External Review of IUCN 2007

Volume 2

Report on IUCN Membership

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March 2008

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Summary of Volume 2: Report on IUCN Membership

Introduction

This report is part of the External Review of IUCN 2007 and provides an account of the review findings in relation to Objective 1: To assess IUCN's added value to its Members.

Interviews were conducted with 85 representatives of 76 members in different categories of membership and across IUCN regions and with 84 people including Council members, staff and partner organizations. In total, 169 people were consulted for this component of the review. Extensive reference was also made to the Member Survey 2007 and to relevant documents.

Member expansion

Membership in IUCN has been expanded in the last 20 years, particularly since 1995 in accordance with the *Strategy for IUCN* (1994). Since 1989 overall membership has grown from 638 to 1074 (almost 63% increase). In the same period State membership has grown from 58-83 members (43% increase) and national NGO members have increased from 289-765 (165% increase).

Not only have the numbers of members increased, but the balance between State members and national NGOs has shifted significantly as proportionally many more NGOs joined the Union. Also in accordance with the Strategy for IUCN (1994), more members today are based in low and middle-income countries than in OECD and other high-income countries. Members based in the South have increased from 40% to 55% in 1994-2007. The increasing diversity among members – in their priorities, needs and capacities - is a major challenge for the Union.

Membership Recruitment and Retention Guidelines (2005) were put in place to respond to questions raised in the IUCN External review 2003 and are intended to set out targets and growth scenarios for expanding the membership by 2008. Just over 78% of the total increase in members (265 members) between December 1994 and June 2007 occurred in the NGO category (207 members) many of which are levied membership dues at the lower levels (Figure 1). This expansion appears to have taken place without much discussion on *why* IUCN should expand at

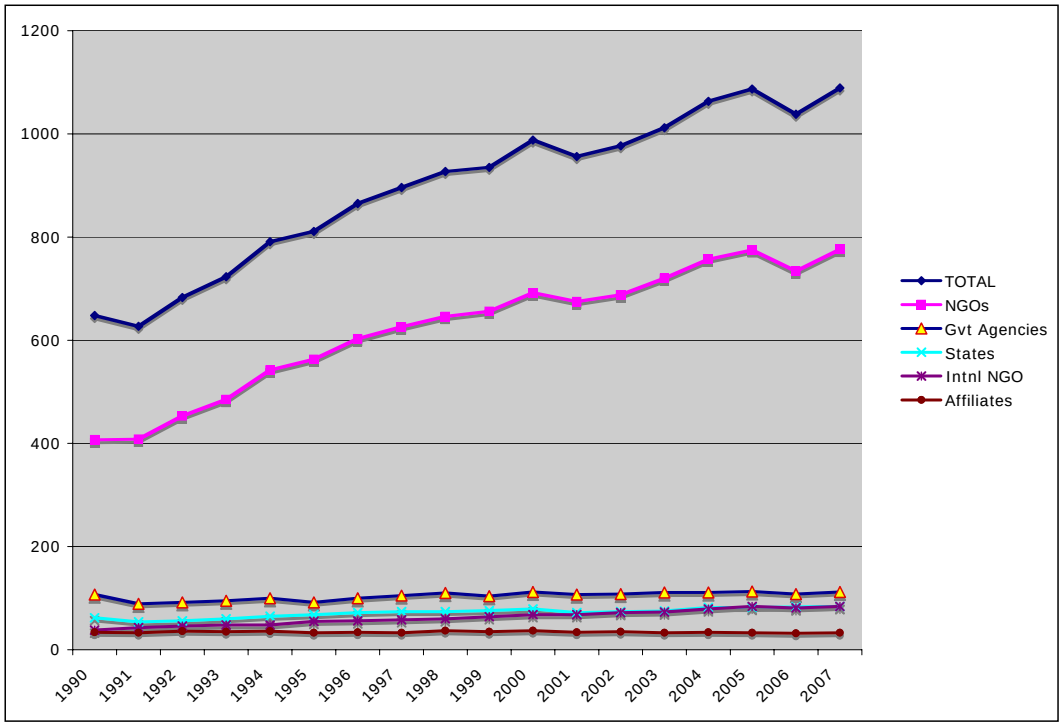
such a fast rate, or whether expansion should be based on areas of high biodiversity or where there are major threats to biodiversity.

There are some more fundamental concerns about the membership targets and with the expansion strategy itself. Despite significant efforts on the part of the secretariat staff responsible for member relations, recruitment of state and government agency members is falling short of the targets. As the IUCN Programme evolves towards more focus on economic and social issues faster than does the membership profile, it is likely that the engagement of members will be even more challenging to achieve.

Financial model

Membership dues provide about CHF10-11 million per year. This represents 66% of the unrestricted income available to IUCN and is equivalent to about half of the Framework Donor funds. Despite representing only 10% of the total budget, most of which is restricted to specific projects, members' dues are critical to the operation of IUCN because they are a large part of the unrestricted income.

Figure 1 Numbers of IUCN Members by category 1990-2007



However, the distribution of the sources of income from member dues poses several challenges. About 70% of the membership income in 2005 came from only 4% of the members (31 members) who pay dues >CHF100,000. At the other end of the scale, 90% of the members pay <CHF10,000 of which 64% are paying <CHF1,000. This means that 64% of the membership is paying fees that may not even cover the "per member" costs to IUCN[1]. The proportion of the membership in this lowest category is increasing compared to other members.

Thus the financial model of IUCN *as a member organization* relying on dues for much of its core income is looking increasingly shaky in a world where member expectations for services have escalated along with the costs to IUCN of providing those services; and each additional new member based on recent experience is more likely to add to the debit rather than the credit side of the financial ledger because they are in the lowest categories of the dues schedule. Managing membership expectations in the light of the financial model is an imperative for IUCN now more than ever.

Membership turnover

At the same time, many members are finding it difficult to pay the annual dues and any proposal to increase the minimum level of the IUCN Dues Scale is likely to cause hardship and increased rates of rescission particularly among those very members - States and members in the South - which IUCN has been seeking to attract since its Strategy for IUCN was adopted in 1994. With rapid expansion has come an increase in member withdrawals and rescissions due to budgetary difficulties and other reasons. Despite heroic administrative efforts on the part of the Secretariat to collect fees, the percentage of dues received within the invoiced year has declined from almost 100% in 1990 to about 80% in 2003.

Regionalization and Decentralization

Regionalization of the Secretariat and the Commissions was a key plank in the *Strategy for IUCN (1994)*. Its main purpose was to build closer linkages with members and partners who were already spread throughout the regions. Regionalization of IUCN was largely implemented through decentralizing the Secretariat. With it has come an enormous growth in staff and increased organizational complexity. Staff at headquarters has grown from 48 in 1985 to 130 in 2007 (an increase of 170%) and in the regions from 44 in 1985 to 1010 in 2007 – a large increase of >2000%. Today regional staff is based in 62 locations.

[1] IUCN has not done a recent analysis of costs on a "per member" basis but it is reasonably estimated to be >CHF1000 in 2005.

The regionalization strategy was intended to strengthen the Union. However the rapid growth in the Secretariat staff especially in the regions (driven in part to manage and implement development projects funded largely by ODA) was not accompanied by organizational systems and infrastructure to support communications and collaboration across the enlarging component parts of IUCN.

Commissions

Except for the two largest Commissions, SSC and WCPA, most members are not actively involved in the work of the Commissions. It doesn't seem to matter whether a member is a State member, government agency, national NGO or INGO, or works mainly in English, French or Spanish – the probability that they will engage with the six Commissions is the same.

According to the IUCN Member Survey 2007, the Commissions that engage with the largest numbers of members are WCPA (73% of members involved) and SSC (68% of members involved). For the other four Commissions, the percentages are reversed with the majority of members reporting that they have **no** involvement with them (60% reporting no involvement with CEM and CEC and 70% having no involvement with CEESP and CEL).

However, the *level* (or intensity) of engagement between members and the Commissions is low. Only 10% of members responding to the IUCN Member Survey say that they are *very involved* with CEC, CEESP or CEL; 20% are *very involved* in CEM; 25% in SSC and 30% in WCPA. This leaves a lot of members who are little engaged.

Our interviews with members, which were confirmed in the Member Survey, showed that the engagement between members and Commissions was usually the involvement of people in the member organization *acting in their individual capacities, rather than representing the interests of the member institution*. While this may seem self-evident, since Commissions are networks of individual experts and IUCN members are organizations, it is a challenge to ensure strong links between the different parts of the Union. Commissions are generally not strengthening member organizations as much as they might because they are not always embedded institutionally in member organizations. For the most part, information from the Commissions flows to just those individuals within member organizations who are Commission members. Where the member organization organizes itself to effectively share that information across its own structures, it has a strong advantage. There is also likely to be less rescission (loss) of members leaving the Union.

If the Commissions are unable to systematically link directly with IUCN members, neither is the secretariat able to play the role of effective broker between Commissions and members. Thus the potential value-added to members of having Commissions in the same Union is not as well

supported as it could be by the present organizational structures and communication systems of IUCN.

Secretariat

IUCN is extremely fortunate to have a highly professional, hard-working and dedicated staff in its secretariat that struggles to achieve miracles within severe constraints of staff time and money. Regional Offices are the frontline in terms of member relations and they also do what they can with the tools and resources available. But for a long time IUCN has under-invested in those components of the secretariat that are most critical to engage members strategically and to serve them through the provision of the services that they want. These components include dedicated staff time; communication and knowledge management tools; and organizational structures and processes.

IUCN promotes its 1000-plus members as a key plank in its value-proposition to members and to its donors. In all its strategy and programme documents, it says that *it works for, with and through its members*. This has created a gap between what the members expect and what the secretariat can deliver.

The change management process being led by the Director General is a very important initiative. If successful, it should not only provide some of the key tools needed such as clearer guidelines and performance standards, together with performance-based rewards and sanctions. It will also reward those members of the Secretariat who perform well in collaborating with members, some of whom feel their efforts have so far gone largely unrecognized. The change management process is not just about new rules and organizational charts. To be successful, it must reinforce better communication and collaboration within the secretariat and eventually, to the way in which the secretariat engages with members and Commissions and manages its networks and external partnerships. At a deeper level, what is needed is a transformation in organizational culture to one in which the contributions of members and Commissions are genuinely valued.

Partnerships

IUCN is involved in many partnerships and alliances but it lacks some of the essential systems to make partnership management a consistent success story for IUCN – and thus a key element in the value it provides to members. Success and failure is presently too *ad hoc* and almost entirely dependent on the skills and resources of individuals. The systems are not yet in place to support alliance managers. Even within the secretariat, IUCN does not provide the necessary staff training, organizational support and information tools, 'best practice' policy and procedural guidelines, and feedback through monitoring and reporting systems that could help IUCN be a

learning organization for how to best manage its partnerships. Yet everyone recognizes that the future of IUCN will be critically dependent on how well it can attract and manage broad coalitions of partners. Managing alliances should therefore be a part of the change management process for the secretariat, and eventually for the Commissions and members.

Knowledge management

Knowledge management is central to many of the problems that IUCN faces in serving its members. The current state of its MIS and knowledge management is hampering its efficiency and effectiveness as an organization, and preventing it from serving and engaging members as well as it should.

Table 1 Main review findings on IUCN Members

1	Members strongly support the present formulation of the IUCN Mission that links conservation and the sustainable and equitable use of natural resources. However, any further shift towards a sustainable development focus, if it is seen to be at the expense of being a leading voice for Nature is likely to lose some support among the current membership.
2	National and Regional Committees could potentially play a stronger role as platforms to connect and engage members, and to extend IUCN's policy influence at national and regional levels.
3	IUCN must develop better mechanisms to achieve the benefits of having Commissions and Members in the same Union
4	There is a gap between IUCN's strategic intentions and member expectations on the one hand and secretariat capacities and priorities on the other.
5	Members have different priorities from those reflected in the secretariat.
6	Organizational systems and operational procedures within the Secretariat need to change if "membership engagement is everyone's business"
7	Members look to IUCN for networking so IUCN should strengthen its capacity to support members to work together and with the Commissions
8	IUCN publications are highly appreciated by members and their value could be further increased.
9	Most members are only marginally involved in the IUCN Programme, and do not see it as driven and "owned" by members.
10	The gap between member profile and programme is widening. The 2009-2012 Programme requires more expertise in areas that do not match the skill and interest profiles of the majority of members.
11	Some members are critical of the way the secretariat delivers the Programme citing competition with members and working outside of its technical expertise.
12	Members want to be able to play a larger role in IUCN policy setting than they currently do.
13	Members look to IUCN for support in policy work

14	The three core elements in IUCN's value proposition to members are: networking, IUCN's convening power, and governmental and non-governmental members sharing the same platforms from local to global levels.
15	Many of IUCN's strengths and weaknesses are the same in 2007 as in 1994 with organizational weaknesses deepening.
16	IUCN can do better to support good management of its partnerships and alliances
17	The Membership Strategy 2005-2008 has not been made operational with specific objectives and performance measures. For the most part it has not been implemented, and with the exception of the IUCN Member Survey, little effort has been made to measure results.
18	The membership strategy and recruitment and retention guidelines need revision based on a rethinking of IUCN's membership policy as an integral part of IUCN's strategy for the future of the Union.

Improved knowledge management is no longer an option in IUCN. While important new initiatives are now underway, such as the MIS Initiative (Management Information System) and the registration system for Commission members (CoReg) upgrading core organizational systems must still be a priority for IUCN. Other reviews, including external audits, have pointed out that IUCN is lagging behind other organizations in knowledge management.

IUCN still lacks the basic tools for strategic engagement with its members. One of the most critical is a complete, functional and interactive database that can be used by the secretariat to target communications to members with particular interests and skills and thus support networks or communities of practice across the Union that link members and Commissions within the framework of the IUCN Programme.

Strengthening the IT backbone of IUCN and its information systems should be part of a much larger package of reforms in how IUCN deals with knowledge and with its 'partners in knowledge'. If IUCN is to remain competitive, it needs to rethink its knowledge management ***policies*** and open up access to tools like the Knowledge Network. In other words, while putting in place immediate reforms, IUCN should also 'think big' for more fundamental changes to how IUCN conducts its business as a knowledge organization over the medium to longer term. Some investments are now so critical to IUCN's future performance that they should be priorities for resource re-allocation even within existing budget frameworks

Services to members

In the 2007 IUCN Member Survey, members were asked about which services were important to them and how satisfied they were with what they received. Members consistently ranked IUCN publications as the most important service that IUCN provides to them. Of the 70% of members

who said that IUCN publications were very important to them, 84% expressed themselves as satisfied with the publications they received. After knowledge products, networking and involvement in IUCN's policy activities are ranked as important to members whatever their region or member category.

However, a significant number of members are dissatisfied with the very services from IUCN that *they deem to be most important to them*. Of the 50% of members for whom policy work within IUCN is important, only 55% said that they were satisfied. Similarly, of the 49% of members who say that receiving expert advice on policy-related conservation issues is *very* important to them, 54% say that they are dissatisfied. These high rates of dissatisfaction among those members who look to IUCN for policy advice or collaboration should be of concern to Council and to the secretariat.

Member engagement in IUCN Programme

The findings of the IUCN Member Survey and this review support the conclusions that while there is engagement with members, it is generally at a low level. Many (but not all) members would like to be more involved with IUCN Programme. From our interviews, it is clear that members generally see the Programme as conceived, led and primarily implemented by the Secretariat rather than by members. Even those members that are actively involved in projects at the local level tend to regard the programme as one that is designed and orchestrated by the Secretariat.

To sum up the pattern of member involvement in the 2005-2008 Programme: for each thematic area, there are a very few members who are actively involved; a much larger group who are marginally or passively engaged; and (except for *Protected Areas* and *Species*) 20-45% of members who say that they are not at all involved. While the numbers are definitely higher for member involvement at the regional level, the pattern remains the same.

Are these numbers acceptable? How have they changed between the Intersessional Period 2005-2008 and the previous one? What are the longer-term trends? How has member participation changed as the number of members increased dramatically in the last decade? Unfortunately, we don't have the answers to these questions because IUCN has not set targets for member involvement nor measured its achievements before the recent Member Survey 2007.

Engagement with members is particularly low for those thematic areas that are to play a larger role in the next IUCN Programme. Even if a determined effort is made to bring more members with the missing skills into the Union, this is not likely to be fast enough or in sufficient numbers to change the member profile in time for the 2009-2012 Programme. There is also the real challenge of finding new members with competence in economic policy or energy systems that

also have a mission focus on nature conservation, and who are interested in joining IUCN. This means that increasing the involvement of members in the new programme will be an even greater challenge than it is today. Yet the majority of members want more involvement with IUCN than they presently experience, not less.

Member engagement in Policy

IUCN is seen as an important leader in international policy fora. Of those members interviewed who have strong capacity for *international* policy, most would like to be more engaged with IUCN in influencing policy and developing the positions that IUCN takes in international fora.

Members, particularly state members and government agencies in low-income countries report that they have been helped by IUCN to develop and influence policy at the *national* level. IUCN's knowledge products, especially Guideline documents from Programme initiatives like WANI, and the Red List, play an important role in helping members to adopt certain policies, as do site specific data collected as part of field projects.

IUCN could do more to support members in policy influence by increasing the sharing of information and policy experience *between* member countries, particularly within a region so that members do not have to reinvent the wheel or miss the opportunity to build on one another's experience.

Members can also play a role in monitoring the effectiveness of Conventions within countries. IUCN is very present at the agenda-setting stage but much less effective at implementation and monitoring and evaluation of policy. Working through its members would be one way for IUCN to extend its policy work on the ground.

