Evaluation of the 2012 IUCN World Conservation Congress

Final Report

IUCN Planning, Monitoring and Evaluation Unit

May 2013

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

Acknowledgements

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The evaluator would like to express her gratitude and appreciation to all of the stakeholders who participated in interviews and surveys. Their involvement was most appreciated, and the facts and opinions they shared played a critical part in conducting this evaluation.

The evaluator would also like to extend special thanks to the IUCN Secretariat Congress Unit for supplying key data and for their overall interest and openness during the entire process.

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 IUCNôs Secretariat Planning, Monitoring and Evaluation (PM&E) Unit between September 2012 and March 2013.

While the 2012 Congress ParticipantsôSurvey showed that the Congress was highly appreciated by the participants, a number of suggestions for improvements were made

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 Forumôs current nature.

4. 7 K H 0 H P E H U V ¶ $ V V H P E O \ **Statutory requirements were met but the 0 H P E H U V ¶ $ V V H P E O \ processes need reform if they are to efficiently deliver real change**

The majority of respondents to the 2012 & R Q J U H V V 3 D U W L F L S D Q W V ¶ 6 X U Y H \ (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 MembersôAssembly (in 2012 there w b ĩ ¶

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 MembersôAssembly 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 motionsô 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

OR7. Continue efforts to improve the linkages in terms of content between the Congress Forum and the MembersôAssembly 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 Membersô Assembly agenda based on the progress made regarding the streamlining of the business of the MembersôAssembly.

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

3. Methodology

The evaluation of the Congress was carried out by IUCNôs 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

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 Membersô Assembly minutes, Forum event reports, contact groups reports and the Membersô Assembly statistics on voting patterns, etc.

Limitation s

The response rate to the Congress participantsôsurvey 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 & R Q J U H V V 3 D U W L F L S D Q W V V X U Y H \ 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 organisationsôprimary 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.

Figure 2. & R Q J U H V V 3 D U W L F L S D Q W V ¶ 6 X U Y H \ & R Q J U H V V U H W X U Q
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

being used to guide discussions, which need to become sharper and more focused on soliciting deeper levels of inqui U \ D Q G G H E D W H R Q N H \ H Q Similarly, IQ 2012 Survey, 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 & R Q J U H V V 3 D U W L F Survey respondents and

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 3 D U W L F L S D Q W V 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)

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

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.

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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

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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

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	

	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)** x 145 States + GA x 619 NGOs + INGOs	**744 (67 % of the membership)** x145 States + GA x599 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. 0 H P E H U V ¶mlSV Voting statistics
Source: Braehler 2012 and 2008 Congress Voting

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 organizationsô 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 ñany decision of the World Congress taken in circumstances ZKHUH«IHZHU WKDQ KDOI RI WKH WRWDO YRWHV LQ HLWKHU &DW WKH :RUOG &RQJUHVV« 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 sha O O E H V X V 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	

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 Membersô 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 ï 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

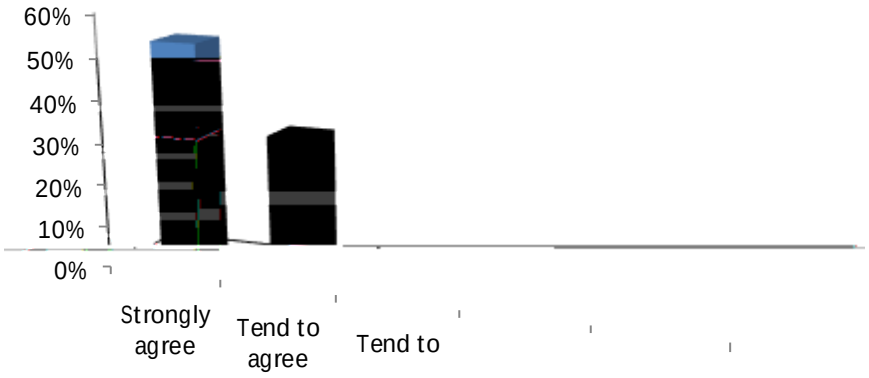

Figure 9. & R Q J U H V V 3 D U W L F L S D Q W V ¶ V X U Y H \ S H U F H S W L R Q V R I ¶

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 MembersôAssembly, the majority of respondents to the 2012 &RQJUHVV 3DUWLFLSDQWV 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 OLQNDJHV EHWZHHQ WKH)RUXP DQG WKH 0HPEHUV¶ $VVHPEO**

