducted by the PM&E unit.

Deliverables

1. Report on participant satisfaction
2. Report on effectiveness of organization and management of the Congress and recommendations for the future (format to be determined but potential amendment to the Congress Manual)
3. Report on the motions process and recommendations for the future
4. Report on the early efforts to implement the Resolutions adopted at Jeju
5. Report on the medium term results and impacts of implementing the resolutions adopted at Jeju

Workplan

Timing	Activities
July 2012	Agreement of Terms of Reference
July 2012	Preparation of participants, Members and staff surveys
July 2012	Design of monitoring and data collection for Resolutions evaluation (objective 4)
September 2012	On-site data collection
September 2012	Administration of participants, Members and staff surveys
October-December 2012	Start of focus groups (covering objectives 2 and 3)
December 2012	Report on participants satisfaction available (objective 1)
January 2013	Report on findings from focus groups series available (objective 2 and 3)
September-December 2013	First tracking of Resolutions & reporting (objective 4)
September-December 2015	Second tracking of Resolutions & reporting (objective 4)

Specific topics to be covered by focus group meetings

Objective 2

- Congress Business Model (input for discussion: Accounting balance)
- Assessment of participants expectation and overall satisfaction (input for discussion: survey results)
- Extent to which the Congress was perceived as a good investment of time and resources by secretariat. (Input for discussion : survey and interview results, data on opportunity cost for the Secretariat)
- Effect of the integrated design of Forum and Members Assembly (input for discussion: survey results)
- Selecting and managing MOU with host country
- Changes needed to the Congress Manual

Objective 3

- Effect of the changes made to the Congress design and the motions, voting and credentials processes on participation and the perceived relevance of the process (input for discussion: survey results and voting statistics)
- Outstanding issues concerning the motions process
- Improving effectiveness and efficiency of the motions and resolutions process

Annex 2. Congress Executive Committee Membership and Terms of Reference

Membership

The Congress Executive Committee shall consist of:

- The Director General (Chair)
- The Deputy Director General
- The Congress Manager (Vice-chair)
- The Functional Leaders for the Congress areas as follows
    - Forum
    - Members' Assembly
    - Communications and Marketing
    - Human Resources
    - Logistics
    - Onsite Services
- Regional Director of the region where the Congress is held or his/her delegate

Secretarial Support

- Congress Officer
- Congress Assistant

Observers:

- Deputy Functional Leaders
- Motion Manager
- Membership Communications Officer
- Congress Fundraiser

Other staff members (e.g. Fundraising, Finance) will be invited on a case by case basis in an advisory capacity.

Terms of Reference

The Congress Executive Committee is responsible for coordinating and overseeing the Secretariat's preparation and organization of the Congress in accordance with the guidance provided by the Congress Preparatory Committee which includes the following:

- Ensure that adequate Secretariat support is provided for statutory committees and working groups in the lead-up to and during the Congress;
- Oversee Secretariat preparations for the Congress, including the Forum Programme and Members' Assembly;
- Establish the institutional policies required to facilitate and guide development of the Forum programme;
- Oversee the preparation of agenda and requisite documents for the Members' Assembly;
- Advise the Congress Unit with regards to negotiations with the Host Country
- Ensure that draft motions for resolutions and recommendations are reviewed and the Resolutions Working Group of Council is adequately supported;
- Ensure collaboration and communication between all Functional Areas
- Approve and implement the fundraising strategy to finance Secretariat preparations and contributions and selected members' travel; and,
- Approve and monitor the Congress communications plan.

The Committee is to meet bi-monthly up to 18 months prior to Congress, monthly up to 6 months prior to Congress, bi-weekly up to two months prior to the Congress and weekly thereafter. At Congress, the Executive Committee meets every morning before the Congress Steering Committee meets.

Annex 3. Online survey questionnaire for Congress Participants

International Union for Conservation of Nature

This survey should only take about 10 minutes of your time. Your answers will be completely anonymous.