IUCN has done less than is needed or wanted to help members to build their own capacities for policy work, particularly for members in low-income countries. At the end of the day, sustainability in national and regional policy initiatives can only come if members are engaged at the front-line since they are the ones who will remain active in countries after the IUCN project or activity has ended. Building member capacity for policy development is critical to the overall policy influence of the Union.

Value proposition to members

From our interviews with members, there appear to be three essential, interrelated elements at the core of why members value IUCN. These three elements – access to networks; part of a global conservation movement and a prestigious international organization; and bi-cameral membership that includes both State members and government agencies on the one hand and national and

international NGOs on the other - together make IUCN a uniquely valuable organization for its members. This bi-cameral membership structure is important at both national and international levels, particularly because it allows IUCN to provide platforms where governments and civil society organizations can come together as members and can discuss issues and search for solutions.

The reality is that IUCN members are very different in their needs, capacities and expectations when they join IUCN. Member organizations also change through time. IUCN needs a differentiated strategy in how it serves members because their needs and capacities are so variable.

The Membership Strategy 2005-2008

The Membership Strategy was prepared in 2003 following the recommendations of the External Review 2003 that called for a more strategic approach to membership in IUCN.

There are four main objectives for the Intersessional Period 2005-2008. For each objective, the strategy provides a rationale, the main strategic issues to be addressed, and the results to be achieved for the Intersessional Period 2005-2008. For the most part, the strategy was not operationalised and its key results were not achieved, mainly due to constraints of staff resources and adequate ICT and information systems, but also because it does not appear to have been a high priority for senior management.

Underlying the current Membership Strategy 2005-2008 is a set of policy assumptions about how to optimize IUCN's influence. One is to increase the membership, especially state and government agency members and BINGOs[2]. Another is to increase the spread of members to countries where there is currently no member with the objective of increasing the percentage of countries that are IUCN members at the Conference of the Parties to the Multilateral Environmental Agreements like CITES and the CBD where IUCN plays a key policy setting role.

If it were to be achieved, this last target would create a thinner IUCN presence in more countries instead more depth in fewer countries. However, where there are several IUCN members in one country a national committee is more likely to be established. Members see IUCN national and regional committees as providing politically neutral knowledge-based platforms where governmental and NGO members can work effectively together. In that respect, countries where there are only 1-2 IUCN members are at a disadvantage. IUCN may be making a trade-off between positioning and influence at international level and policy influence at national and regional levels.

[2] Big and Influential Non Governmental Organizations

Whether these arguments have any merit is less important than the need to have a major discussion in Council on membership policy as part of the development of the next *IUCN Strategy 2020* and before setting new targets for increasing the membership for 2009-2012. It is important that in the run-up to the WCC 2008 strategies are not written before the policy frameworks that should guide them are thoroughly discussed. Ideally, the process for developing the next membership strategy should include more consultation with members and with member committees. It will also take leadership from Council and the Director General to ensure that the vision and policy for membership are consistent with the overall vision for the future directions of the Union.

The review has questioned some of the specific goals in the current membership strategy, including that of income generation, since many new members may 'cost' IUCN financially more than they provide in dues. It has found that most of the targets established for 2005-2008 have not been reached.

The IUCN Member Survey conducted in 2007 represents a major achievement on the part of the Membership Relations and Governance Unit and the Office of Performance Assessment. It provides a first benchmarking of the secretariat's performance in relation to membership relations and gives voice to members about their priorities and experiences. The supplementary analyses and reports by component programme and by region will provide a better basis for serving and engaging members than has been available until now.

The challenge for IUCN is whether it is willing to reconsider the strategies that have led to the present situation and to make the changes needed to bring members back into the centre of the Union - in practice as well as in the Statutes. These are the focus of the findings and recommendations in this report.

Table 2 Summary of recommendations

1	TOWARDS A NEW COMPACT WITH MEMBERS COUNCIL and the DIRECTOR GENERAL should consider the findings of this review on members, particularly with respect to the outcomes of the Membership Strategy 2005-2008, and provide direction for a future policy (or a new "Compact") for the membership.
2	INCREASING THE ENGAGEMENT OF MEMBERS IN PROGRAMME Component Programmes should be asked to include in their Workplans, planning budgets and reporting for 2009-2012 more information on how members will be involved in implementation of the programme and staff should be rewarded for *successful member engagement* performance.

3	STRENGTHEN IUCN AS A KNOWLEDGE ORGANIZATION IUCN should strengthen its capacity in knowledge management, increase access to most of the Knowledge Network, and develop new policies and best practice for managing partnerships and alliances and facilitating networks.
4	IMPROVE SECRETARIAT SUPPORT TO MEMBERS THE DIRECTOR GENERAL should put into place organizational changes and processes within the secretariat to strengthen the secretariat's capacity to improve services and communications to members as part of the change management process.
5	REALLOCATE MORE RESOURCES FOR MEMBER SUPPORT The DIRECTOR GENERAL should make more financial and staff resources available within the secretariat for member engagement and support, including support for the work of National and Regional Committees. This should include both headquarters and regional offices and administration and programme functions.
6	AN ACCOUNTABILITY FRAMEWORK FOR MEMBERS COUNCIL the DIRECTOR GENERAL should develop an accountability framework and Guidelines for members in the light of (1) changes to Swiss laws governing auditing in January 2008; (2) the Risk Register being developed for IUCN; and (3) any new 'compact' between members and the Union developed as part of the new IUCN Strategy 2009.
7	A NEW MEMBERSHIP STRATEGY FOR 2009-2012 COUNCIL and the DIRECTOR GENERAL should develop a new membership strategy based on consultation with the members and input from Commissions and the secretariat. The strategy should be consistent with the new IUCN Strategy 2009.

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Table 2 Strategic steps to strengthen IUCN's knowledge management capacity

Table 3 Members' satisfaction with IUCN services that are very important to them

Table 4 Perceived strengths and weaknesses of IUCN in 1994 and 2007

Table 5 Targets for membership development in Membership Recruitment and Retention Guidelines 2005-2008

Boxes

Box 1 Paris Declaration on Aid Effectiveness 2005

Acronyms and Abbreviations

ARO	Asia Regional Office
BINGO	Big and Influential Non Governmental Organization
BRAC	Regional Office for Central Africa
BRAO	Regional Office for West Africa
CBD	Convention on Biological Diversity
CCD	United Nations Convention to Combat Desertification
CEC	Commission on Education and Communication
CEESP	Commission on Environmental, Economic and Social Policy
CEL	Commission on Environmental Law
CEM	Commission on Ecosystem Management
CHF	Swiss Franc
CITES	Convention on the International Trade of Endangered Species of Wild Fauna and Flora
EARO	East Africa Regional Office
ECOLEX	Database of information on environmental law, operated jointly by UNEP, FAO and IUCN
FTE	Full-time equivalent
ICT	Information and communication technology
IIED	International Institute for Environment and Development
IISD	International Institute for Sustainable Development
INGO	International non governmental organization
IT	Information technology

IUCN	World Conservation Union
M&E	Monitoring and evaluation
M&S America	Meso (central) and South America
MEAs	Multilateral Environmental Agreements
MIS	Management information system
NETCAB	Regional Networking and Capacity Building Programme (Southern Africa)
NGO	Non-governmental organization
ODA	Official development assistance
OECD	Organisation for Economic Co-operation and Development
ORMA	Regional Office for Central America
PALnet	Protected Areas Learning Network
RCW	Ramsar Convention on Wetlands
ROSA	Regional Office for Southern Africa
RWWP	Regional Water and Wetlands Programme
SIS	Species information service
SSC	Species Survival Commission
SUR	South America region
TRAFFIC	The Wildlife Trade Monitoring Network
UN	United Nations
UNFCC	United Nations Framework Convention on Climate Change
UNGA	United Nations General Assembly
WANI	Water and Nature Initiative
WCC	World Conservation Congress

WCLN	World Conservation Learning Network
WCPA	World Commission on Protected Areas
WESCANA	Regional Office for West/Central Asia and North Africa
WHC	World Heritage Convention
WRI	World Resources Institute
WWF	Formally known as the World Wildlife Fund

1. Introduction

1.1 Scope and Objectives of the Review

This report is the second part of the External Review of IUCN 2007 and provides an account of the review findings in relation to Objective 1: *To assess IUCN's added value to its Members, especially those in the South.*

IUCN and its core framework donors jointly commission the external reviews with the main purpose of improving the design and delivery of the IUCN Programme. The review is intended to be forward looking and to examine a few topics in depth rather than attempt to investigate the breadth of the entire IUCN Programme. It is timed to assist donors to consider their future support to IUCN for the period 2009-2012 and to assist the DG and Council to develop future strategy and action for the next Intersessional Period.

The report is organized around the main findings with respect to three sub-objectives for the review:

1. To define the scope of engagement between IUCN and its members at governance, programme, policy and project levels;
2. To assess the extent to which IUCN is relevant to its membership; and
3. To assess the extent to which IUCN has been effective in meeting the objectives of its Membership Strategy 2005-2008.

The specific review questions in the evaluation matrix for Objective 1 are shown in Appendix 1. The report provides conclusions and recommendations for each of the three main review areas. These findings form part of the evidence base for the conclusions and recommendations of the External Review 2007.

1.2 Approach

The approach adopted for the review has been to combine the collection of data to support recommendations for future change with a participatory learning process in which the reviewers engaged with IUCN staff and management throughout the review process to share emerging findings.[3]

[3] These interactions are listed in an appendix to volume 1:Synthesis Report. However, one interaction planned for Objective 1 between the review team and the Member Focal Points in the Regional Offices and at headquarters did not take place as the meeting planned for 24-28 September 2007 at IUCN Headquarters was cancelled due to the sad death of Ursula Hiltbrunner, Head of the Membership Relations and Governance Unit.

In this way, conclusions are tested before they go forward and changes are incrementally incorporated into preparations for the next Intersessional Period 2009-2012.

The structure of the review into three main areas of inquiry (*Membership relations; linking conservation to livelihoods in Africa; and closing the Policy-Practice loop especially in the Water and Wetlands and Marine and Coastal themes*) posed two challenges to the review team - how to organize data collection for maximum efficiency and how to maximize potential synergies across the three lines of inquiry to support the overall conclusions.

For the review component on IUCN membership, in addition to interviews conducted by phone (1.3.2 - 1.3.3), members in Africa were interviewed during the course of the field visits to Africa undertaken principally for data collection for Objective 2 of the review. The field visits included discussions with members attending regional meetings and missions of the review team to examine 12 projects conducted by IUCN in the region. During the course of reviewing the project case studies, discussions with IUCN members and partners to answer the review questions under Objective 1 and 3, also provided additional insights on the membership. In these and other ways the approach taken for the review built links and comparative data across the three review objectives and data gathering exercises.

1.3 Methods

The main methods used were (1) interviews with IUCN members to obtain their individual views and experience; (2) analysis of the results of the 2007 *Global Survey of IUCN Members* to provide a broader picture of member involvement in IUCN, and (3) cross-checking with additional interviews and focus group meetings with key people both within and outside IUCN and relevant documentation.

1.3.1 Interviews with IUCN Members

Interviews were conducted with 85 representatives of 76 members in different categories of membership and across IUCN regions. These included 11 state members, 9 government agency members, 45 national NGOs, 8 international NGOs and 3 Affiliates. The interviews were semi-structured and were conducted mainly by telephone in English, French and Spanish. Members who attended the Regional Members' Forum in East Africa and members involved in projects in West and Southern Africa met with the review team individually and in small groups.

The baseline data on members' overall views and experience provided by the IUCN Member Survey meant that the selection of interviewees for more detailed discussion with the review team could be more targeted. The heads of the thematic programmes for Water and Wetlands, Forestry, and Coastal

and Marine areas, as well as regional member focal points were asked to identify members who had worked with them and who might have either positive or negative experiences. This approach proved especially useful since the survey showed that most members are not engaged with the thematic or regional programmes and therefore would have little to say about the process of such engagement.

Member organizations were also selected for interview who, in addition to being members, were led by people who played key roles in other aspects of IUCN such as chairing national and regional committees, or engaging in partnerships with IUCN and others. Thus the interviews do not reflect a representative sample like the survey does but document the experience of members who are more active within the Union. In this way, the interviews complement and add depth to the broader survey results. For the interviews, the respondents were either the heads of the member organizations (in the case of most NGOs), or were the officials designated to be the focal point for relations with IUCN (for state members, government agencies, international or large national NGOs).

1.3.2 Survey of IUCN Members[4]

IUCN undertook a global survey of its members in 2007 that produced timely data and a good baseline for the more detailed interviews that were conducted by the review team. The survey results could be compared for different categories of members and by region.

Invitations to complete the survey in English, French or Spanish were sent to all members by e-mail (and by mail to those without access to e-mail). Members were able to complete the survey on-line, by telephone or in hardcopy sent in by fax or mail. The survey team achieved a high response rate of 54.2% of all members (562 responses from a total of 1037 members) with individual response rates for different categories of members ranging from 47% for National NGOs (347 responses); 61% for state members (50 responses) to 91% for International NGOs (74 responses). Response rates by statutory region were also very acceptable for all regions ranging from 36% in Oceania to 73% in Africa.

The survey included a good balance of scaled and open questions which covered the relevance of IUCN to members, involvement and satisfaction of members with regional and global programmes, the IUCN Commissions and IUCN governance structures; member satisfaction with services provided to them; their expectations of the next World Conservation Congress in 2008, how they compare IUCN's performance compared to other networks and how they value their membership in IUCN.

The review team was given access to the raw data from the survey and thus was able to undertake some further analysis of the results to compare with the interview data collected.

[4] The Global Survey of IUCN Members (September 2007) was undertaken for the IUCN Constituency Support Unit by the IUCN Office of Performance Assessment and Vital Research LLC.

1.3.3 Other Interviews

In addition to IUCN members themselves, interviews were conducted with other individuals regarding IUCN's relationships with its members. These were primarily with 44 management and staff members of the Secretariat in headquarters and in the regions; with 15 IUCN Council members including the Commission Chairs; and with representatives of 24 partner organizations working with IUCN, mainly on field projects.

In total, 169 people were interviewed individually or in small groups with respect to the review component on IUCN membership (Objective 1). They are listed in Appendix 2.

1.3.4 Documentary Review

The starting points for any documentary analysis of IUCN's involvement of its members are the key policy documents on membership.[5] The review was explicitly asked to examine how far the objectives of the Membership Strategy have been effectively implemented. Other key documents for the review are the draft IUCN Programme 2009-2012 including the value proposition, which has implications for how members will be involved in IUCN's programme work for the next Intersessional.

In addition to a detailed review of these key documents, many other reports and websites were examined for the review and extensive use was made of the IUCN Knowledge Network Intranet as well as the Members' Portal on the IUCN website. References are listed in the footnotes in this report.

1.4 Organization of Report

This report is volume 2 of the External Review 2007 focused on the membership of IUCN. After a short introduction to IUCN as a member organization (section 1) and the main challenges arising from that status in 2007 (section 2), the main body of the report (section 3) is structured as a series of key findings based on the questions posed to the review (Appendix 1). Section 4 is an assessment of how far the IUCN Membership Strategy and the results for 2005-2008 have been achieved and draws on the main findings in section 3. Section 5 brings the findings and assessment together in looking forward.

[5] These include: the *Statutes and Regulations* (last amended 2004), the *IUCN Membership Policy Guidelines* (November 2001), the *IUCN Membership Strategy 2005-2008* (February 2004), the *IUCN Membership Recruitment and Retention Guidelines 2005-2008* (August 2005), the IUCN Strategy (1994), and the Knowledge Management Strategy (2004).

It sets out specific recommendations arising from the External review for a new Membership Strategy 2009-2012. The findings and recommendations in this Report on the IUCN Membership are integrated into the overall findings of the External Review 2007 given in the Synthesis Report (volume 1).

1.5 Acknowledgements

This review was conducted with the support of many people including all those listed in Appendix 2 who gave their time and shared their experience and insights in interviews and meetings with the review team. They included representatives of members, Council and the secretariat of IUCN. In particular, we would like to acknowledge the strong support of Julia Marton-Lefevre, Director General of IUCN and Bill Jackson, Deputy Director General. Members of the Membership and Governance Unit gave us access to the raw data collected in the Member Survey 2007 and provided information and assistance in other ways. Nancy McPherson, Special Advisor, Performance Assessment shared her insights into the analysis of the Member Survey and entered into many helpful discussions with us. Alex Moiseev, Senior Programme Officer, Programme Planning, Monitoring and Evaluation, Global Programme was our key contact person for the review in IUCN and was always helpful, efficient and supportive. Marge Gaudard, Global Programme, provided strong administrative support within IUCN. Finally we would like to thank Elisabetta Micarro (Universalia) who undertook the interviews in Spanish.

2. IUCN as a Member Organization

2.1 Legal Framework

IUCN is an international association of governmental and non-governmental members under Article 60 of the Swiss Civil Code. Its objectives explicitly refer to the role its members will play and how IUCN will enhance and support them. IUCN is constituted to work with and through its members to attain its overall objective or mission:

> "to influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable."

Specifically, under its statutes, IUCN has five specific objectives in relation to its members:

1. "Mobilizes its **members**, components and partners to build alliances for conservation;
2. "Strengthens the institutional capacity of its **members** to conserve biological diversity and safeguard ecological life-support processes at global, regional, national and local levels;"
3. "Promotes enhanced cooperation between its **governmental and non-governmental members** to strengthen the capacity of its **members** and partners;"
4. "Develops expert networks and information systems to support its **members** and components;"
5. "Prepares and disseminates statements on conservation, drawing on the expertise of its **members** and components;"[6]

Thus the members of IUCN are central to the work of IUCN as both contributors and beneficiaries. The rights and obligations of members are spelled out in the statutes as well as the procedures for admission and departure (by suspension, rescission, expulsion and withdrawal) from the Union.