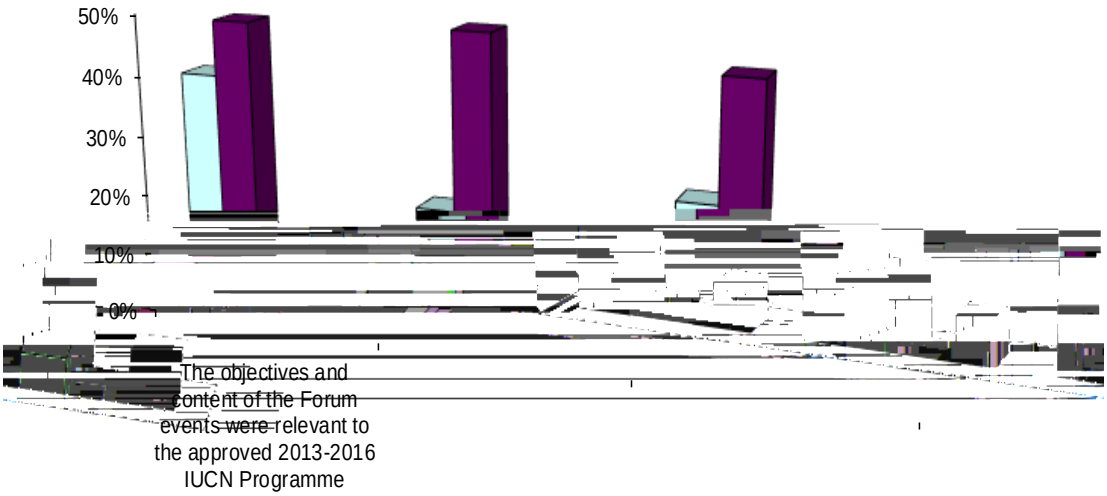

Figure 11. &RQJUHVV 3DUWLFLSDQWV¶ 6XUYH\ /LQNDJHV EHWZHHQ W
Assembly
Number of respondents: 418

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

Respondents to the 2012 &RQJUHVV 3DUWLFLSDQWV¶ 6XUYH\ noted that the integrated agenda fostered interaction between different categories of participants, improved participation in both parts of the Congress (Forum and MembersôAssembly) provided improved opportunities for exchange and debate and strengthened the decision making process

Box. 2 Congress Operational Objectives

1. Fulfil the statutory requirements for the Congress as a whole and the MembersôAssembly in particular and increase Membersôparticipation in the statutory processes

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.

A majority of the respondents to the 2012 &RQJUHVV 3DUWLFLSDQWV felt that adequate efforts have been made to deliver a green Congress (see figure 14 below).

Figure 15. &RQJUHVV 3DUWLFLSDQWV¶ 6XUYH\ *UHHQ &RQJUHVV
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.

Figure 17

Please indicate the extent to which you agree with the following statements. The IUCN 2012 Congress:	Strongly agree	Tend to agree	

Finding s on future Congress design and Congress length

Regarding the format of the next Congress, 2012 & R Q J U H V V 3 D U W L F L S D Q W V Results show that 6 X U Y H\ 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 MembersôAssembly or for a Forum followed by a MembersôAssembly. Interviews and responses to open-ended questions of the 3 D U W L F L S D Q W V V X U Y H\ also show 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

- the high number of motions that needs to be reviewed and discussed prior to and during the MembersôAssembly (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 Membersô Assembly need to be significantly reduced if any meaningful discussions are to occur. Motions tabled also need to be more global in scope and

MR5. Clarify what should be the specific functions of the MembersôAssembly 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 motionsô 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 Membersôparticipation in the decisions taken during the MembersôAssembly 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 und

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 Forum

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

14. In 2016, I would prefer to participate in

A Congress with a 3-5 day Foruma944 7S(ss)22( )-4(w)5(i)5(t)-4(o 537.81 113.55 re43vCID 1>BDC q34.3

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)

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 R U J D Q L] D W L R Q ¶ V 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

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				

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) ï **Congress Human Resources**

Nov. 15 2012 (10:00- 12:00) ï **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) ± & R Q J U H V V 0 H P E H U V ¶ $ V V H P E O \

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

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

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	MembersôAssembly Annotated Agenda
COMMENVILLE Pierre	Congress Motion Manager
MURITH Deborah	MembersôAssembly 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 MembersôAssembly 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 IUCNôs 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:

Total motions received by the statutory deadline

Before the Congress

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