If you have any questions, please contact us at evaluation@iucn.org

Overall results of the Congress

1. Please indicate the extent to which you agree with the following statements.

The IUCN 2012 Congress:

	Strongly agree	Tend to agree	Tend to disagree	Strongly disagree	I don't know
helped to define the global conservation agenda					
set IUCN's global policy and intersessional work programme					
provided opportunities to build consensus on conservation issues					
allowed you to gain knowledge relevant to your work					
provided opportunities to develop or strengthen programme initiatives that involve different parts of IUCN (e.g: Members, Commissions, Secretariat)					
allowed you to establish new partnerships or to strengthen existing partnerships					
allowed you to reach other personal/organizational objectives					

Please specify:

2. Did you attend any sessions of the Congress Forum (Workshops, Knowledge Cafes, Conservation Campus or Pavilion events)?

☐ Yes

☐ No (I do not wish to answer questions related to the Forum)

The Forum

3. Please rank the various Forum events in order of what was most valuable to you (1 being the most valuable).

1 Knowledge Cafes

2 Workshops

3 Pavilions events

4 Training at the Conservation Campus

5 World Leader Dialogues

6 Posters

4. Please indicate your opinion regarding the length of the Forum

	Too short	Right length	Too long
The duration of the overall Forum was			
The duration of the different events was			

5. Please indicate your opinion regarding the amount of events that was offered

- ☐ Too Many
- ☐ Right amount
- ☐ Too Few

6. Please indicate the extent to which you agree with the following statements

	Strongly agree	Tend to agree	Tend to disagree	Strongly disagree	I don't know
The online Programme (available via the Congress website) provided me with the information I needed to identify the events that were of interest to me					
The objectives of the various events were clear					
The events were interactive and participative					
I learned new things relevant to the implementation of the 2013-2016 IUCN Programme					
The Pavilions offered an effective setting to convene participants around shared interests					

Other comments or recommendations for future Forums:

7. Did you attend any of the sessions of the Congress Members' Assembly

- Yes
- No (I do not wish to answer questions related to the Members' Assembly)

The Members' Assembly

8. Please indicate the extent to which you agree with the following statements

	Strongly agree	Tend to agree	Tend to disagree	Strongly disagree	I don't know
Adequate information on motions was made available before the Congress					
Adequate information on motions was made available during the Members' Assembly					
Contact groups were helpful in efficiently resolving controversial issues					
The majority of the motions submitted were relevant to the Union					
The majority of the resolutions and recommendations adopted are implementable					
The 2013-2016 Programme was adequately debated					
The elections process was transparent					
The Members' Assembly contributed in an effective way to the democratic health of the Union					
The Members' Assembly met my expectations					

Other comments or recommendations for future Members' Assemblies:

The integration of the Forum and the Members' Assembly

For 2012, the IUCN World Conservation Congress has adopted a new format integrating Members Assembly sessions during the Forum, aiming for greater coherence and cross-fertilization between the two parts. We would like to know you opinion about this new format.

9. Please indicate the extent to which you agree with the following statements

	Strongly agree	Tend to agree	Tend to disagree	Strongly disagree	I don't know
The objectives and content of the Forum events were relevant to the approved 2013-2016 IUCN Programme					
The content of the Forum events were relevant to the motions debated during the Members' Assembly					
There were clear and strong linkages between the Forum and the Members' Assembly					

10. What were the main advantages of the integration of the Forum and the Members' Assembly?

11. What were the main disadvantages of the integration of the Forum and the Members' Assembly?

Organization and Logistics of the Congress

12. Please indicate the extent to which you agree with the following statements

	Strongly agree	Tend to agree	Tend to disagree	Strongly disagree	I don't know
The Congress website was easy to navigate					
On-line Congress registration was easy					
The online accreditation system was easy to use					
Accommodation was adequate					
Commuting to the venue from the hotel was easy					
Navigating the venue was easy					
On-site personnel were helpful (registration, accreditation, various help desks, etc.)					
All efforts seem to have been made to deliver a "green" Congress					
The Members Lounge was a useful space for networking and informal discussion					
Congress facilities were adequate					
Overall, the Congress was well organised					