Members are divided into three main and five sub-categories for the purposes of defining rights and scales for annual dues:

(A) (a) States and government agencies
    (b) Political and/or economic integration organizations
(B) (c) National non-governmental organizations
    (d) International non-governmental organizations
(C) (e) Affiliates

[6] Taken from Article 3, Part II-Objectives of IUCN Statutes and Regulations (as amended in 2004).

The *IUCN Membership Policy Guidelines* (November 2001) sets out a desired profile for the membership and seeks to clarify what members may expect from the components of the Union (that is: Council, the Commissions and the Secretariat). The *Membership Policy Guidelines* state that

1. The size of the membership will not be limited;
2. IUCN will embark on an active process of recruitment; and

A diverse membership will be developed. At the same time:

> "Council will, however, keep under review the administrative workability and financial implications of an expanding membership, in order to ensure balance between the rate of expansion of the membership and the capacity and resources available to maintain a service to members."[7]

These guidelines support the *Strategy of IUCN* (1994) which states that IUCN:

> "recognizes that the members should be the key constituents of the Union, and accordingly strengthens their involvement and puts them in the driving seat when it comes to determining the activities to be undertaken by the Secretariat and the Commissions." (p. 7).

2.2 Current Membership Status

In December 2007**,** IUCN had a total of 1074 members. Table 1 shows the distribution by membership category and by statutory region.

IUCN collects information from members on their areas of expertise but has not created an adequate database on member profiles for the thematic interests of members to be matched with either the thematic programmes or the specialist groups of the Commissions. The IUCN Membership Strategy indicates a North-South difference in the interests of NGO members with those in the North more likely to be working in conservation and those in the South more likely to be working in the social aspects of sustainable development.[8]

[7] IUCN Membership Policy Guidelines, November 2001, Section B.1 (page 3).
[8] IUCN Membership Strategy Annex 1: page III.

Table 1 Distribution of IUCN Members by Membership Category and by Statutory Regions (December 2007)[9]

Statutory Region	State	Govt. Agency	NGO	INGO	Affiliate	Total	%
Africa	32	22	115	6	3	178	17%
Asia S&E	11	16	101	5	2	135	13%
Europe East	3	8	48	3	3	65	6%
Europe West	21	26	185	44	17	293	27%
M&S America	5	5	161	3	3	177	16%
N. America & Caribbean	2	17	82	19	3	123	11%
Oceania	2	9	25	2	2	40	4%
West Asia	7	7	48	1	0	63	6%
Total	83	110	765	83	33	1074	100%
%	8%	10%	71%	8%	3%	100%	

The IUCN Statutes provide for the establishment of National and Regional[10] Committees of members. Their purpose is to facilitate cooperation among members, coordination with the Commissions and Secretariat, and the participation of members in the programme and governance of IUCN. The Committees of members must be recognized by Council to use the logo and become official organs of IUCN and are encouraged to have their own legal personality distinct from that of IUCN. In any case, the member Committees cannot impose any financial liabilities on IUCN. They can undertake fund-raising on their own or with other parts of IUCN and can promote IUCN's interests in the country or region but they are strictly advisory bodies with respect to the IUCN Programme, policies or governance structures. There are currently 59 National Committees and 7 Regional or Sub-Regional Committees.

[9] This table is based on data for member dues posted on Knowledge Network.
[10] These can also be either sub-regional or Interregional.

Between sessions of the World Congress, a Regional Forum of members may be held to enable members to participate in the preparation and evaluation of the programme and strategies of the Union and to prepare for the next WCC. All members of IUCN in a Region have the right to participate in a Regional Forum. A series of Regional Fora have been held in 2007 to enable members to meet and to discuss the draft Programme 2009-2012.

2.3 Key Challenges

Many of the key challenges facing IUCN arise from the policies on membership that are articulated in the *Strategy of IUCN* (1994), which until a new strategy is adopted is still the key overall strategic document of the Union.[11] The problems arise because the *Strategy* has not been operationalised through programme workplans or budgets. Neither have priorities been established for implementing the different policy directions it contains nor guidelines on how to resolve any inconsistencies or barriers along the way.

Member Expansion

Since 1995, in accordance with the IUCN Strategy, there has been a renewed effort to expand the membership, particularly State members and members in the South. In the 12 years between 1995 and 2007[12], total membership has grown from 811 members to 1074 (an increase of 32%). Since 1989 overall membership has grown from 638 to 1074 (almost 63% increase). In the same period State membership has grown from 58-83 members (43% increase) and national NGO members have increased from 289-765 (165% increase). This expansion appears to have taken place without guidelines on *why* IUCN should expand at such a fast rate, or whether expansion should be based on areas of high biodiversity or major threats to biodiversity.

Not only have the numbers of members increased, but the balance between State members and national NGOs shifted significantly as proportionally many more NGOs joined the Union. Also in accordance with the IUCN Strategy, more members today are based in low and middle-income countries than in OECD and other high-income countries. The 40% of members based in the South in 1994 (IUCN Strategy 1995) has increased to 55% in 2007.[13]

[11] A new strategy will be presented to the members in the 2008 WCC.
[12] Figures for growth 1995-2007 provided by the Membership Relations and Governance Unit.
[13] This assumes that the IUCN Strategy 1994 defined the "South" as low and middle-income countries. For December 2007, the distribution of members is: Least developed and low-income countries – 198 members (19%); middle-income countries – 374 (36%); and OECD and other high-income countries – 472 members (45%). Countries categorized according to World Bank Country Classification Table July 2007 available at http://go.worldbank.org/K2CKM78CC0.

Diversity over Cohesion

This rapid growth in membership has led to a number of challenges. While the IUCN Strategy urged that the expansion of membership should take place without losing common vision among the membership, the 'tests' identified for selecting members that would share in the common vision were set at a very general level[14]. They could not adequately predict how deeply members would diverge in the policy debates within IUCN today such as over Access and Benefit Sharing; the rights of local and indigenous peoples within Protected Areas; and working with private sector partners.

Thus a lack of cohesion among members – in their priorities, needs and capacities - is a major challenge for and to the Union. While this is seen most visibly in the WCC and the diversity of resolutions proposed, it is a main reason for an IUCN decision-making process that has been described by one member as "creaky, cumbersome and conservative".

Financial Model

Membership dues provide CHF10-11 million per year. This represents 66% of the unrestricted income available to IUCN and is equivalent to about half of the Framework Donor funds.[15] Despite representing only 10% of the total budget, members' dues are critical to the operation of IUCN because the dues are a large part of the unrestricted income.

However, the distribution of the sources of income from member dues poses several challenges. About 80% of NGO members are paying dues in the two lowest levels (Groups 1 and 2) while <4% of NGOs are paying dues in the higher groups (Groups 5-9). Thus, about 70% of the membership income in 2005 came from only 4% of the members (31 members) who pay dues >CHF100,000. At the other end of the scale, 90% of the members pay <CHF10,000 of which 64% are paying <CHF1,000.[16]

This means that 64% of the membership is paying fees that may not even cover the "per member" costs to IUCN[17]. The proportion of the membership in this lowest category is increasing compared to other members. Thus the financial model of IUCN as a member organization is looking increasingly shaky in a world where member expectations for services have escalated along with the costs to IUCN of providing those services; and each additional new member is more likely to add to the debit rather than the credit side of the financial ledger. Managing membership expectations in the light of the financial model is an imperative for IUCN now more than ever.

[14] New members are required to wholeheartedly support the Mission of the Union and be in harmony with the main policies set out in the *World Conservation Strategy, the World Charter for Nature* and *Caring for the Earth.*

[15] In 2007 membership dues were forecast to be CHF10.6 million, unrestricted income including member dues to be CHF16.1 million; Framework funding to be CHF 22.2 million and total income including project funds to be CHF 120.2 million. Figures provided by IUCN.

[16] IUCN Membership Recruitment and Retention Guidelines 2005-2008 (August 2005), p.4

[17] IUCN has not done a recent analysis of costs on a "per member" basis but it is reasonably estimated to be >CHF1,000 in 2005.

Membership Turnover

At the same time, many members are finding it difficult to pay the annual dues and any proposal to increase the minimum level of the IUCN Dues Scale is likely to cause hardship and increased rates of rescission particularly among those very members which IUCN has been seeking to attract since its Strategy 1995 was adopted – States and members in the South. Some members with large operating budgets are reluctant to pay the high dues in accordance with the current IUCN scales and either leave or become affiliates without voting rights or try to negotiate lower fees.[18]

With rapid expansion has come an increase in member withdrawals and rescissions due to budgetary difficulties and other reasons. Despite heroic administrative efforts on the part of the Secretariat to collect dues the percentage of dues received within the invoiced year has declined from almost 100% in 1990 to about 80% in 2003.

Thematic Distribution

IUCN has expanded its mission from its heartland of conservation of Nature towards a more integrated mission that sees conservation of biodiversity and natural resources as the essential lynchpins for equitable and sustainable development. The draft programme 2009-2012 takes this a step farther by positing the IUCN mission as crucial to the scientific and policy debates around climate change, human security, sustainable energy, and greening economic and trade policies. The challenge is bridge the gap between the thematic priorities of membership and the new programme so that members do not become farther disengaged from the IUCN Programme.

Regionalization and Decentralization

Regionalization of the Secretariat and the Commissions was a key plank in the IUCN Strategy 1994. Its main purpose was to build closer linkages with members and partners who were already spread throughout the regions to strengthen the Union without fragmenting it. Four requirements laid down in the IUCN Strategy 1994 for the regionalization process were that it must:

- Make the members stronger and more effective as institutions;
- Ensure efficient contact and information flow between the membership, Commission members, the Secretariat and key partner organizations;
- Create regional forums for members as a basis for programme development;
- Strengthen the involvement of members, communities and partners in decision-making and programme implementation.

The policy to decentralize the Secretariat has been pursued vigorously since 1994. With it has come an enormous growth in staff and increased organizational complexity. Staff at headquarters has grown

[18] IUCN Membership Strategy Annex 1: page III.

from 48 in 1985 to 130 in 2007 (an increase of 170%) and in the regions from 44 in 1985 to 1010 in 2007 – a large increase of >2000%. Today regional staff is based in 62 locations.[19]

The regionalization strategy was supposed to be implemented without fragmenting the Union. However when combined with the rapid growth in the Secretariat staff (driven in part to manage and implement development projects funded largely by ODA), the key purpose of regionalization to better serve IUCN members seems to have gone astray. Instead, regionalization and decentralization have produced a new set of challenges for IUCN in terms of serving members efficiently and effectively. These include competing imperatives for some regional and country offices between self-preservation and engaging members; membership support functions falling somewhere between headquarters and regional offices, and major problems in communication with members from the Component Programmes and Commissions.

[19] IUCN, March 2007, Creating a Better Future: Options for organizational change within the decentralized Secretariat of the World Conservation Union: A report of Regionalization and Decentralization Phase II.

3. Relevance of IUCN to its Members

3.1 IUCN Mission and Role

"To influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable."

IUCN Mission

Finding 1: **Members strongly support the present formulation of the IUCN Mission that links conservation and the sustainable and equitable use of natural resources. However, any further shift towards a sustainable development focus, if it is seen to be at the expense of being a leading voice for Nature is likely to lose some support among the current membership.**

The IUCN Strategy 1994 recast the IUCN Mission to include equitable and ecologically sustainable use of natural resources as well as conservation of nature. The interviews with members undertaken for the review and the IUCN Member Survey 2007 show that members are strongly supportive of the present mission of IUCN and its dual focus on nature conservation and just and sustainable use of natural resources. About 98% of members surveyed reported that IUCN's mission is aligned with their organization's mission and objectives and that the IUCN mission was clear to them (IUCN Member Survey, 2007).

This high level of support is not open-ended. Concerns are expressed that IUCN should not move too far away from its conservation heartland into what is seen as a much more crowded and competitive sustainable development arena. In particular, members want IUCN to continue to play its role as spokesperson for Nature. This includes both members whose own missions are focused on nature conservation and members who are working in the social aspects of sustainable development. However, some members interviewed by the review team in Africa were supportive of a greater focus on development and poverty alleviation in IUCN's work. Despite the diversity in members' views, the general sense we received from members interviewed is that IUCN has the balance about right in the current formulation of its mission.

The reasons given by those members who had concerns about any further shift in IUCN's mission include:

- IUCN should be careful not to lose the support of its conservation constituency, which is critical to its success;
- IUCN does not have enough expertise in the social sciences; its flagship products are in the conservation area rather than social development;
- IUCN is a knowledge organization rather than an 'on the ground' development agency;
- IUCN has a track record and is recognized as a leader in nature conservation but cannot compete with other organizations in sustainable development, particularly at national and regional levels.

These findings are supported by the results of the IUCN Survey 2007 regarding leadership in conservation and sustainable development. While nearly 86% of members responding to the survey said that IUCN is recognized as a world-class knowledge-based organization in their region, only 52% said that *IUCN is a leader in conservation.* A minority of members (43%) agreed that *IUCN is a leader in sustainable development in their region*. In some regions, the percentage of members who do **not** think that IUCN is 'a ' (not even "the") leader in sustainable development in their region reaches 70% or more in North America and the Caribbean; West Europe; East Europe, North and Central Asia; and Oceania. This should give IUCN some pause as these regions represent where most member dues and some of the most engaged members are from.

Even for members who are more likely to be from low-income countries, 40-60% of members in Africa, Meso and South America and Asia agree that IUCN is not a leader in sustainable development in their region. Similar regional differences are found for members' views on IUCN's leadership in conservation.[20]

Our interviews reveal a range of possible reasons for these survey results on leadership. Some members in high-income countries tend to see sustainable development as a 'southern' problem (which itself is a paradox given the North-South disparity in responsibility for contributing to climate change). Others link 'leadership' with 'activism' and 'advocacy' and say that IUCN is not well-enough known and doesn't get its messages across to key political and civil society audiences, especially in the regions. Others refer to the lack of enough expertise in social sciences and development in the membership and secretariat.

The broad middle-ground view among members is that they want IUCN to maintain its role as the spokesperson for Nature and they understand the need to consider conservation and sustainable development as two faces of the same coin. However, where members differ more is in their positions

[20] The responses for this question are significantly more negative than those for other related questions in the survey indicating that members really have some doubts about IUCN's leadership.

about how much programme and project work in sustainable development and poverty alleviation IUCN should *implement*.

3.2 Governing Bodies

The governance organs in IUCN are the *World Conservation Congress* which brings together members and takes place once every four years; the *IUCN Council*, which subject to the authority of the World Congress has general control of the affairs of IUCN; the *Bureau* which acts on behalf of Council between Council meetings; and *National and Regional Committees* which are recognized by Council. In addition, IUCN Statutes provide for the *Commissions*, which are established by the members at the World Congress, and the *Secretariat* headed by the Director General, who is the chief executive of IUCN.

Members report that the IUCN governance structures that were most important to them were national and regional. National Committees of Members and Regional and Country Offices of the Secretariat play key roles in supporting and engaging members. Governing bodies such as the Council, including the Regional Councillors, as well as the Secretariat headquarters in Switzerland are distant concepts for most members. The IUCN they know is much more likely to be their National Committee and their Regional Office.

The exception is the international World Conservation Congress, which from our interviews seems to provoke both love and hate among members – 'love' because they are able to network with many other members and are exposed to new ideas (some also find it a good forum for promoting themselves and their ideas); 'hate' because they see the Congress as too large and unwieldy, and chaotic in its decision-making.

Half of the members responding to the IUCN Member Survey said that they were *very familiar* with the WCC and found it to be an effective governance organ. The most important reasons given in the survey for attending the next World Conservation Congress in Barcelona in 2008 are to:

1. Network and exchange information with others;
2. Learn about emerging conservation and sustainable development issues and best practices, and
3. Identify potential new alliances and partnerships.

These reasons are more important to members in all member categories and across all regions than is their participation in IUCN governance through elections at the WCC.[21]

[21] Comparison of responses by category of member and by statutory region to Question 28 of IUCN Member Survey 2007

3.3 National and Regional Committees

Finding 2: National and Regional Committees could potentially play a stronger role as platforms to connect and engage members, and to extend IUCN's policy influence at national and regional levels.

National and Regional Committees are relatively recent additions to IUCN. Although some national committees were established much earlier,[22] the national and regional committee structure and regional fora were formally adopted by the WCC in 1996. More recently a model by-law' for national committees was developed by the Membership Committee of Council in 2003.

National Committees are important bodies for IUCN members. They are ranked first in the IUCN Member Survey in terms of member familiarity with governance structures; nearly half of members surveyed saying that they are '*very familiar'* with their National Committee and that they find it effective.[23] The National Committees provide a valued forum for governmental and NGO members to come together to discuss and work on nationally important issues.

Although not all National Committees are as active as members would like, the review heard many examples where both State and NGO members praised the value to their organizations of their National Committee. It is also one of the few IUCN fora in which discussions can take place in a national language. The majority of members in all regions see their National Committees as important except in North America and the Caribbean[24].

However, despite the value that members place on their National Committees, there are a number of problems facing many committees as well as questions about the committees' roles within IUCN. These include finances, capacities, and how representative, democratic and accountable they are. Some members who are not located in capital cities where most meetings take place can feel shut out of committee activities. Committees vary in their capacities for common action and how well they are run. Perhaps some forms of inter-Committee support, such as twinning and mentoring could be explored. There also appears to be some uncertainty about how the committees can be financed from IUCN funds.

The meeting of Chairs of Regional and National Committees in 2006 stressed problems faced by most committees, especially in the South, to raise funds to allow members to meet and to undertake work in

[22] The Netherlands National Committee was established in 1979 and the Japanese one in 1980.
[23] Other governance structures compared were the WCC, IUCN Council, Regional Councillors and Regional Conservation Forum.
[24] There is no National Committee in the USA. Data from IUCN Member Survey 2007

the name of IUCN. The Ugandan National Committee managed to hold a meeting of national members prior to the East African Regional Members Forum in 2007 that was cited as extremely useful to help members to discuss key issues including the 2009-2012 draft Programme. Some committees, such as in the UK and the Netherlands, receive strong financial support from their governments and their State members.

Committee Chairs expressed concern about perceived competition and lack of support from the Secretariat, particularly from the Regional and Country Offices. For example, we were told that the French National Committee had worked hard to obtain funds from the French Government for IUCN but then found itself shut out of the negotiations by the Secretariat. On the other hand, the National and Regional Committees in Meso-America have experienced good collaboration with the ORMA Regional Office and the Bangladesh Country Office has helped to build partnerships between national members.[25]

There is also a lack of clarity about the committees' role within the component structures of the Union.[26] We were told that bilateral communication between the secretariat and individual members can take precedence over the secretariat helping the National Committee to bring more members to the table. While National and Regional Committees are presently advisory bodies, there are circumstances in which they could be the best structures to implement actions on behalf of IUCN.

The main message here is that the effectiveness of IUCN at national level – which should be based on good collaboration and an efficient division of labour between the local secretariat offices and National Committees - is too dependent on individual initiative. The Governance Task Force has proposed clearer roles and responsibilities for national and regional committees and we support a move to greater clarity.

It would seem that in the various calls for IUCN to engage more with its members and put them (back) into the driver's seat, the national level is the best place to start. National committees facilitate national dialogue and can mobilize members to collaborate on the ground. IUCN should take a closer look at the comparative advantages of National Committees (and at the regional level of Regional Committees) compared to its decentralized secretariat structures to identify those tasks for which a National or Regional Committee would be more effective than a Regional or Country Office and vice versa.

A new framework for cooperation between National and Regional Committees and the Secretariat has been called for by the President of IUCN to chart the way forward. This should include a stronger accountability framework for the committees with respect to their roles and responsibilities and any resources provided to them. Clear performance standards supported by monitoring and evaluation will

[25] Review interviews and Notes on DG's meetings in Costa Rica, Guatemala, Mexico and Panama; 26 June - 6 July 2007
[26] Report of the Meeting of Chairs of Regional and National Committees of IUCN; The Hague, 13-15 February 2006.

also be needed as well as guidelines for more effective collaboration with the decentralized regional offices of the secretariat.

3.4 Commissions

Finding 3: IUCN must develop better mechanisms to achieve the benefits of having Commissions and Members in the same Union

According to the IUCN Strategy the Commissions are:

- The principal mechanism through which individuals drawn from the membership and other organizations can participate actively in the work of the Union;
- The source of conceptual analysis, synthesis of knowledge, evaluation of priorities, proposals for action, and methodology which are of particular use to the membership.[27]

Except for the two largest Commissions, SSC and WCPA, most members are not actively involved in the work of the Commissions. According to the IUCN Member Survey 2007, the Commissions that engage with the largest numbers of members are WCPA (73% of members involved) and SSC (68% of members involved). For the other four Commissions, the percentages are reversed with the majority of members reporting that they have **no** involvement with them (60% reporting no involvement with CEM and CEC and 70% having no involvement with CEESP and CEL).[28]

It doesn't seem to matter whether a member is a State member, government agency, national NGO or INGO, or works mainly in English, French or Spanish – the probability that they will engage with the six Commissions is the same, although State members are more likely to be involved *in at least one* Commission than any other category of member.[29]

However, the *level* of engagement between members and the Commissions is low. Only 10% of members responding to the IUCN Member Survey say that they are *very involved* with CEC, CEESP or CEL; 20% are *very involved* in CEM; 25% in SSC and 30% in WCPA. This leaves a lot of members who are little engaged.

[27] IUCN Strategy 1994, page 16.
[28] There is some ambiguity in the wording of question 15, which asks about "your" involvement and satisfaction in the Commissions. Some respondents may have answered on behalf of their member organization and some on behalf of themselves.
[29] Based on responses to Question 15 of the IUCN Member Survey 2007 compared across category of members and statutory regions; and comparison of response frequencies for the English, French and Spanish surveys. The overall rank order of Commissions for levels of engagement with members is mirrored in the regions with a few exceptions – CEC ranks higher than expected in Meso and South America and in West Europe, CEESP ranks higher in North America and the Caribbean and West Asia, and CEM ranks lower in North America and the Caribbean than it does in other regions.

More involvement in the work of a Commission has the benefit of a greater appreciation of its work on the part of IUCN members. For members who say that they are *very involved* in the work of a Commission, their reported satisfaction rates are generally much higher - in the range of 93-100% satisfied compared to 50-60% satisfaction rates for members who say that they are only *slightly involved* with a Commission. For some members, the Commissions (again, especially SSC and WCPA) **are** IUCN and represent their main point of interaction within the Union[30].

Our interviews with members, which were confirmed in the member survey, showed that the engagement between members and Commissions was usually *the involvement of people in the member organization acting in their individual capacities, rather than representing the interests of the member institution*. While this may seem self-evident, since Commissions are networks of individual experts and IUCN members are organizations, it points to a weakness in the articulation between the different parts of the Union. Commissions are not strengthening members *as member organizations* because their linkage to members is with individuals rather than being embedded institutionally in member organizations. This also has implications for member retention. One of the exceptions is the Nature Conservancy, which sees WCPA as a strategic platform to strengthen their own organization's capacity to network with other IUCN members, both government agencies and NGOs.

If the Commissions are unable to systematically link directly with members, neither is the secretariat able to play the role of effective broker between Commissions and members. The potential added value to members of having Commissions in the same Union is not realized by the present organizational structures and communication systems of IUCN.

At present the Commission Focal Points are based in the Global Programme units in headquarters and the member focal points are either in the Regional Offices or in the Membership Unit[31]. Opportunities for Commission-member collaboration that one Focal Point or the other might be aware of, are not always communicated. The links are not systematically made. The restructuring of the secretariat to include a combined Constituency Support Unit for both members and Commissions is intended to address some of these problems.[32]

Another potential tool is the Members' Portal on the IUCN website. It provides links to the Commission websites but there is little information that is not available to the general public (an observation that led at least one member to question its added value). It is very difficult for members to find out who might have the expertise they need in the Commissions and there appear to be no special privileges for IUCN members to access the Commissions.[33]

[30] For SSC particularly the engagement is with a Specialist Group rather than with the Commission as a whole.
[31] CEESP has two Focal Points (the Senior Advisors on Social Policy and on Economics and the Environment).
[32] See Strengthening IUCN: Decisions and Recommendations on Organizational Change: Julia Marton-Lefevre, May 2007.
[33] For example, SSC invites individual members to join on-line; CEM asks for a CV to be sent; CEC does not allow members to search the CEC membership list; CEL has a non-searchable version of its members on-line; the link to CEESP was not

A key challenge for IUCN is how to build platforms across the Union that strengthen the potential for collaboration and break down what are still described as IUCN's silos. This is not the responsibility of the Commissions alone but of IUCN as a whole.

3.5 Secretariat

IUCN is extremely fortunate to have a highly professional, hard-working and dedicated staff and management in its secretariat that struggles to achieve miracles within severe constraints of time and money. The secretariat derives its responsibility for the *implementation* of the policy and programme of IUCN and for reporting on its work from the IUCN Statutes. It is the WCC and Council that is charged to approve that policy and programme, and as far as appropriate to oversee the work of the secretariat. Thus there are clear lines of accountability for strategic leadership established in the Statutes between the governing bodies of IUCN and the Director General. While the principles are clear, they become less so at the operational level.

The Secretariat is the component of the Union that has the most frequent and intensive interaction with members, and has been allocated the prime responsibility and resources to engage with, and support members. In turn this responsibility has been divided between headquarters, especially the *Unit for Membership Relations and Governance*, for central administration and communication with members; and to the regions for more frequent communication and engagement with members.

It is not surprising that in our interviews with members, their experience with different parts of the secretariat looms large in their responses although the issues they raise may derive more from the role of Council than the member of secretariat staff with whom they are interacting. The feedback from members about secretariat support – or not - covers an enormous range from strongly positive to strongly negative. What we take from this very diverse set of responses from members about the secretariat are the following main messages:

- Every staff member who deals directly with members is representing IUCN in that transaction. They are the " human face" of IUCN to members. Some staff members perform outstandingly well. Others less so. Part of this is a matter of different skills – some staff members are better able to communicate and work with members. The ability to serve members should be a part of staff job descriptions and recruitment processes.
- Some of the difference in members' experiences with staff members is also a matter of attitude and expectations. It would be wise for all staff interactions with members to be predicated on the basis that the secretariat is providing a service to members and not the other way around.

operating the several times we tried; and WCPA said its membership list was available to members but we couldn't access it through the Members' Portal.

- The other side of this coin is that some members have unrealistic (and sometimes unreasonable) expectations of what the secretariat can do and can provide to them. Learning how to manage member expectations needs to be in the skill set of all staff.
- The reality is that IUCN members are very different in their needs, capacities and expectations when they join IUCN. Member organizations also change through time. Some members joined nearly 60 years ago and even those who have joined in the last decade have likely gained new priorities and capacities and lost some old ones. If it is to serve the whole membership, IUCN, and the secretariat in particular, need to have systems in place to know **all** the members and not just the most visible, strongest and active ones. It also needs a differentiated strategy in how it serves members because their needs and capacities are so variable.
- The organizational structures and systems within the secretariat are not as supportive to individual staff members in their work with members as they need to be. Staff members face operational roadblocks and lack of resources that can only be solved by senior management.

Finding 4: There is a gap between IUCN's strategic intentions and member expectations on the one hand and secretariat capacities and priorities on the other.

For a long time IUCN has under-invested in the secretariat resources needed to engage members effectively in its policy influence and programme. IUCN promotes its 1000-plus members as a key plank in its value-proposition to members and to its donors. In all its strategy and programme documents, it claims that *it works for, with and through its members*. This has created a gap between what the leadership and members expect and what the secretariat can deliver.

The review found that IUCN has under-invested in those components of the secretariat that are most critical to engage members strategically and to serve them through the provision of the services that they want. These components include dedicated staff time; communication and knowledge management tools; and organizational effectiveness.

The small unit for Membership Relations and Governance that is primarily responsible for member relations in headquarters has not been able to play a strategic role. It has neither the staff nor the time to play this role but has been overburdened with administrative tasks – especially the laborious admission procedure for new members and with chasing up on collecting annual dues from members[34].

There are Member Focal Points in Regional and Country Offices but almost all are part time (ORMA is one notable exception). They vary in their seniority and expertise in member relations and the degree to which they feel they have the support of their Regional Directors. In the ORMA Office, the Membership function has two dedicated FTEs and additional funds provided from the regional office

[34] The Membership Relations and Governance Unit also tragically lost its Head, Ursula Hiltbrunner in 2007.

budget. The SUR Regional Office has also dedicated more resources to membership relations. In both cases, the response from members has been positive but it leaves open the question of whether the level of support provided to members should be left to the region or a decision of senior management. Regional Offices are the frontline in terms of member relations but most appear to lack not only adequate staff time but also basic resources to communicate with members or to support members to participate in regional fora. In ARO, for example, a large geographic region with many members to serve, there are reportedly inadequate funds to mail copies of IUCN publications to those members who do not have broadband Internet connection.[35] The allocation of core funds across the secretariat to support membership relations is something that needs to be reviewed in the context of a new strategy for member relations.

The overall under-investment in member relations by the secretariat has led to several individual initiatives by component programmes and regional offices to better engage with members. For example, a member of the Global Forest Conservation Programme team has been given specific responsibility for member engagement. She undertook an analysis of the member database to identify those members with an interest in forestry and also made a survey on member engagement of the 13 forest focal points in the regions covering lessons learnt, constraints and future strategy.[36] The Global Forestry Conservation Programme is also supporting a membership consultation process in Brazil through the SUR office in 2007 that is designed to involve members in the Programme 2009-2012 and to strategically expand the national membership.[37]

Recent initiatives by the Director General to strengthen the member relation functions at headquarters are an important step in the right direction and should be extended throughout the regions. It is to be hoped that the Constituency manager position is filled as a matter of priority.

Finding 5: Members have different priorities from those reflected in the secretariat.

Our interviews at headquarters with administrative and programme staff provide quite different pictures of members' priorities than do the results of the IUCN Member Survey and our interviews with members. After knowledge products, secretariat staff describes members' needs, especially those in the South, as primarily related to technical support, help with project proposals and funding from IUCN. They report that members confuse IUCN with the UN and see IUCN as a donor organization. While this may be true for a few members, it is not a balanced picture of the membership.

[35] For the on-line IUCN Membership Survey 2007 copies were printed in ARO and sent by mail to those members without Internet access.
[36] V. Stucki, 2006, IUCN's Forest Team's previous experiences and future ideas on membership engagement; internal report.
[37] Brazil has 18 IUCN members but no national committee.

In contrast, the IUCN Member Survey found that services related to project work were much less important to members than those relating to networking, knowledge products and policy work.[38] Three questions relating to projects (*providing opportunities for involvement in field projects; developing proposals for funding;* and *technical support in designing projects*) ranked 6th, 9th and 12th respectively out of 12 possible services to members.

While there are some differences in members' priorities between governmental and NGO members and between regions **the overall importance of *networking, knowledge products* and *policy involvement* holds for all members**.

International NGOs place least value on being involved in field projects compared to other members and are most interested in collaborating with IUCN in developing proposals for funding. National NGOs are more likely to see field projects as important to them than are State or governmental members. Members in South and Meso-America are also significantly more interested in being involved in projects and developing proposals for funding with IUCN than are members from other regions – but they also see networking, policy involvement and knowledge products as priorities.[39]

The members who rate technical support in project design; field projects, and help with funding proposals as *very important* are in the minority globally. They are more likely to be national NGOs in the South. These members are among the least satisfied with the support provided by the secretariat. In the IUCN Member Survey, 63-65% say that they are *dissatisfied* or *very dissatisfied* with the service they received. A similar pattern was found for the provision of technical assistance from IUCN, which was ranked 10th overall out of 12 services by all members. For those members who rated it as *very important* to them, 56% were *dissatisfied* or *very dissatisfied* with the level of service they received.[40]

There are two messages here. One is that some secretariat staff may know less than they think they know about what members want and this leaves the door open to misunderstandings about members' needs and capacities. The second and important message is that a significant number of members are dissatisfied with the very services from IUCN that *they deem to be most important to them*. Having half or more of the members dissatisfied with a service they value is a problem for IUCN and may lead to questioning by those members about the value of maintaining their membership.

[38] Responses for Question 22 analysed by category of member and statutory region.
[39] Members in North America and the Caribbean, Oceania and East Europe, North and Central Asia are least likely to want to be involved in projects and funding proposals.
[40] This low rating held true across most categories of members although state members rated it 5th out of 12 possible services. Members in Africa, South and East Asia and West Asia also ranked technical support higher than did members in other regions.

Finding 6: Organizational systems and operational procedures within the Secretariat need to change if "membership engagement is everyone's business"

While it is true that members do not want to receive communications from IUCN that are not specifically relevant to them and they do not appear to be interested in using the Members' Portal as it is currently configured, we heard that members ***do want to be engaged in the work of IUCN.*** In particular they want to be involved in IUCN workshops and policy fora and they want to be linked into IUCN networks[41]. The key here is that members want to be involved in IUCN activities that **are relevant to them.**

One dimension of relevance is geographic – what is happening in their region and country. The regional and country offices and regional and national committees can play a key role here and the committees could do more with appropriate support. Many, if not all, regions have geographic-specific newsletters and other communications to members.

Another dimension of relevance is thematic and here the secretariat needs to have a new vision about member engagement. If it is to be everyone's business, different parts of the secretariat – and in particular the Global and Regional Component Programmes – need the information tools to engage with members for whom their work is relevant and they also need to communicate with members, segmented by thematic interest groups, directly and (sometimes) rapidly.

This means changing the current organizational protocols within the secretariat that assign primary responsibility for communication with members (beyond that with individual members) to the Membership Relations and Governance Unit. It will also require more investment in managing relations with members on the part of Component Programmes. More importantly, a cultural change is needed within the Secretariat to cut across the 'silos' in headquarters and headquarters-regions divide[42]. This would open up opportunities for initiatives like virtual teams linking central administrative units, regional offices and component programmes to work together to strengthen member engagement in IUCN policy and programme activities.

Strengthening member engagement would probably require that:

- Communications with members are well targeted to ensure that they are relevant;
- Staff in the appropriate units know which members want to be engaged in different areas of programme and be able to contact them directly and without undue delay;
- Regional membership focal points are informed (copied) on messages sent from headquarters to members as they are likely to be responsible for follow-up;

[41] These services were rated the most highly by members in the IUCN Member Survey 2007 after 'receiving IUCN publications'.
[42] The review team heard from Member Focal Points in the regions that requests are sent to members in their regions from headquarters without their being informed.

- The overall communications to members individually and collectively must be strategic and not chaotic.
- More purposeful hiring of staff is needed with respect to skills and member relations are reinforced in job descriptions.[43]

It should be a priority to meet these criteria before the implementation of the IUCN Programme 2009-2012.

3.6 Knowledge Management

Knowledge management is a recurring theme in this review because it is so central to many of the problems that IUCN faces in serving its members. Until knowledge management is advanced by improving basic infrastructure and systems and changing policies to increase knowledge access and sharing, IUCN will continue to be preventing from performing as well as it should as a member organization.