Comments:

Value for money

13. Please indicate the extent to which you agree with the following statements

	Strongly agree	Tend to agree	Tend to disagree	Strongly disagree	I don't know
The Congress was a worthwhile investment of my personal time					
The Congress was a worthwhile investment of time and resources for my organization					

Comments:

14. In 2016, I would prefer to participate in

- A Congress with a 3-5 day Forum followed by a Members' Assembly
- A Congress with a 3-5 day Forum integrated with sessions of the Members' Assembly
- A Congress with a shorter Forum (1-2 days) followed by a Members' Assembly
- A Congress with a shorter Forum (1-2 days) integrated with sessions of the Members' Assembly
- A Members' Assembly only

Identification

15. What is your gender?

- Male
- Female

16. What is your age?

- 18-29 years old
- 30-49 years old
- 50-64 years old years
- 65 and over

17. Identify the Region in which you principally work

- Africa
- Meso and South America
- North America and the Caribbean
- South and East Asia
- West Asia
- Oceania
- East Europe
- North and Central Asia
- West Europe

18. What is your professional affiliation?

- State
- Government agency
- National/Local NGO
- International NGO
- Private sector
- Academia
- Media
- Other

19. Are you (you can select more than one answer)

- Representative or Staff of an IUCN Member (Organisation or Institution)
- Member of the Commission on Education and Communication (CEC)
- Member of the Commission on Environmental, Economic and Social Policy (CEESP)
- Member of the Commission on Environmental Law (CEL)
- Member of the Commission on Ecosystem Management (CEM)
- Member of the Species Survival Commission (SSC)
- Member of the World Commission on Protected Areas (WCPA)
- Representative of an IUCN National or Regional Committee of IUCN Members
- None of the above

Annex 4. Survey questionnaire for Members not attending the Congress

Survey of Members not attending Congress

This survey should only take about 2 minutes of your time. Your answers will be completely confidential. If you have any questions concerning this survey, please contact us at evaluation@iucn.org

1. Why your organization did not attend the IUCN World Conservation Congress that took place in Jeju in September 2012? (You can select more than one answers)

1. We had other priorities at the time
2. The programme was not relevant to our work
3. We were not aware that this event was taking place
4. Lack of resources (time and money
5. The Congress venue was too far away
6. Your information is wrong, we did attend Congress
7. There were other reasons for us not attending the Congress

Please specify or provide comments:

2. To what extent do/will the Resolutions and Recommendations adopted at the 2012 Congress influence your organization's work?

1. Not at all
2. A little
3. A moderate amount
4. A lot
5. A great deal
6. I don't know

3. To what extent did the opportunity to participate in IUCN World Conservation Congresses influence your decision to become an IUCN member?

1. Not at all
2. A little
3. A moderate amount
4. A lot
5. A great deal
6. I don't know

4. What could make it worthwhile for your organization to attend the 2016 Congress?

Annex 5. List of Motion Sponsors interviewed

Name of Sponsor	Name of the interviewee(s)	Statutory region	Category of Members	YES Member (joined IUCN after the Barcelona Congress)
US National Park Service	Stephen Morris & Jon Jarvis	North America & Caribbean	Government Agency	NO
Department of Water and Environmental Affairs, South Africa	Fundisile Mketeni	Africa	STATE	NO
Institute of Environmental Science Leiden	Hans De Iongh	Europe	NGO	NO
Center for Environmental Legal Studies, Pace University School of Law	Lin Harmon	North America & Caribbean	NGO	NO
Sustainable Development Policy Institute (SDPI), Pakistan	Mahmood Ahmad KHWAJA	Asia	NGO	NO
Indigenous Peoples of Africa Coordinating Committee (IPACC)	Nigel Crawhall	Africa	INGO	YES
Stiftelsen Nordens Ark	Lena Maria Lindén	Europe	NGO	YES
International Council for Game and Wildlife Conservation	Tamas Marghescu	Europe	INGO	NO
Environment Africa, Zimbabwe	Charlene Hewat	Africa	NGO	NO
Association Marocaine pour l`Ecotourisme et la Protection de la Nature	Brahim ABOUELABBES	Africa	NGO	YES
Ecole pour la formation de spécialiste de la faune de Garoua (Cameroon)	Francis Tarla	Africa	NGO	YES
Korea Forest Service	Young Hee LEE	Asia	Government Agency	YES
Te Ipukarea Society	Anna Tiraa	Oceania	NGO	YES
Korean Society of Environment and Ecology	Suk-Hwan Hong	Asia	NGO	YES
Solar Household Energy, USA	Dorothy Calhoun ZBICZ	North America & Caribbean	NGO	YES
Comité Nacional Pro Defensa de la Fauna y Flora (CODEFF)	Rudolf Thomann	Meso & South America	NGO	NO