The Knowledge Management Strategy that was reported to Council in 2006 identified three strategic objectives for IUCN[44]:

1. Put on place basic organizational ICT systems to support and foster knowledge management
2. Strengthen knowledge creation, sharing and learning across organizational boundaries and shift the focus towards more efficient and concerted analysis and synthesis
3. Strengthen capacities to assist, empower and influence target audiences

IUCN has not invested the resources identified as step 1 that are needed to enable the secretariat to communicate effectively with members. Nor has it lived up to its self proclaimed "Knowledge Network" brand by investing in the databases and knowledge management systems that are essential to improving knowledge sharing from and to members, the Secretariat and the Commissions. The inadequacies of knowledge management in IUCN and of the member databases in particular have been known since the previous Intersessional. The last External Review 2003 and the Knowledge Management Study[45] are only two of recent reports to urge action. Improved knowledge management is no longer an option in IUCN. While important new initiatives are underway, such as the MIS

[43] We note that even recent job postings barely mention serving the membership as a key function.
[44] A Knowledge Management Strategy for IUCN, December 2005.
[45] Creech, H., December 2004, The IUCN Knowledge Management Study: Mobilizing IUCN's Knowledge to secure a sustainable future.

Initiative (Management Information System), upgrading core organizational systems has not been given the priority by senior management that is critically needed.[46]

Following the last External Review, the Knowledge Management Strategy identified six strategic areas of work (Table 2). These are still valid today and much remains to be done in the first step. IUCN also needs to consider having a senior position for managing knowledge management to coordinate the implementation of an integrated strategy similar to that shown in Table 2.

Table 2 Strategic steps to strengthen IUCN's knowledge management capacity[47]

Strategic Area of Work 1: Improve access to IUCN's information and knowledge	
1.	Upgrade the ICT infrastructure and support services
2.	Improve the IUCN Intranet
3.	Develop an integrated Conservation and Management Information System
4.	Strengthen technology-enabled publishing
5.	Transform the IUCN library system
6.	Establish a 'yellow pages' of IUCN expertise, product repositories and services
7.	Increase the number of multilingual products
8.	Develop instruments to capture knowledge
Strategic Area of Work 2: Foster an organisational culture that values knowledge workers and encourages knowledge management	
9.	Improve human resources and management policies, approaches and performance drivers to encourage knowledge management
10.	Build and promote internal knowledge management capacities, tools and resources
11.	Provide inspiring workspaces
Strategic Area of Work 3: Embed knowledge management in roles and work processes	
12.	Allocate and support knowledge management roles and responsibilities
13.	Launch pilot initiatives based on work process analysis
14.	Embed knowledge management results in programme planning, monitoring and evaluation
Strategic Area of Work 4: Turn action into knowledge into action – sharing, learning and creating across organisational boundaries	
15.	Synthesise, capture and use good practice and policy lessons
16.	Mobilise and support communities of practice
17.	Preserve institutional memory and tacit knowledge

[46] MIS-e News, Dec 2007, Issue 1.
[47] Taken from A Knowledge Management Strategy for IUCN, December 2005.

Strategic Area of Work 5: Strengthen IUCN's knowledge base for greater impact	
18.	Safeguard a reputation for quality and cutting edge work
19.	Identify and develop flagship products
20.	Create value-adding knowledge products and services
Strategic Area of Work 6: Enhance capacities to serve and influence target audiences	
21.	Deepen relationships for effective communication and engagement with partners and target audiences
22.	Focus on influencing strategies
23.	Create deep societal and global change

The Membership Unit is responsible for sending a monthly e-bulletin to all members and for maintaining the restricted access Members' Portal on the website. It does not appear that these communication initiatives are very successful. Very few members contribute stories or news for the e-bulletin[48] and very few members use the IUCN Members' Portal. A visit to the *Members' Portal* on 27 September 2007 revealed that only 12 articles had been posted; the last post in the on-line *Members' Forum* was 28 March 2006; nothing was listed under the page for *Members' Publications;* and there were only 87 members (out of 1045 members) registered as users. We heard from some of the few members who had used the Members' Portal that they felt that it had no particularly useful additional information compared to the IUCN public website so they were not encouraged to repeat the visit.[49]

One of the technical issues is that the *Members' Portal* is designed and managed in the USA as a separate website that is not integrated to IUCN Intranet so information transfer to it is not seamless.[50] As the frontline group for communications with members, the Membership Relations and Governance Unit needs better ICT support to enable more interactivity with members through the Portal. It also lacks the tools for key feedback from members - the web statistics on visitors to the Members' Portal are so minimal as to be virtually useless.[51] Four years after the last External Review 2003 one has to ask the question – why hasn't more priority been given by senior management to invest in these basic tools for member relations?

[48] Members have submitted only 2-3 contributions in the last 7 months although each e-bulletin asks members to send in stories. The membership Unit has to search the websites of members to find stories to put in the bulletin.
[49] An exception is the effort made by the Forestry Programme to reach out to members which has a list of members working in forestry that is searchable by region, biogeographic area, geographic scale, topic and type of work (field activities, advocacy, training etc).
[50] Another disadvantage is that the technical support for the Members Portal located in California works nine hours behind IUCN headquarters in Switzerland, which means that response times are slow.
[51] Staff in the membership Unit is well aware of the problems and want improved technical web support.

Finding 7: Members look to IUCN for networking so IUCN should strengthen its capacity to support members to work together and with the Commissions

Members value the access provided to them through IUCN to wider conservation and sustainable development networks. In the IUCN Members Survey 2007 members across all categories and in all regions rated networking as an important service provided by IUCN. Over 60% of members reported that networking was *very important* and of those 63% were satisfied with the access to networks they received. This still leaves nearly 37% of members to whom networking is very important who are *dissatisfied* with the level of service provided to them (Table 3).

Table 3 Members' satisfaction with IUCN services that are very important to them[52]

IUCN service that is very important to member	Percent satisfied	Percent dissatisfied
Providing IUCN Publications	**86%**	14%
Enabling member to attend IUCN meetings	**68%**	32%
Providing access to networks	**63%**	37%
Providing electronic discussion forums	**63%**	37%
Providing face to face discussion forums	**56%**	44%
Engaging member in policy work	**55%**	45%
Involving member in policy forums	**53%**	47%
Providing expert advice on policy	46%	**54%**
Providing technical assistance	43%	**57%**
Obtaining technical support in designing projects	36%	**64%**
Providing opportunities to be involved in field projects	35%	**65%**
Developing proposals for funding with IUCN	33%	**67%**

Much of this networking takes place in meetings, especially at national level and at the WCC, where members meet one another and become enthused with what they might accomplish together. After the international meetings, members must generally depend on their own efforts to keep up with the thematic areas, except for some limited initiatives in certain parts of the secretariat, and for SSC and WCPA, whose volunteer networks reach into many member organizations.

IUCN still lacks the basic tools for strategic engagement with its members. One of the most critical is a complete, functional and interactive database that can be used by the secretariat to target communications to members with particular interests and skills and thus support networks or

[52] Data from IUCN Member Survey 2007.

communities of practice across the Union that link members and Commissions within the framework of the IUCN Programme.

An exercise by the review team to identify members by thematic areas in Africa revealed major weaknesses in the current member database.[53] First the categories of 'areas of activities' and 'areas of expertise' overlap leading to confusion and duplication of entries. Second, the categories themselves have some strange omissions and entries (no 'environmental economics' for example and a filler category called 'research'). Third, not all the entries are coded. This means that when you use the search function you cannot rely on the results to be either accurate or meaningful.

No member, Commission or staff member could be expected to regularly undergo such a laborious process to identify members with particular thematic interests. Yet it is still the key tool for the secretariat and Commissions to know whom the members are and what they do. In practice, the secretariat relies on the knowledge held by individual staff members in headquarters and especially in the regions. This may work in an ad hoc way for the secretariat. It does almost nothing to serve members seeking members.

Finding 8: IUCN publications are highly appreciated by members and their value could be further increased.

Both staff and members agree on one thing - members highly value the knowledge products that come from the work of the Commissions and Component Programmes. They particularly value products like the Red List and the many guideline documents that are sent to them in hard copy and are available on the website and on the Members' Portal.

In the 2007 IUCN Member Survey members consistently ranked IUCN publications as the most important service that IUCN provides to them. This holds true across all categories of member and across most regions except for West Asia, Meso and South America and Oceania, where it was ranked a close second.[54] And of the 70% of members who said that IUCN publications were very important to them, 84% expressed themselves as satisfied with the publications they received.

Our interviews with members confirmed these survey results. They also provided some proposals for improving the publications, mainly relating to better distribution of publications and having more publications in Spanish (particularly a concern for members in Latin America) and in French (particularly a concern in West and Central Africa). In terms of content, a few members wanted IUCN

[53] What was designed as a short trial run took 10 hours to analyse data for 178 members in Africa – hardly a cost-effective search function!

[54] The most highly ranked service in Meso and South America is 'developing proposals with IUCN'; in West Asia it is providing expert advice on policy; and in Oceania it is providing access to networks.

to make its publications more relevant to particular national situations by contextualizing the results better. Others suggested that IUCN should publish more work *synthesizing* its project findings and actually doing more meta-studies. This latter seems to us to have particular merit, given the greater attention paid in policy fora to global and regional assessments like the Human Development Report, GEO and the Millennium Assessment – which are based on meta-analyses.

Members seem generally unaware of the process by which publications are written and produced. While some members express concerns about the distribution of hard copies, only a few members raised the issue about the lack of systematic peer review for IUCN publications – a quality control issue noted in the Knowledge Products Study (2004) and the Knowledge Management Study (2004).

Some members are critical of IUCN publications on the web for their lack of availability and accessibility. Many reports (as well as corporate documents) are not available on the IUCN website. They should be rapidly posted as soon as they come available. Web reports should come in alternative web formats that offer the choice of including or excluding the glossy pictures that are so prominent in the hard copies. These create huge files that are costly to download in many developing countries without cheap access to broadband.

The bottom line is that members value the publications and want more of them; and there are simple ways to make them more accessible to members. A web version of all publications without pictures should be the norm, as well as posting web versions as soon as possible. Overall, in producing and disseminating the IUCN knowledge products, the secretariat gets a good grade from members.

3.7 Programme

The word "Programme" is used within IUCN to mean different things. In one sense everything that IUCN does is its programme (of work) and this is how the word is used in the Statutes and Regulations:[55] Used in this way, IUCN Programme would include the work of the Global Operations Group and the Global Strategies Group as well as that of the Director General and Council. However increasingly 'Programme' is used more narrowly to refer to that set of activities described within the "One Programme" or Intersessional Programme, and questions can be asked about whether a particular activity is within or outside the Programme – a question that would not make sense if the first (statutory) definition were being used. Within the One Programme there are Global Programmes and

[55] "IUCN shall pursue its objectives through an integrated programme of activities, formulated, coordinated and implemented by the members and components of IUCN." IUCN Statutes and Regulations (as last amended in 2004), Regulations Part II- Programme.

Regional Programmes. Members admit to confusion and IUCN might do well to clarify its terminology.

Finding 9: Most members are only marginally involved in the IUCN Programme, and do not see it as driven and "owned" by members.

Members are more familiar with the regional programme for their area than for the Global Programme and are not sure how to engage with Global Programme – or even what their entry points are to reach the Global Thematic Programmes. The Forestry Programme stands out as one that has made a systematic effort to engage with members and with regional programmes.

The IUCN Member Survey 2007 reports that although 72% of members say that they are familiar with the Global Programme, for most of the thematic areas 30% - 45% of members say that they are not engaged with the programme area at all. The two exceptions are *Protected Areas* and *Species* thematic areas, which each are reported to involve up 85% of the members surveyed - many through the participation in the WCPA and SSC Commissions[56].

It is hard to say what this reported engagement means. For those members who say that they are involved, most say that they are only '*somewhat*' or '*slightly involved'*. This leaves a small core of members (3-15% of the membership depending on the thematic area) who say that they are '*very involved'*.

These data are supported by information provided to the review team by the Regional Office for East Africa (EARO) in September 2007. For 30 projects implemented in the region by IUCN, only 5 involved members at some level informally. IUCN only subcontracted a total of six members to work on three of the projects. In comparison, 63% of the 30 projects reviewed had contracted 49 different non-member partners to work on the projects. While this may be appropriate from a technical perspective (the review team has no evidence one way or the other), it belies the words of the IUCN Strategy and supports the concerns of members who want to be involved and feel 'shut out'.

From our interviews, it is clear that members generally see the Programme as conceived, led and primarily implemented by the Secretariat rather than by members, and involving non-members as partners as much if not more than members. Even those members that are actively involved in projects at the local level tend to regard the overall programme framework as one that is designed and orchestrated by the Secretariat. Several members commented that despite the wider process of

[56] This high reported involvement in WCPA and SSC means that only 6% of members surveyed say that they are not involved in ANY global thematic programme area and <2% say they are not involved in ANY regional thematic programme area.

consultation in 2007 with members to comment on the draft programme framework, they do not feel that they "own" the Programme – the Secretariat does.[57]

The pattern of member involvement in the Programme as reported in the IUCN Member Survey, is complicated but some trends can be seen:[58]

At *some* level of involvement:

- The themes led by the two largest Commissions, Protected Areas and Species, involve the largest numbers of members – 83-85% of members say that they have some involvement with these thematic areas;
- After *Protected Areas* and *Species*, member involvement at some level in thematic work is greatest for the traditional 'heartland' themes of forest conservation, marine, water, and ecosystems management;
- For any thematic area, significantly more members are involved at the regional level than in the global component programme[59];

For the core group of the *most involved* members:

- The proportion of active members who say that they are *very involved* is small whatever the theme. For *Protected Areas* and *Species* it is 13-15%. For most of the other thematic areas it is 7-10%.
- Two newer themes have attracted higher numbers of members to become *very involved*: 'Business and Biodiversity' and 'Conservation Livelihoods and Poverty Alleviation' (11% of all members);
- For environmental economics, social policy and TRAFFIC, only 3-5% of members say that they are *very involved*;

For the members who are '*not at all involved'* in the IUCN Programme:

- The numbers of *uninvolved* members are greatest for the environmental economics, social policy and marine themes, and TRAFFIC (40-45% of all members)
- For the other thematic areas, the percentages of totally uninvolved members range from 15-17% (for Protected Areas and Species); 21- 31% for the rest;

To sum up the pattern of member involvement in the 2005-2008 Programme: for each thematic area, there are a very few members who are actively involved; a much larger group who are marginally or

[57] Members commented positively on the greater effort to consult with them on the 2009-2012 Programme; and less on the timing of the East African situation analysis appearing after the draft Programme was written.
[58] See also more complete results in the report on the IUCN Member Survey, 2007.
[59] Except for TRAFFIC where the increase in members involved at the regional level is only 5%.

passively engaged; and (except for *Protected Areas* and *Species*) 20-45% of members who say that they are not at all involved. While the numbers are higher for member involvement at the regional level, the pattern remains the same.

Are these numbers acceptable? How have they changed between the Intersessional Period 2005-2008 and the previous one? What are the longer-term trends? How has member participation changed as the number of members increased dramatically in the last decade? Unfortunately, we don't have the answers to these questions because IUCN has not set targets for member involvement nor measured its achievements before the recent Member Survey 2007.

Finding 10: The gap between member profile and programme is widening. The 2009-2012 Programme requires more expertise in areas that do not match the skill and interest profiles of the majority of members.

A casual review of the areas of specialization listed for members in the member database reveals that very few identify the thematic areas that are critical to the successful delivery of the new draft programme 2009-2012.[60] While there are substantial problems in using the member database[61] a more formal analysis of the listings for 178 African members shows that the majority of members are working in environmental education (35%); advocacy and policy (34%); biodiversity (27%); climate change (24%); natural resources management (20%); and sustainable development (20%). Socio-economic work is mainly concentrated in urban and peri-urban areas and is listed for 15% of members in Africa.

Globally, the results of the IUCN Survey 2007 show that <5% of members are active in the economics and social policy thematic areas of the present programme, so for some of the major results areas of the new programme, members are unlikely to be playing lead roles.

Even if a determined effort is made to bring more members with the missing skills into the Union, this is not likely to be fast enough or in sufficient numbers to change the member profile in time for the 2009-2012 Programme. There is also the challenge of finding new members with competence in economic policy or energy systems that also have a mission focus on nature conservation; and who are interested in joining IUCN. This means that increasing the involvement of members in the new programme will be an even greater challenge than it is today, especially without and a new membership strategy.

[60] Similar questions have been raised with us by staff and by members about the expertise profile of the Secretariat in the face of the 2009-2012 Programme.
[61] See Finding 5.

Finding 11: Some members are critical of the way the secretariat delivers the Programme citing competition with members and working outside of its technical expertise.

The evidence for this finding comes largely from the interviews with members (including the meetings held with members in Africa) and from the responses to open questions in the Member Survey. It does not mean that all or even the majority of members is critical of the Secretariat. We heard positive stories and appreciation about the roles played by Secretariat staff at headquarters and in the regions. But we heard more criticism than praise.

The interviews would appear to contradict the IUCN Member Survey that shows satisfaction ratings in the range of 60-80% for the thematic programme areas and 67-77% for the IUCN Commissions. However, except for *Protected Areas* and *Species,* the percentage of members who express themselves as '*very satisfied'* is less than 10%. More importantly, these ratings include only those members who are involved in some way with programme and with the Commissions and not the 20-45% of members who say that they are not involved. Cross-tabs between involvement and satisfaction ratings show that, for members who are involved in some way, satisfaction appears to be positively related with degree of involvement. For the uninvolved member, some members told us that they would like to have more engagement whereas others say they are busy enough trying to deliver on their own objectives.

The IUCN Members Survey 2007 found that members who said that IUCN publications, discussion forums, and access to networks were very important to them were also satisfied with these services from IUCN. In contrast, those members who placed most importance on technical assistance, involvement in field projects, technical support in designing projects, and collaboration in developing proposals for funding *were more likely to be dissatisfied or very dissatisfied with these services*. Members for whom policy related services were very important were more likely to be evenly divided on how satisfied they were (Table 2).

One message here is that what members want from IUCN depends very much on their own circumstances and thus what the Secretariat should do to support the needs of its members is neither simple nor easy. The secretariat needs much better knowledge of members' capacities so that it can implement a more differentiated approach to them.

The common threads in the criticisms members have of IUCN in implementing the programme on the ground are:

- There is no "ask members first" protocol within the secretariat where members with appropriate geographic and thematic profiles are given the opportunity to be actively involved before bringing in non-member partners. This is compounded by a sense among members in some regions that the prevailing (negative) view from the Regional Office is that most members cannot usefully contribute to the programme.

- The secretariat, particularly in the regions, must raise funds for the salaries of its own staff and some members see this as having an undue influence on decisions about project staff appointments and technical components, as the secretariat tries to keep a larger share of project funds for itself.
- Sometimes the secretariat implements a project using staff or even long term consultants who do not have the appropriate skills and delivers a result that is technically weak. This does nothing to help the State members concerned and can damage IUCN's reputation for technical and scientific quality.

Since many field projects are implemented in developing countries, we heard these criticisms more from members in the South. Members in the higher income countries in Europe and North America were less likely to feel that they had experienced direct competition from the Secretariat and more likely to mention their concern over a perceived mismatch between member needs and a misallocation of the Secretariat's priorities in implementing projects rather than supporting capacity building, networking and policy platforms among members. On the other hand, a few members in the North said that IUCN expects them to provide highly qualified staff to represent IUCN at international meetings without any salary support. For NGOs raising their own funds, whether in the North or South, this is a financial burden that means they cannot always be as involved as they would like.

3.8 Policy

Finding 12: Members want to be able to play a larger role in IUCN policy setting than they currently do.

Policy work and policy platforms are very important to members and they are also a good way for IUCN to demonstrate the value of the Union. There is a general feeling among the more active members that IUCN influences the international agenda less now than 15-20 years ago when the original MEAs were being negotiated. Among the changes that have taken place since 1990 is that the international environmental policy field is more crowded today. IUCN members like IIED, WRI and IISD have evolved beyond their original "think tank" roles to play key roles in developing the international policy agenda that can be seen as competing with IUCN. Other longstanding members like WWF, Conservation International, Birdlife International and The Nature Conservancy have also increased their own in-house policy capacity and external influence. However, all agree that IUCN holds the special card that it is the only organization with UN Observer Status and can speak in the UNGA.

In our interviews we heard from several of these and other organizations that they would like to have more consultation with IUCN about international policy positions and processes. There is already a regular consultation process between nine of the leading conservation organizations, including IUCN, at executive and technical levels, to share ideas and try to develop common positions when appropriate. These members would like IUCN to be more effective in this high level process, by consulting earlier and being more engaged with members and thus more influential.

More generally, if there are concerns expressed by members, they are more to do with the *process* by which IUCN consults with members than with the positions taken. Members want to be able to play a larger role in IUCN policy setting than they currently do. No member told us that they had been *over-burdened* with requests from the secretariat seeking their input to IUCN policy. But we did hear the opposite from several members – including those who said they have more in-house policy expertise than does the IUCN secretariat but have not been asked to contribute to developing policy positions for the Union. Some members report that they are better able to have input through the Component Programmes and Commissions rather than through the Global Policy Unit.

Finding 13: Members look to IUCN for support in policy work.

Having policy influence is important for many members. Members say that they use IUCN's knowledge products to help them take positions in negotiation processes and to formulate policy within their own countries. The most often cited products are The Red List, Guidelines for Protected Areas, and reports from the Water, Forests and Marine Programmes.

However many members, especially government agencies and national NGOs and those in Meso and South America, would like to have more direct engagement within IUCN on conservation policy work[62]. Overall, half the members surveyed reported that engaging in conservation policy work with IUCN is *very important* to them. For most members, it is the national and to a lesser extent, regional, policy levels that are more important than the international level.

Of the 50% of members for whom policy work within IUCN is important, only 55% expressed themselves as satisfied. This means that 45% of members for whom collaboration on policy is important are *dissatisfied* with their experience as members of IUCN. Similarly, of the 49% of members who say that receiving expert advice on policy related conservation issues is *very* important to them, 54% say that they are dissatisfied with IUCN. These high rates of dissatisfaction among those members who look to IUCN for policy advice or collaboration should be of concern to Council and to the secretariat.

[62] Responses to Question 22 of the IUCN Member Survey 2007 analysed by category of member and statutory region and cross-tabulated between level of importance and level of satisfaction.

3.9 Value Proposition of IUCN to Members

The IUCN Programme 2009-2012 describes IUCN's Value Proposition as derived from the value-added of the component parts of the Union (Members, Commissions and Secretariat) that are brought together and effectively delivered through the complete value chain through partnerships and networks that can have strategic influence from local to global scales. How does this look from within the membership?

There is no single formula to express the value proposition that IUCN offers to all its members because the membership includes the full range of States from powerful regional leaders to least developed countries and small island states. Its NGO members range from those who count their budgets in hundreds of millions of dollars and their staff in thousands to those who have a staff of 10 and a budget to match.

Some members feel that they contribute more to IUCN in knowledge and expertise (and money) than they receive. Other members with fewer resources are looking to IUCN for support of different kinds – technical, capacity building and financial. The thematic and regional concerns of members also vary hugely. While it is an IUCN mantra that there is strength in member diversity, it must sometimes appear very differently for many working within the Secretariat and the Commissions. Despite their great differences, there are some common threads in how members value their association with IUCN and how they view the strengths and weaknesses of the Union.

Finding 14: The three core elements in IUCN's value proposition to members are: networking, IUCN's convening power, and governmental and non-governmental members sharing the same platforms from local to global levels.

IUCN members are diverse in size, organization, access to resources and purpose, and understanding and managing this diversity is key to successful engagement of the membership in the work of the Union. At the same time there are patterns that cut across the diversity. The IUCN Member Survey attests to the high value that members place on the publications, meetings and networks of IUCN. Members rate these more highly than IUCN projects or receiving technical advice and support. What members gain through these IUCN 'services' is access to knowledge, expertise, *other* member organizations, and *other* networks.

From our interviews with members, there appear to be three essential, interrelated elements at the core of why members value IUCN. The first is access to networks. One of the most important reasons why members join IUCN is to engage with other people and organizations. The IUCN networks that attract them can be thematic or geographically defined - the expert networks of the Commission Specialist

Groups or the thematic and regional programmes. For many members, the most meaningful part of IUCN is their national network of members, and to a lesser extent, their regional networks.

IUCN also provides members with access to networks beyond those animated directly by IUCN. Going to an IUCN meeting, being part of a Specialist Group is a entry to other networks through the people you meet. Networks lead to dialogue and networking and this is the lifeblood of most members.

The second element at the core of IUCN's value to members is that it is important to them that they are part of a global organization. Some members are attracted by the prestige of IUCN and others are motivated to be part of a conservation *movement* that is goal oriented and brings together like-minded people. Responses to the open questions in the Member Survey also reflected these two slightly different perceptions of IUCN's value proposition. IUCN's long history, past successes like the CBD, flagship products like the Red List, and more recently, its Observer Status at the UN all contribute to the prestige that members share by being part of IUCN. IUCN's international reputation gives it convening power that enhances the access it can provide to members to influential networks and platforms.

The third point in the triangle that defines the core of the value proposition to members is the structure of the membership that includes both State members and government agencies on the one hand and national and international NGOs on the other. This bi-cameral membership structure is important at both national and international levels, particularly because it allows IUCN to provide platforms where governments and civil society organizations can come together as members and can discuss issues and search for solutions.

These three elements – access to networks; part of a prestigious global movement, and bi-cameral membership - together make IUCN a uniquely valuable organization for its members.

While members value the knowledge IUCN brings them through the programme and praise the publications, these are not what make IUCN unique or even an outstanding performer. The IUCN 'brand' as seen by members is a prestigious international organization, with access for members to national and international tables where they will sit more or less as equals with other governments and organizations. As members they share in the IUCN prestige and influence, within their countries and globally. Thus the three qualities at the heart of IUCN's value proposition are interdependent. A change in the status of any one can affect the value of the other two and thus weaken the core value of IUCN for its members.

How robust is the value proposition of IUCN to members? When IUCN fails to deliver on any one of the core elements, members are more likely to become disaffected and call into question the value of the other two. For example, while some members see strength in having as many members as possible,

other members express concern that the rapid growth in membership has 'debased the IUCN currency' and reduced the cachet that used to be attached to being a member of IUCN. They argue that IUCN is today less prestigious and thus it is less effective. Some see the issue in more pragmatic terms as a question of rebalancing resource allocation and priorities towards those areas they see as under-funded, such as policy platforms and national committees

IUCN must somehow work with these different perspectives to provide value to all its very different members. It must also recognize that IUCN is not only a destination for its members, but is valued for being a *gateway* for members to link to other organizations, individuals and networks. The pace of evolution of expert networks and virtual communities means that unless IUCN is willing and technically able to become a more open network of networks, it may begin to lose its value for its members.

Finding 15: Many of IUCN's strengths and weaknesses are the same in 2007 as in 1994 with organizational weaknesses deepening.

In 1994 a Symposium on *The Future of IUCN* was held with the participation of a large proportion of secretariat staff on the occasion of the opening of the new headquarters that identified the strengths and weaknesses of IUCN[63]. In our interviews with members in 2007 we asked them to tell us what they saw as IUCN's strengths and weaknesses today. The results are given in Table 4.

Comparison of the perceived strengths of IUCN between 1994 and 2007 shows three characteristics that remain constant – the unique bicameral membership structure; the Commission expert networks and IUCN as a technically based conservation organization. Three weaknesses are also cited in both periods – lack of clarity and consensus in the mission; poor communication and collaboration across the Union and ineffective governance and decision-making.[64]

[63] IUCN 1994, The Strategy of IUCN, Table 1, p. 6. The participants giving their views of IUCN in 1994 included a large number of secretariat staff. Only IUCN members who were interviewed for the External Review contributed to the data for 2007. Thus the two groups differ in composition as well as in time.
[64] The wording is different in the two years but the meaning is essentially the same.

Table 4 Perceived strengths and weaknesses of IUCN in 1994 and 2007

		1994 (811 members)	**2007** (1074 members)
STRENGTHS	**Same in 1994 and 2007**	o Unique membership structure o Networks of experts in the Commissions o Technical expertise in IUCN	o Unique membership structure o Networks of experts in the Commissions o Technical expertise in IUCN
	Change between 1994 and 2007	o Direct democratic participation of members in defining IUCN policy o Secretariat staff o Access to networks o Nearly 50 years of activity o	o Reputation and credibility of IUCN o International scope o Ability to influence governments o Knowledge products
WEAKNESSES	**Same in 1994 and 2007**	o Lack of clarity and consensus in mission o Poor communication and collaboration across Union o Limited effectiveness of Council and General Assembly o	o Lack of clarity and consensus in mission o Poor communication and collaboration across Union o Ineffective governance and decision making
	Change between 1994 and 2007	o Rapid growth is challenging management capacity o Inadequate realization of its potential o Inadequate attention to networking o Poor advocacy of Union's policies o Inadequate strategic planning	o Rapid growth has overwhelmed management capacity o Secretariat is too big and competitive with members o Inadequate support to and engagement with members o Membership criteria and selection o Uneven activity across regions o Inadequate work at national level

These strengths and weaknesses are not unconnected. Lack of consensus on the mission may be endemic to the bicameral membership structure of IUCN but a lack of clarity on the mission lasting over more than a decade is a matter of concern. Poor communication and collaboration across the

Union is at least partly a function of rapid growth of IUCN in members and staff between 1994 and 2007 combined with regionalization. We were told many stories of one part of IUCN not knowing what the other parts were doing. In an age of expectations of efficient use of resources and enormous advances in information and communication technologies, this is a long-standing organizational weakness that IUCN should finally tackle seriously.

Perhaps even more important are the perceived changes in the strengths and weaknesses of IUCN between 1994 and 2007. Two important types of outputs – policy influence with governments and knowledge products are mentioned as strengths in 2007. In 1994 rapid growth is cited as challenging management capacity. By 2007, growth is seen as having somewhat overwhelmed IUCN's organizational capacity. The Secretariat, which was cited as a 'strength' in 1994 is seen in 2007 as a weakness. In 2007 IUCN's international work is seen as a 'strength' while its work at national and regional levels comes in for more criticism.

Overall the strengths of IUCN appear to lie in its initial concept and structure. Its weaknesses lie more in its strategic vision and operations and the inability of its leadership to either manage the growth path that it has adopted or to make the change to a new organizational model – one that might be more like the original conception or something quite different from both yesterday and today.

4. Effectiveness in Meeting Objectives of IUCN Membership Strategy (2005-2008)

The Membership Strategy was prepared in 2003 following the recommendations of the External Review 2003 that called for a more strategic approach to membership in IUCN. It was supplemented in 2005 with guidelines and targets for membership recruitment and retention 2005-2008 which were circulated within the secretariat only[65]. The *IUCN Statutes and Regulations* and the *IUCN Membership Policy Guidelines (2001*) provide the legal and policy framework for the membership strategy.

The strategy sets out an overall goal for the membership:

> "An informed, skilled, connected, engaged and highly influential conservation movement capable of achieving the vision and mission of IUCN"

There are four main objectives for the Intersessional Period 2005-2008:

1. A broad range of knowledge and experience of members is accessed, analysed and in turn is used by members, Commissions and the Secretariat.
2. Members are more capable of achieving conservation goals through networks, alliances and partnerships.
3. Key national, regional and global conservation arrangements and agreements are influenced by the IUCN membership.
4. IUCN Secretariat engages the membership more strategically in achieving the mission of IUCN.

For each objective, the strategy provides a rationale, the main strategic issues to be addressed, and the results to be achieved for the Intersessional Period 2005-2008. These are summarized in the boxes at the beginning of the next four sections, followed by the review assessment of progress and achievement up to the end of 2007. The overall finding on whether IUCN has met the objectives of its Membership Strategy 2005-2008 is given in Finding 17. More specific findings are discussed under the sections on the four objectives of the strategy.

[65] IUCN Membership Recruitment and Retention Guidelines 2005-2008: Supplement to IUCN Membership Strategy; August 2005.

4.1 Objective 1: Knowledge, Experience and Learning

OBJECTIVE 1
The three strategic issues to be addressed are:

1. Collecting, synthesizing and organizing information and knowledge held by members so that it can be made available to all parts of the Union including the members themselves;
2. Lack of systematic engagement of members in IUCN's policy and programme work;
3. Capacity of Secretariat, particularly the Component Programmes to collect and organize information and knowledge from members.[66]

Two key results were established for 2005-2008:

1.1 Synthesis of knowledge of members for priority areas to be used by the Component Programmes;
1.2 Members, Secretariat and Commissions access and use that knowledge.

The premise underlying Objective 1 is that systematic engagement of members in the programme and policy work of IUCN requires better information on members and improved information systems to access and use that information. We agree.

For knowledge management to serve its members and enrich the Programme, IUCN gets a poor grade. The member databases that are used by the secretariat to serve members and to link them effectively to other parts of the Union, including other members, were recognized in the *last* External Review 2003 and in the Membership Strategy 2004 as inadequate both in their content and their structure. Not much has changed since to improve the situation. The member database was designed mainly for administrative and financial purposes and needs to be rebuilt to support the strategic engagement of members in the programme, policy and Commission work of IUCN.

The review has found that the quality of information on members and the functionality of the member database leave much to be desired. At present it cannot support any *synthesis* of the knowledge of members that can be used by the Component Programmes to engage with appropriate members as anticipated for Result 1.1 of the Strategy; nor can members, Commissions or the secretariat readily access that knowledge with the current state of the database search function (Result 1.2). Any progress that has been made has been dependent on the efforts of individual Component Programmes and Member Focal Points with little support from improved management information systems. A complete rebuilding of the database in terms of functionality and content structure is needed urgently.

[66] This third strategic issue seems to overlap with the first one under Objective 1.

The next generation of member databases needs to be driven by strategy and allow different parts of IUCN – including global and regional component programme staff and Commissions and their Specialist Groups - to identify more focused "communities of practice' and specialized interest groups within the membership so that engagement across IUCN takes place in a more relevant and targeted manner. Members vary widely in their relevant "communities of practice" and peer groups in ways that cut across the IUCN Programme and Commissions and many want to receive information that is more targeted to these interests. And as members' interests and the IUCN Programme evolve, the designation of thematic categories will also change.

4.2 Objective 2: Networks, Partners and Alliances

OBJECTIVE 2
The three strategic issues to be addressed are:

1. Understanding what makes member networks and partnerships effective
2. Maximizing synergies across the Union;
3. Better accountability and management of partnerships

Two key results were established for 2005-2008:

2.1 Programme managers and members' committees better understand how to run effective networks, partnerships and alliances
2.2 Members, partners and Component Programmes are more effectively connected by thematic areas

At the level of the Union, IUCN is not able to support thematic "communities of practice" so that little progress has been made towards achieving Result 2.2 of the Membership Strategy. Until now, IUCN has lacked at least three of the essential ingredients needed to enable '*members and Commissions to be "more effectively" connected with each other and to the Component Programmes'*:

- Adequate ICT infrastructure to support effective networking thematically across Commissions and members;
- Relevant, updated, accessible on-line information from all parts of the Union, including member databases;
- Sufficient commitment from IUCN governance bodies and management to make the membership strategy a priority in 2005-2008[67].