Name of Sponsor	Name of the interviewee(s)	Statutory region	Category of Members	YES Member (joined IUCN after the Barcelona Congress)
Departament de Medi Ambient i Habitatge, Generalitat de Catalunya	Salvador Grau & Marta Subira	Europe	Government Agency	NO
Fundación Naturaleza y Hombre	Carlos Sánchez Martínez	Europe	NGO	NO
Agencia para el Desarrollo de La Mosquitia - MOPAWI	Osvaldo Munguía	Meso & South America	NGO	NO
Fundación MarViva	Zuleika Pinzón	Meso & South America	NGO	NO
Asociacion Mesoamericana para la Biologia y la Conservacion	Olivier Chassot	Meso & South America	INGO	YES
Sierra Club (USA)	Doris Cellarius	North America & Caribbean	INGO	NO
World Resources Institute	Lars Laestadius	North America & Caribbean	NGO	NO
Fur Institute of Canada	Rob Cahill	North America & Caribbean	NGO	NO
Society for the Protection of Nature in Lebanon	DALIA ELJAWHARY	Asia	NGO	NO
ENDA Tiers Monde	Aby DRAME	Africa	INGO	NO
The Pew Charitable Trusts	Susan Lieberman	North America & Caribbean	NGO	NO
The Nature Conservancy	Andrew Deutz & Aparna Sridhar	North America & Caribbean	NGO	NO
Birdlife International, United Kingdom	Leon BENNUN (Birdlife) &Nicola CROWFORD (RSPB)	Europe	INGO	NO
The International Council of Environmental Law (CEL), Germany	Wolfgang E. Burhenne & Aaron LAUR	Europe	INGO	NO
New Zealand Conservation Authority	Jo BREESE	Oceania	Government Agency	NO
Nature Society, Singapore	Vinayagan Dharmarajah	Asia	NGO	NO
Game Rangers Association of Africa	Tim Snow	Africa	NGO	NO
Centre de Suivi Ecologique de Dakar (CSE)	Taibou BA & Marième DIALLO	Africa	NGO	NO
Agence des aires marines protégées	Christophe LEFEBVRE	Europe	Government Agency	YES
WWF France	Jean-Stéphane Devisse	Europe	NGO	NO

Annex 6. List of IUCN Secretariat Interviewed and Taking part in the Focus group discussion

Schedule of Focus Group discussion that took place at IUCN Headquarters

Nov. 7 2012 (10:00-12:00) – **Congress Human Resources**

Nov. 15 2012 (10:00- 12:00) – **Congress Communications**

Nov. 22 2012 (10:00-12:00) **– Congress Logistics**

Nov. 27 2012 (9:00- 13:00) **– Congress Forum**

Nov. 29 2012 (9:00- 13:00) **– Congress Members' Assembly**

Dec. 6 2012 (9:00- 13:00) **– Motion Process**

Dec. 12 2012 (9:00 – 12:00) **– Congress IT**

List of Secretariat Staff interviewed and participating in focus group discussions