[67] Two comments: it is partly a question of financial resources to upgrade the ICT etc., but equally a change in attitude within the secretariat is needed. There are signs of positive change for the next Intersessional.

Finding 16: IUCN can do better to support good management of its partnerships and alliances.

IUCN is involved in many partnerships and alliances. Its Commissions work through Specialist Groups that are essentially thematic networks, or 'communities of practice.' IUCN members like Birdlife International and the members who run zoos and botanical gardens each have their thematic networks and associations. Some of these are cited by members in the IUCN Member Survey as more effective alliances and networks than those of IUCN, and some as less so. Do IUCN Programme managers better understand how to run effective networks and partnerships? (Result 2.1) We could find no evidence to show that they do better or worse in this Intersessional than in the last.

The review team heard both positive and strongly negative stories about the Secretariat's management of partnerships with members and with other organizations and examined a few more closely. Where the partnerships are seen as more successful, each partner, including IUCN, has clearly something to contribute that the partnership needs and the others cannot provide – in other words, it is a *strategic* partnership. Where the partnership sours, one or both of two problems appear to occur. IUCN is perceived as not delivering an adequate quality of work as a partner; and/or it performs poorly as an "alliance manager".

One of the basic rules about how to manage strategic partnerships is that the 'alliance manager' should act in the interest of the partnership and not in that of his/her own organization. In partnerships that appear to be failing, other partners have characterized IUCN's role as a partnership manager as autocratic and self-serving. They complain about poor communications with the other partners that lead to inefficient work and lack of trust. They believe that partnership decisions made by IUCN as alliance manager are sometimes unduly influenced by IUCN's own needs and constraints and are not necessarily in the best interest of the partnership. When they complain about the situation, some members feel that their complaints are dismissed by the secretariat rather than seen as points of departure for the partners to collectively learn how to improve the situation. Equally, when partners praise a staff member for good alliance management, there is no effective system for such success to be recognized and used as a model for good practice.

There does not appear to have been any training for staff to be effective "alliance managers". We would argue that this training is needed. It is clear that some staff members in IUCN are good alliance managers and others are not. However for an organization whose lifeblood is working effectively with others, there is a need for more staff training on partnership and alliance management ***and*** a more strategic oversight by IUCN senior management of IUCN's partnerships (that includes, better monitoring and reporting). There is no reason why the partners should not undertake regular self-assessments of the partnerships and the results used to improve individual partnerships and contribute to a learning stream of lessons learned.

Staff members in the Secretariat agree that they need more understanding of the dos and don't of managing partnerships and alliances, including how to identify strategic partners in contrast to non-strategic ones. Most staff members do not come into the Secretariat with these skills and they are not adequately supported on the job to obtain them and/or to learn from others' experiences. Recruitment and job descriptions as well as performance incentives for partnership (or relationship) management need to be put in place. IUCN also needs guidelines and a code of good conduct for managing partnerships and networks.

The review of partnerships and alliances in which IUCN is involved indicates a mixed record, as might be expected from any organization as large, diverse and decentralized as IUCN. More importantly, we find that IUCN lacks some of the essential systems to make partnership management one of the strengths of IUCN – and thus a key element in the value it provides to members. Success and failure is presently too *ad hoc* and almost entirely dependent on the skills and resources of individuals. The systems are not yet in place across the Union to support alliance managers. Even within the Secretariat, IUCN does not provide the necessary staff training, organizational support and information tools, 'best practice' policy and procedural guidelines, and feedback through monitoring and reporting systems that can help IUCN learn how to best manage its partnerships. There is a long way to go.

4.3 Objective 3: Influencing the Environment and Sustainable Development Agenda

OBJECTIVE 3
The three strategic issues to be addressed are:

1 Better understanding of where and how members can add value to the policy agenda
2 Improved mechanisms to draw on members' experience to link field practice with policy
3 Involve members with policy experience in IUCN's policy work and build capacities of other members to influence policy.

The three results for 2005-2008 are:

3.1 Improved understanding by members of the IUCN policy agenda
3.2 IUCN managers use the membership profile to better engage members in the IUCN policy agenda
3.3 Secretariat supports capacity building of IUCN members to have policy influence at national, regional and global levels

Objective 3 includes several different strategic components: greater involvement of members in IUCN's policy agenda, particularly those with something to offer; capacity building of members to have more policy impact in their own spheres of influence; and a more strategic approach to working with members on policy based on a better knowledge of what members can do. As has been pointed out throughout this review, these outcomes are very dependent on better membership profiling and improved database architecture – which has not taken place in this Intersessional. Everyone seems to know that this is a core problem but so far it has not been given sufficient priority to be implemented.[68]

Annex 2 of the Synthesis Report (volume 1) of the External Review provides a broader analysis of how IUCN has conducted its policy work and linked field practice with policy at different geo-political levels. On the basis of our interviews with members we can say that:

1. IUCN is seen as an important leader in international policy fora. Of those members interviewed who have strong capacity for *international* policy, most would like to be more engaged with IUCN in influencing policy and developing the positions that IUCN takes in international fora.
2. Members, particularly state members and government agencies in low-income countries report that they have been helped by IUCN to develop and influence policy at the *national* level. IUCN's knowledge products, especially Guideline documents from Programme initiatives like WANI, and the Red List, play an important role in helping members to adopt certain policies, as do site specific data collected as part of field projects.
3. IUCN could do more to support members in policy influence by increasing the sharing of information and policy experience *between* member countries, particularly within a region so that members do not have to reinvent the wheel or miss the opportunity to build on one another's experience.
4. IUCN has done less than is needed or wanted to help members build their own capacities for policy work, particularly for members in low-income countries.[69] At the end of the day, sustainability in national and regional policy initiatives can only come if members are engaged at the front-line since they are the ones who will remain active in countries after the IUCN project or activity has ended. Building member capacity for policy development is critical to the overall policy influence of the Union.
5. Members can also play a role in monitoring the effectiveness of Conventions within countries. Several members suggested this in their open responses to the Member Survey. IUCN is very present at the agenda-setting stage but much less effective at implementation and monitoring and

[68] In an interview with the late Head of the Membership Relations and Governance Unit, it was clear that she and her staff were very aware of the database and communications problems and therefore the inability of the Secretariat to deliver the results set our in the Membership Strategy. The core of the problem has been not lack of understanding but lack of resources made available.

[69] The NETCAB project was mentioned in Africa as a valuable capacity building programme which has ended when the donor funds.

evaluation of policy. Working through its members would be one way for IUCN to extend its policy work on the ground.

4.4 Objective 4: Strategic Engagement of Members

OBJECTIVE 4

The strategic issues to be addressed are:

1 Inadequate data and analysis on the status, profile and interests on the IUCN membership, and the reasons why members join and leave the Union
2 Lack of systematic engagement of members in policy and programme work
3 Need for a membership recruitment and retention strategy based on the desired membership profile
4 Loss (rescission) of members through their inability to pay dues
5 Lack of clarity on the benefits and responsibilities of members
6 Inadequate systematic feedback from members on member engagement and other services to them

The five results for 2005-2008 are:

4.1 IUCN managers access and use information on members' interests and capacities to achieve IUCN's mission
4.2 IUCN managers use the analysis of the membership profile to manage recruitment and retention of members in priority areas
4.3 Members are supported to play a more effective role in IUCN policy and programme through the Congress, Regional and National Committees
4.4 Members are supported by the secretariat to play a more effective role in the governance of the Union through the Congress, Council, Regional Fora and Regional and National Committees
4.5 The secretariat's management capacity is strengthened to strategically engage, retain and recruit the desired membership

The findings of the IUCN Member Survey and this review support the conclusions that while there is engagement with members, it is generally at a low level. Many (but not all) members would like to be more involved with IUCN Programme and policy. Engagement with members is particularly low for those thematic areas that are to play a larger role in the next IUCN Programme.

Finding 17: **The Membership Strategy 2005-2008 has not been made operational with specific objectives and performance measures. For the most part it has not been implemented, and with the exception of the IUCN Member Survey, little effort has been made to measure results.**

One of the challenges in assessing performance of the secretariat in delivering on the membership strategy is that there are no targets or indicators specified in the strategy. Intersessional results are mostly phrased in highly qualitative terms – managers are to "*better understand*" and members are to be "*better connected*". Without any baseline about the situation before the strategy begins, it is equally challenging for an external reviewer or Secretariat staff to know if the situation has been improved. One can document actions taken and hope that they are moving things in the desired direction but not know what their impacts might be; or if another action might have been more efficient or effective; or whether desired performance levels have been reached.

The need for more information on members - their interests and capacities, and why they join and leave – has not been adequately addressed. Our finding that some members cannot articulate what the value is to them of being a member of IUCN should be of particular concern. Greater clarity on the benefits and responsibilities of membership in IUCN is needed but we have no evidence that members are clearer on these matters in 2007 than they were in 2004 or in 1994. IUCN also needs to know why members leave. An exit questionnaire has been drafted but has not been used.[70] This would be a key component in a systematic process before and after members signal their intention to leave.

The IUCN Member Survey conducted in 2007 represents a major step towards achieving Result 4.2 on the part of the Membership Relations and Governance Unit and the Office of Performance Assessment. It provides a first benchmarking of the secretariat's performance in relation to membership relations and gives voice to members about their priorities and experiences. The supplementary analyses and reports by component programme and by region will provide a better basis for serving and engaging members than has been available until now. While there are always improvements that can be made to such a survey, it is a solid achievement and an important benchmark. Congratulations to the secretariat are in order.

[70] We would advise that the questionnaire be revised and that an exit interview be conducted.

Finding 18: The membership strategy and recruitment and retention guidelines need revision based on a rethinking of IUCN's membership policy as an integral part of IUCN's strategy for the future of the Union.

As foreseen under Objective 4, *Membership Recruitment and Retention Guidelines* were prepared in August 2005.[71] The guidelines were put in place to respond to questions raised in the IUCN External review 2003 and are intended to set out targets and growth scenarios for expanding the membership by 2008. They are directed to the IUCN Council, National and Regional Membership Committees (and through them to all members) and the secretariat. In practice, it has been the membership staff and focal points in headquarters and the regions who have been largely involved in the effort to recruit new members in order to reach the targets for expanding IUCN's outreach, positioning, income from member fees and relevance to its members.

Table 5 summarises the purpose and progress towards the targets established in the guidelines for 2005-2008.

Table 5 Targets for membership development in Membership Recruitment and Retention Guidelines 2005-2008

PURPOSE	TARGET FOR 2008	PROGRESS TO DEC 2007
GLOBAL OUTREACH	Recruit 47 new members in countries without a member so that IUCN is present in all **193** countries from current 146 countries (76%)	2 countries added bringing total countries from 146 to 148
POSITIONING AND POLICY INFLUENCE	Increase State membership to at least **100** members representing about 10% of membership. Based on 6% attrition rate, this means recruiting >22 new state members	Net loss of 1 state member to total of 83 (3 new members: Korea, Algeria and Estonia) Reinstatement of Argentina
	Increase countries with government agency members by 37 from 59 to **96**	Increase is 6 new countries bringing total to 43

[71] IUCN Membership Recruitment and Retention Guidelines 2005-2008: A supplement to the IUCN Membership Strategy, August 2005.

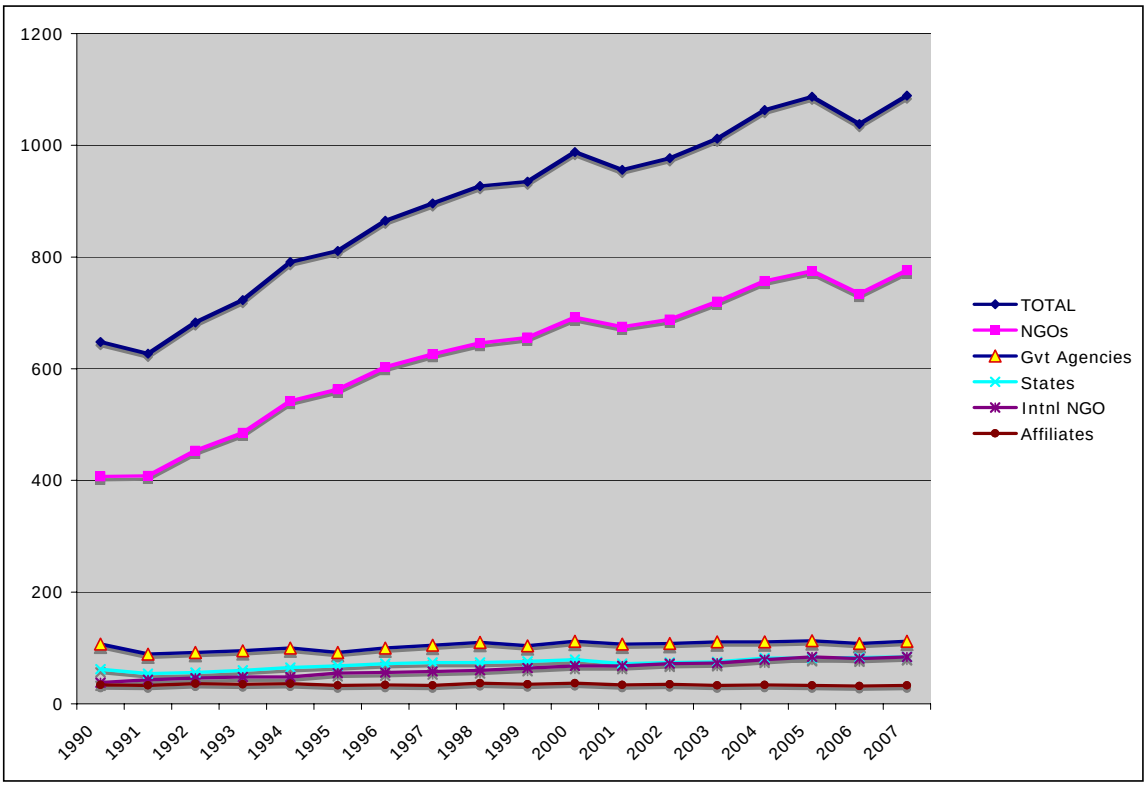
	Increase state members who are Parties to key MEAs from current 55% to 60% for each MEA that IUCN is involved in	Net loss of IUCN state members as Parties to Conventions from 55% to 44-53%[72]
	Ensure that at least 50 of NGO members are BINGOs[73]	Data not available
	Increase the number of members in the International NGO category from 81 to **100**	Net increase of 3 to total of 83 INGOs (13 joined)
RELEVANCE OF PROGRAMME TO MEMBERS	Increase number of members with interest in each of the priority areas of 2005-2008 programme to **>349** members	Baseline not established for 2005 – insufficient data
	Increase number of members with activities in information and knowledge management to **>449** members	Baseline not established for 2005 – insufficient data
INCOME GENERATION	Increase number of state members paying >CHF50,000 p.a. from 37 to **49**	1 State member paying approx. CHF300,000 joined in 2006

As far as we have been able to determine, the growth targets in the various membership categories will not be reached by 2008. For some targets relating to thematic areas of interest and specialization progress cannot be measured because of lack of data. We have discussed the reasons for these shortcomings in implementing the strategy under Findings 7, 8, 11, 15, and 16.

There are some more fundamental concerns about the membership targets and with the expansion strategy itself. Just over 78% of the total increase in members (265 members) between December 1994 and June 2007 occurred in the NGO category (207 members) many of which are levied membership fees at the lower levels (Figure 1).

[72] In December 2007 IUCN state members represented following percentages of Parties to Conventions: CBD 44%, CITES 49%, RCW 53%, CCD 44%, UNFCCC 44%, WHC 46%.
[73] Defined by IUCN as a Big and Influential NGO with any of the following attributes: (1) Great influence in the policy and conservation arena at regional or global levels; (2) with global programmatic coverage and presence; (3) with large conservation funding.

Figure 1 Numbers of IUCN Members by category 1990-2007



Despite significant efforts on the part of the secretariat staff responsible for member relations, recruitment of state and government agency members is falling short of the targets. Given that there are costs to IUCN associated with serving each member, IUCN's financial picture is looking less and less sustainable with the outcomes of the current growth strategy. As the IUCN Programme evolves towards more focus on economic and social issues faster than does the membership profile, it is likely that the engagement of members will be even more challenging.

IUCN has experienced an attrition rate of about 6% for state members[74]. We have not been able to obtain figures on the numbers of members in all categories leaving the Union in any year but we suspect that member rescission and overall turnover may be significant. During our interviews we noted that some members had left and *rejoined* IUCN after an interval of some years – some among the founding and long-standing members. At least two of those interviewed said that it took the personal persuasion of the Director General to convince them to return. This attrition process is not well captured in the IUCN databases but it should be of concern to IUCN.

[74] IUCN Membership Strategy 2004

One underlying problem is that membership in IUCN is not always well embedded in the member organizations but is closely tied to a few or even just one individual – who may also be the direct beneficiary of travel support to attend the WCC. Thus the value of IUCN to the member organization is not well understood by those who are left when the initial champions leave. This is especially so for those members who are not engaged in IUCN activities and whose needs are not well served by IUCN. We heard from both small and poor NGOs and very large and well financed members that in their periodic budget reviews, the question of why be a member in IUCN regularly comes up for discussion. If the internal champions for IUCN do not have the evidence to convince their peers or superiors of the value of membership, the outcome can be to leave IUCN within a year or so. IUCN needs to ensure that members *as organizations* can make the case for continuing membership.