Name	Position
SEMENE GUITART Sebastià	Forum Manager
DE WEVER Luc	Members' Assembly Manager
HUBERMAN David	Deputy Members' Assembly Manager
ALI Sajid	Congress Human Resources Manager
GRASEMANN Pamela	Congress Officer
BIERI Fleurange	Deputy Congress Officer Deputy Congress Logistics Manager
LAHMANN Enrique	Congress Director
KIDD John	Congress Communications and Marketing Manager
CUILLEROT Gaëlle	Congress Web and Social Media Manager
ZWAHLEN Célia	Congress Venue Communication Manager
PERVAN Borjana	Deputy Congress Media and Content Manager
GOODERSON Nicole	Congress Membership and Hub Manager
PETERSEN Alexandra	Congress Logistics Manager
LAMINE Elodie	Congress Layout and Equipment Officer
MANDIL Fayruz	Congress
CARTIN Michelle	Deputy Forum Manager
PIROT Jean-Yves	Congress Pavilions Coordinators
ABSON Rodney	Congress Conservation Campus Coordinator
DAVILA Gabriel	Congress Applications Coordinator
BACHELARD Nicole	Congress Membership Support Team
MARTINEZ Constanza	Congress Resolutions Committee Support
PENA MORENO Sonia	Deputy Congress Resolutions Committee Support

Name	Position
MUELLER Maximilian	Congress Motion Tracker
CARDELLINI Igor	Congress Motion Manager
ENGBERG-PEDERSEN Poul	IUCN Deputy Director General Motions and Programme Manager
MARTON-LEFEVRE Julia	IUCN Director General
LAUFENBERG Christian	Congress Plenary Screen Manager Congress Office Supplies and Freight
CHERNY-SCANLON Xenya	Members' Assembly Annotated Agenda
COMMENVILLE Pierre	Congress Motion Manager
MURITH Deborah	Members' Assembly Documentation Head
OVIEDO Gonzalo	IUCN Senior Advisor, Social Policy
GARCIA Gonzalo	Congress Application Help Desk
BADMAN Tim	IUCN Director - World Heritage Programme
SENDASHONGA Cyriaque,	Deputy Motions and Programme Manager
BOTH Sue	Assistant to the Members' Assembly Manager

Annex 7. Information on Resolutions and Recommendations adopted at the 2012 IUCN World Conservation Congress

This note is a first in a series of analyses the Secretariat is undertaking of the Resolutions and Recommendations with the view to facilitate implementation and establish a monitoring system to assess their impact. The note includes statistics and analysis by geographical scope, by thematic distribution and by the actors/IUCN constituency expected to implement the activities contained in them.

1. **Statistics on Motions/Resolutions and Recommendations submitted/adopted at the 2012 IUCN World Conservation Congress:**

209 motions were submitted by Members by 9 May 2012 (statutory deadline). **183 Resolutions and Recommendations** were finally adopted by the 2012 IUCN World Conservation Congress in Jeju. This represents a 34% increase over the 136 Resolutions and Recommendations adopted by the 2008 World Conservation Congress in Barcelona. From 2008 to 2012 there was an 11.5% increase in IUCN Membership. Over the last four Congresses there has been a continuous increase in the number of submitted motions, which is becoming a serious challenge for the handling of the process, for the appropriate discussion of the subjects covered by the motions, for the establishment of a coherent set of policies and programme of action, and for IUCN's ability to find the resources for their implementation.
The breakdown of the total number of motions/Resolutions and Recommendations submitted and adapted and how they were processed is summarised in the following table:

Before the Congress	**Total motions received by the statutory deadline**	**209**
	Motions not accepted due to lack of sufficient sponsorship or other statutory requirements	**-13**
	Motions contributing to consolidated/merged motions	**-32**
	Total motions resulting from consolidating/ merging	**12**
	Total motions at the start of Congress	**176**
During the Congress	Motions reinstated as a result of an appeal	1
	Motions resulting from separating motions that had been merged, in contact groups	3
	New motions	5
	Motions merged into another motion by the Assembly	-1
	Motions rejected by the Assembly	-1
	Total number of motions adopted at Congress	**183**

2. Statistics on geographical distribution of Resolutions and Recommendations:

In terms of the geographical scope of the actions required by the Resolutions and Recommendations, they were grouped in three main categories: National/local; Regional; and Global.

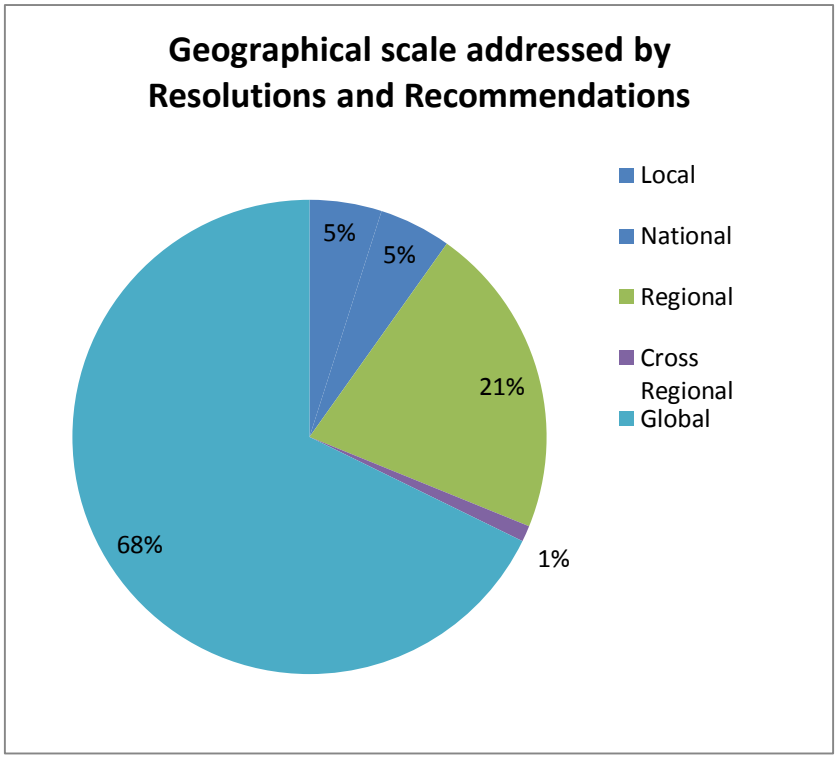
68% of Resolutions and Recommendations are of a Global scope

21% of Resolutions and Recommendations are of a Regional scope

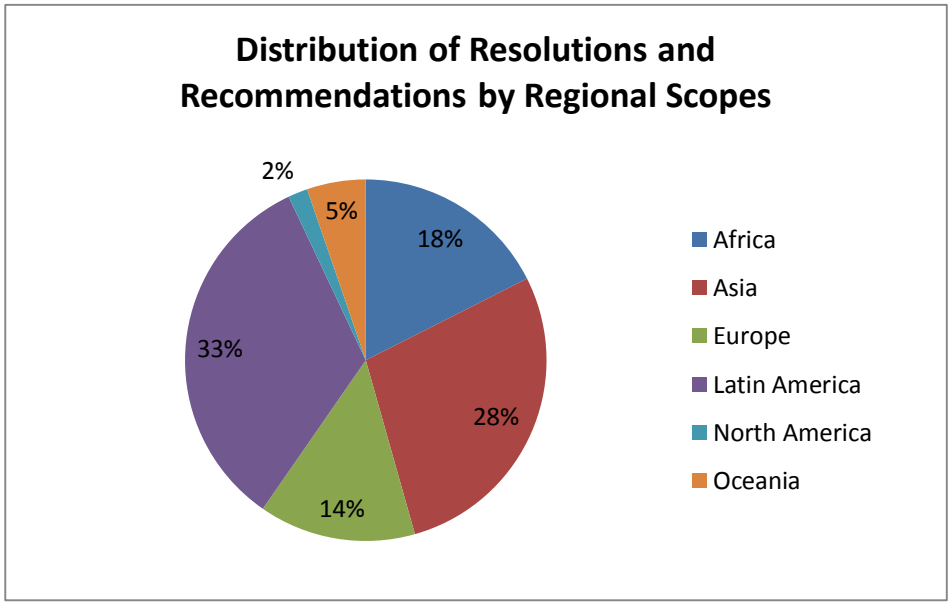
10% of Resolutions and Recommendations are of a National/local scope

1% of Resolutions and Recommendations is of a Cross Regional scope

These results indicate that Members, in general, use the motions process to address global issues. Hence, there may be room for establishing regional mechanisms for adoption of motions that are of regional, national and local scope. These mechanisms would allow for a significant reduction of the number of motions submitted to the Congress. It would leave more room for discussions on global issues and allow for a more efficient running of the Members' Assembly.



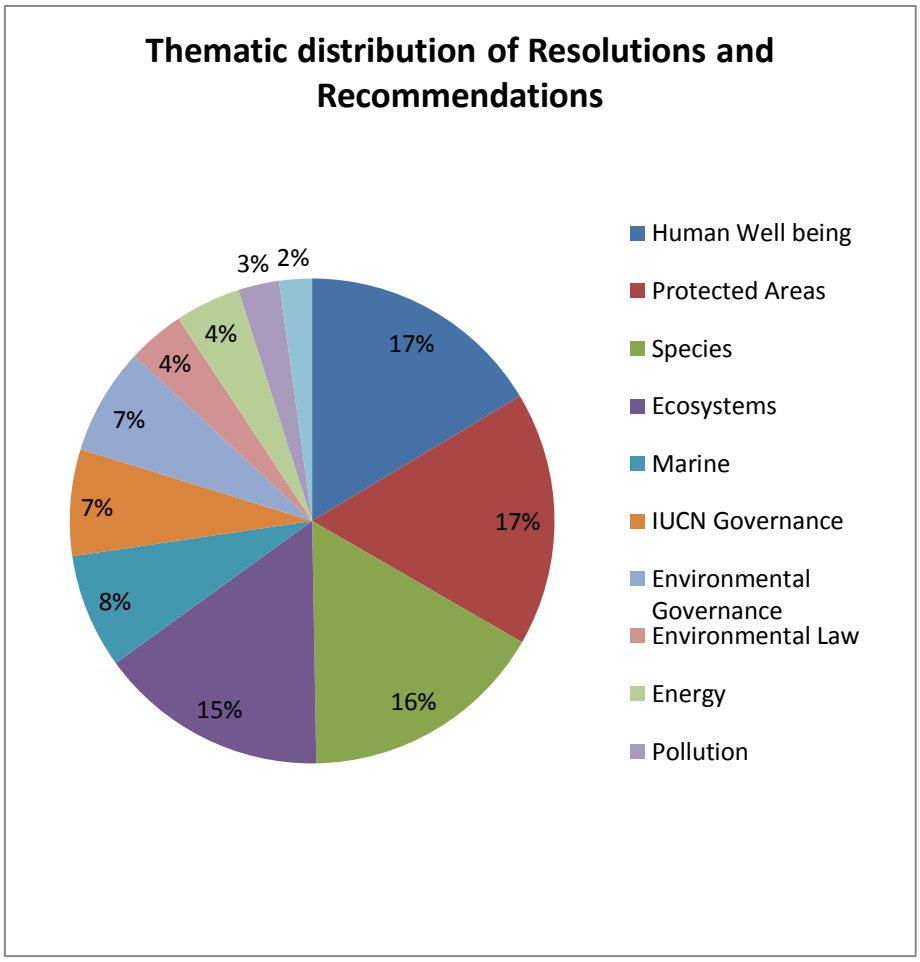
When grouping together Regional with National and local Resolutions and Recommendations and identifying the regions addressed, results show that Latin America (33%), Asia (28%) and Africa (18%) are the most targeted regions. Even though the Congress was held in Asia, there were more motions emanating from the Latin American region which may lead to conclude that there is not necessarily a direct link between the venue of the Congress and the number of motions submitted by Members from the region where the Congress is held.



3. Statistics on thematic distribution of Resolutions and Recommendations:

Resolutions and Recommendations are clustered by themes (IUCN governance, species, protected areas, human well-being, ecosystems, marine, environmental law, energy, pollution and climate change).

The following graph reflects the percentages of Resolutions and Recommendations covering a specific theme. It should be noted that the category Human Wellbeing covers a wider range of issues than other categories, as it includes Resolutions and Recommendations related to disaster risk reduction, food security, green economy, human rights, among other. Aside from Human Wellbeing, Protected Areas, Species and Ecosystem remain the central themes addressed through motions, as in previous Congresses.

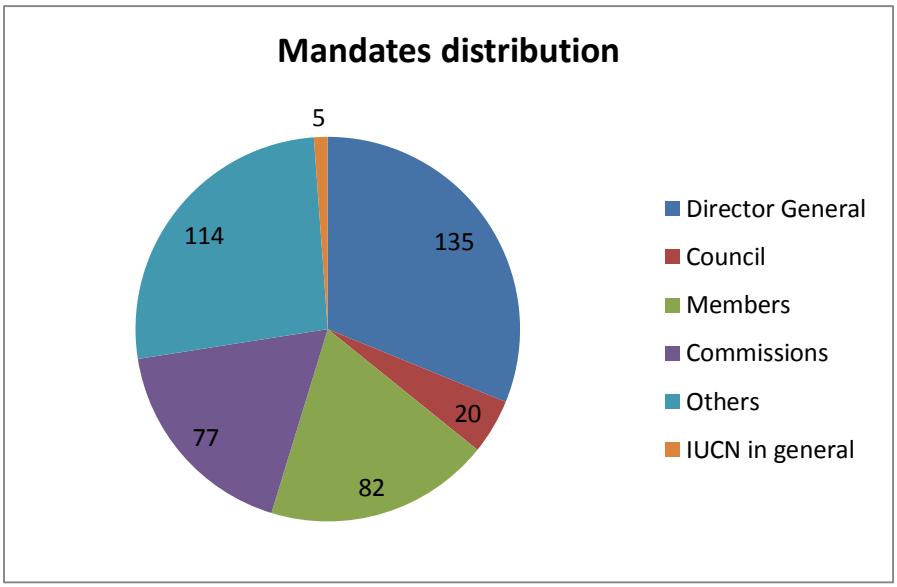


4. Mandates contained in Resolutions and Recommendations:

Resolutions and Recommendations have been analyzed according to **which actor/IUCN constituency** they target or mandate to undertake activities or take a specific action. A single Resolution or Recommendation can give mandates to more than one actor, therefore, the results are not expressed in percentages but by the number or times the "actor" is requested to do something. The categories of "actors" are: IUCN in general, Members, Commissions, Council, Secretariat and others.

"Others" include, in general, specific governments, for example "REQUESTS the Mexican government to...", or governments in general; or NGOs, or Parties to a Convention. Hence, those included in the categories "Others" are in its majority, Recommendations.

These results reflect that an important portion of the mandates contained in the motions are directed to the Secretariat and that the motions process is a significant source of programmatic work assigned to it. The challenge remains at the implementation level. There is little previous analysis of the feasibility of these mandates and the resources available to implement them. Consequently, the adoption of motions containing a mandate that require significant work by the Secretariat creates expectations that cannot be fulfilled in their entirety.



5. Tracking and monitoring Resolutions implementation

In order to improve the motions process and to analyze the challenges of Resolutions implementation, the Secretariat is in the process of designing a tracking and monitoring system that will allow the Secretariat, not only to report on implementation, but also on the **impact** of Resolutions adopted in Jeju in 2012. It is expected that the results of this tracking and monitoring will shed light on the analysis undertaken by the Advisory Group on the Motions Process and Resolutions Implementation established by the Assembly through Resolution WCC-2012-001. The Secretariat will regularly report to Council and the Advisory Group (as long as it exists) on the progress made in the design, implementation and results emanating from this process.