This leads us to propose that at the very least, IUCN should rethink its current membership growth strategy unless it is better linked it to specific targets for improved services to members, including engaging them in programme and policy and providing the networking and communications that they want and need.

5. Conclusions and Recommendations

5.1 Members are the Key Constituency in IUCN but this is not Adequately Reflected in how IUCN does Business

Although IUCN recognizes the primacy of members in its statutes and strategy, there is clearly a disconnect between theory and practice in the way many members are treated *between* the sessions of the General Assembly that take place every four years. The current *Strategy of IUCN* states that IUCN:

> "recognizes that the members should be the key constituents of the Union, and accordingly strengthens their involvement and puts them ***in the driving seat when it comes to determining the activities to be undertaken by the Secretariat and the Commissions***." (p. 7).

This is a somewhat different perspective of the architecture of IUCN from the current language about the "three pillars". Many IUCN corporate and programme documents include references to consultation, involvement and engagement with members before taking action. The reality is different. The review found that members are frequently not consulted nor engaged or effectively communicated with either by the secretariat or the Commissions. The majority of members want more involvement with IUCN than they experience, not less. The reasons are many but most can be attributed to (1) management priorities and resource constraints that have resulted in a lack of investment in systems that can communicate and engage members efficiently and effectively; and (2) an organizational evolution over the past few decades that has taken IUCN farther and farther away from being a member-centred organization.

The challenge for IUCN is whether it is willing to reconsider the strategies that have led to the present situation and to make the changes needed to bring members back into the centre of its practice. These are the focus of the following conclusions and recommendations.

5.2 Members in the South

The terms of reference asked the review to consider members in the south as a particular group of interest. Depending on how IUCN defines the South, our analysis of the countries in which IUCN members were located in December 2007 found that 55% of members are in countries classified by the World Bank as low and middle income and 19% in least developed and low-income countries.[75] However the majority of the statutory regions of IUCN for which membership data are available (for example, in the IUCN Member Survey 2007) include a mix of low-income, middle-income and high-income countries. Where regional differences were found in the results of the member survey they have been included in the review report but it would be misleading to automatically attribute these differences to a North-South divide in the membership.

In addition to the data problems in doing any north-south analysis, our interviews with members showed that members varied much more as a function of their own mandates, resources and organizational structures than of the countries in which they were located. We did hear anecdotal reports from secretariat staff about members from the South having particular needs (capacity building, financial support etc) and concerns (competition for resources from secretariat offices and staff) but the review data could not confirm that member needs and concerns are influenced by country location more than the situation of each particular member.

While it is more likely that a small NGO member in a least developed country will have access to more limited financial and trained human resources than its counterpart in a high income country, it is not necessarily so. Neither does limited resource availability equate to less policy influence or capacity for local action that a member can achieve. Member perceptions and capacities are a function of many forces including both country location and member characteristics, but given the quality of the data, there does not seem to be any reliable way to disentangle the multiple cause and effect relationships.

If IUCN is to respond better to the specific needs of members in the South, it must develop ways of knowing how members can add value and how their skills and capacities are aligned with the IUCN Programme.

[75] In December 2007 the distribution of IUCN members is: Least developed and low-income countries – 198 members (19%); middle-income countries – 374 (36%); and OECD and other high-income countries – 472 members (45%). Countries categorized according to World Bank Country Classification Table July 2007 available at http://go.worldbank.org/K2CKM78CC0.

5.3 Achieving the Mission

There has been considerable focus within IUCN and within the membership on debates about mission shift and the consequences – both positive and negative – of moving the work of IUCN farther along the spectrum between biodiversity/conservation and sustainable development/poverty reduction. It is clear that most members support IUCN's mission as it is currently expressed to address both the direct causes of biodiversity loss and related underlying causes of unsustainable development. Most agree that the present mission has the right balance, but further moves towards the more social and economic aspects of sustainable development will reduce this consensus.

Much less attention has been paid to the relationship between the distribution and characteristics of the membership and how the mission can be achieved *through* the membership. The main issue raised has been the increasing *thematic* gap between the membership profile and the expertise and skill set required to deliver the Programme 2009-2012 (See section 5.4). But there are other important questions about whether the current membership is best fitted to achieve the mission that need to be discussed ***prior to*** the preparation of the next membership strategy.

One policy issue is whether the government departments that constitute most of the state members are the best ones from the perspective of achieving IUCN's mission today. Many state members are line departments (Environment, Natural Resources, Conservation, National Parks) rather than central government agencies. In the context of garnering support for IUCN's position at the Conferences of the Parties of MEAs like the CBD, this makes good sense.

However, in an era where most OECD donors subscribe to the Paris Declaration on Aid Effectiveness 2005 (Box 1), central ministries like Planning and Finance play key roles in deciding how donor support to national budgets is allocated between competing proposals from line ministries. IUCN should at least be asking the question how it might bring more influence to bear on those central ministries in national governments that are increasingly important players for environment and conservation outcomes. Should central government agencies be targeted for state and government membership of IUCN? How might they be attracted to become members and what would this mean for the criteria for membership?

Box 1 Paris Declaration on Aid Effectiveness

In the Paris *Declaration on Aid Effectiveness* agreed in March 2005, donors have formally committed themselves to provide more of their bilateral aid to countries on the basis of national development strategies including Poverty Reduction Strategies. The Paris Declaration also commits aid donors to strengthen and use the procurement systems and public financial management systems of developing (partner) countries and thus reduce their use of parallel donor systems for either procurement or accountability. The agreed targets for 2010 are to achieve at least 85% of aid flows to be within national budgets (that is, not for specific donor initiated projects); and to reduce reliance on external procurement and external financial management systems by one to two thirds of 2005 levels.

Another component in the Paris Declaration is harmonization of donor support to countries. The targets for 2010 are that 66% of aid flows are provided in the context of programme-based approaches and that 66% of country analytic work is done jointly between donors and 40% of donor missions to the country are conducted jointly. Some European donors say that these trends may pose new challenges for them to secure continued public support for development assistance in their own countries, precisely because they cannot track what programs it has been spent on. However, donors say they are committed to reach the Paris Declaration targets.

This means that for most bilateral aid funds the responsibility for selecting the projects and consultants to be supported has increasingly shifted from most bilateral donors and development banks to the partner countries.

Underlying the current Membership Strategy 2005-2008 is a set of policy assumptions about how to optimize IUCN's influence. These would appear to set higher stock on its influence in international arenas than in countries. For example, the current membership strategy charts a course to increase members and to spread IUCN's presence to the 24% of countries where it is currently absent. Targets have been set for 2005-2008 to:

1. Increase countries with IUCN state members from 77 to 100;
2. Increase the share of IUCN state members who are members of the Parties to key multilateral environmental agreements from 55% to 60%; and
3. Extend government agency members to 37 countries currently without a government member.

If they were to be achieved, these targets would create a thin IUCN presence in more countries instead of stronger national platforms where several governmental and NGO IUCN members could work together. This review has found that national committees where they exist are key fora for promoting IUCN's mission within countries. They provide politically neutral platforms where governmental and NGO members can work effectively together. Countries where there are only 1-2 IUCN members are at a disadvantage.

It could be argued that spreading IUCN more thinly across more countries is less effective because it achieves less concerted action at national level and is less sustainable in the long run because more isolated members require more support from the secretariat. IUCN may be making a trade-off between positioning and influence at international level and policy influence at national and regional levels.

Whether these arguments have any merit is less important than the need to have a major discussion on membership policy as part of the development of the next IUCN Strategy and before setting new targets for increasing the membership for 2009-2012. Our concern is that IUCN may be putting the cart before the horse in the run-up to the WCC 2008 with strategies being written before the policy frameworks that should guide them are thoroughly discussed.

RECOMMENDATION 1 TOWARDS A NEW COMPACT WITH MEMBERS

COUNCIL and the DIRECTOR GENERAL should consider the findings of this review on members, particularly with respect to the outcomes of the Membership Strategy 2005-2008, and provide strategic direction and a longer-term vision for a future policy (or a new "Compact" with members) for IUCN as a membership organization. Specifically:

1.1 COUNCIL and the DIRECTOR GENERAL should propose clear policy guidelines for the future development of IUCN as a membership organization and should be prepared to support any necessary statutory changes, with respect to the criteria for membership; categories of members (including new categories); targets for growth of members in different categories and regions; and the benefits and responsibilities of membership.

1.2 A new policy for members should also address the links between members and Commissions and how these might be improved to make IUCN more effective. This should build on the work of the Reform Process Task Force and One Programme Working Group76 established by Council at its meeting in November 2007 and the change management process for the secretariat being led by the Director General.

1.3 In order to assist Council in its deliberations, the DIRECTOR GENERAL should provide a financial analysis of the costs of providing current services to members of different categories and across all regions for 2004-2008 (or 2003-2007 to ensure the costs of one WCC year are included) and if possible provide some future financial scenarios to guide alternative new policy options.

[76] Now combined into the One Programme Working Group.

1.4 The MEMBERSHIP COMMITTEE OF COUNCIL and the DIRECTOR GENERAL should review the current and potential future roles of National and Regional Member Committees and any changes that might be needed to support an expanded role, such as more resources and more accountability. This follows from the proposal by the President of IUCN to develop a new framework for cooperation between member committees and IUCN.

1.5 THE FINANCE AND AUDIT COMMITTEE and the MEMBERSHIP COMMITTEE of COUNCIL, in consultation with the DIRECTOR GENERAL should define what accountability framework, including an Internal Control System (ICS) is needed for IUCN that will include IUCN members (including National and Regional Committees), Commissions and the entire secretariat in the light of (1) changes to Swiss laws governing auditing in January 2008; (2) the Risk Register being developed for IUCN; and (3) any new 'compact' between members and the Union that may be developed as part of the new IUCN Strategy 2020.

5.4 Addressing the Gap between Members and Programme

It has been noted in several parts of this report that members, among others, are concerned that the new Programme 2009-2012 will require more expertise in the social and economic sciences than currently exists among the membership, Commissions or secretariat. Delivering the programme will require more partnerships with non-member organizations, including some – like the private sector – who cannot become members. Even a concerted effort to find members with the thematic skills is highly unlikely to bring them on board in sufficient numbers to make up what seems to be a big skill gap in the Union. The fact that IUCN has failed to achieve its targets for strategic membership recruitment in the current Intersessional 2005-2008 does not augur well for the more difficult challenge of attracting new members whose work is farther away from the traditional conservation movement 'heartland'.

The question then becomes the chicken and egg conundrum of whether the programme should be designed to fit with the thematic strengths of the membership or the membership profile should be adjusted to fit with the evolution in thinking about conservation and sustainable development? Are there alternatives to the present dichotomy? Perhaps one is to retain the overall conceptual vision of the Programme Framework but more clearly circumscribe a more limited programme that IUCN will implement over the Intersessional 2009-2012.

RECOMMENDATION 2 INCREASING THE ENGAGEMENT OF MEMBERS IN PROGRAMME

2.1 Component Programmes should be asked to include in their Workplans and planning budgets for 2009-2012 more information on how (and where possible, which) members will be involved in implementation of the programme.

2.2 Management should require programme monitoring reports to make specific reference to member involvement in programme implementation and should reward staff for *successful member engagement* through incentive schemes such as budget allocation and performance appraisal.

5.5 Beyond Knowledge Management to Facilitating Networks and Alliances

If there is one finding reiterated throughout this review it is that IUCN faces a significant risk in the current state of its information systems, particularly its management information systems. Other reviews, including external audits, have pointed out that IUCN is not only lagging behind other organizations in knowledge management, but the current state of its MIS and knowledge management is hampering its efficiency and effectiveness as an organization, and reducing the competitiveness of some of its key knowledge outputs[77]. No one likes to invest in the nuts and bolts of information systems over the immediate needs of programme or field projects but the MIS and ICT situation in IUCN is now critical. The functionality, access and data input to member databases must be improved urgently if members are to be served and retained.

Strengthening the IT backbone of IUCN and its information systems should be part of a much larger package of reforms in how IUCN deals with knowledge and with its 'partners in knowledge'. If IUCN is to remain competitive, it needs to rethink its knowledge management ***policies*** and open up access to key information tools like the knowledge network.

Knowledge management also has to do with organizational reform and 'people management' since knowledge flows depend on how people work together. IUCN suffers from impediments to horizontal

[77] Progress on SIS, PALnet and WCLN as well as ECOLEX are slowed down by lack of investment from IUCN (Knowledge Management Study 2004).

knowledge flows within the secretariat (the 'silos') and across the Union between members, Commissions and the secretariat. It suffers from impediments to vertical knowledge flows particularly knowledge remaining at project or office level. It suffers from inconsistent management of its partnerships and alliances including obtaining the feedback needed from its partners to strengthen the partnership. While some of these impediments are a function of the poor ICT with which IUCN operates, a more intransigent problem is an inhibiting organizational culture within the secretariat and across the Union.

Thus we see (as did the *Knowledge Management Study 2004*) that IUCN would be well advised to take a broad view about reforming its knowledge management capacities and policies. Knowledge management reform should be consistent with organizational change management within the secretariat and across the Union. Knowledge management is also an integral part of how to run networks and manage alliances. To date, IUCN has a mixed record in how it manages partnerships and how networks within IUCN (the Commissions) and others are supported.

Changes to the Knowledge Network and MIS, or even to how the secretariat staff is better supported to manage partnerships can only go so far in better fitting IUCN to be an influential organization for the next 20 years. Where IUCN is weakest is in facilitating its huge and diverse networks to produce the best "public goods" that they can. SSC probably comes closest to realizing what IUCN can do to produce 'international public goods'[78]. Too often IUCN networks are top down and fail to engage all the latent talent within them.

Some of the most successful network organizations are moving away from how to better 'manage and control' towards how to 'facilitate and guide' diverse and seemingly chaotic networks. These organizations see their role to provide the platforms for creativity and sharing; and setting some rules and processes like peer review for quality control. Then they essentially let the network members make their contributions and improve the product through iteration – addition, subtraction, revision - and the occasional creative leap. These are the principles behind the development of open software and "wiki" models like Wikipedia.

The purpose here is not to propose that IUCN adopts a particular future path for generating knowledge through its networks but to suggest that now is the time for IUCN to seriously scan the horizon for alternative models of knowledge organizations. In other words, while putting in place immediate reforms, IUCN should also 'think big' for more fundamental changes to how IUCN conducts its business over the medium to longer term. It should not try to complete this before the WCC 2008 but

[78] International public goods are defined as commodities, resources, services — and also systems of rules, knowledge or policy regimes that are important for development and poverty reduction, that are not depleted when they are used by many users and that can be produced in sufficient supply only through cooperation and collective action by developed and developing countries. From http://www.worldbank.org/ieg/grpp Independent Evaluation Group, World Bank, Jan 2007

should start a process of fundamental transformation for the Union over the next Intersessional 2009-2012.

RECOMMENDATION 3 STRENGTHEN IUCN AS A KNOWLEDGE ORGANIZATION

The overall recommendation is that IUCN should strengthen its capacity in knowledge management, increase access to most of the Knowledge Network, and develop new policies and best practice for managing partnerships and alliances and facilitating networks. These are all linked initiatives to improve IUCN's performance as a knowledge organization and can be considered as first steps and early gains in a longer process of revitalizing the Union as a network of networks.

3.1 DONORS should support the Director General to obtain additional funds for upgrading the ICT backbone of IUCN, and to improve the functionality and quality of databases such as the member databases, as a matter of urgency;

3.2 The DIRECTOR GENERAL should reconsider the present policy on access to IUCN's Knowledge Network (Intranet) to develop new guidelines for sharing knowledge with members, Commission members, and partners[79];

3.3 The DIRECTOR GENERAL should develop guidelines for staff on best practice on managing partnerships and alliances, including with members. These guidelines should be accompanied by training for staff and become part of performance appraisals for staff and managers.

3.4 COUNCIL should lead a transformation process for IUCN's future evolution as a knowledge organization. This should build on the work of the Reform Process Task Force and One Programme Working Group established by Council at its meeting in November 2007 and the change management process for the secretariat being led by the Director General. The process should start in 2008 with policy debates and discussions of alternative scenarios and models and aim to be completed and approved by 2012.

[79] A restricted part of the Intranet could then be made available to staff only. This would help to rebalance access to information between members and staff without prejudicing information that must be more restricted.

5.6 Change Management

The regionalization and decentralization of IUCN has been a main driver in the rapid expansion of the secretariat that has taken place since 1990. While there have been benefits from the strategy, it has also led to some of the problems found in the review – both within the secretariat and between the secretariat, Commissions and members. The review found that most members would like more engagement with component programmes but that this is made difficult not only by weaknesses in the MIS but also in the way the secretariat is presently organized and resourced to communicate and deal with the membership. The review also heard reports of cases where the exigencies of the IUCN budget seemed to put secretariat staff salaries in competition with involving members in project implementation, and certainly there is a fairly widespread perception among members that this competition takes place in some regions.

As the secretariat has grown and become more decentralized the risks of inconsistent staff performance and lack of compliance with organizational norms increases. These risks are compounded by poor communication up and down the line of decentralized authority and across geographically dispersed units, linked to weak internal controls. In the IUCN secretariat, there also appears to be an organizational culture of staff independence and non-compliance; and competition rather than cooperation between units. In the face of this, individual members feel that they have no voice and little recourse.

To reduce the risks that come with growth and decentralization of staff and organizational units, IUCN needs clear guidelines on expectations of staff, strong performance monitoring, and consistency in levying sanctions for non-compliance. That is part of the 'stick' side of organizational reform. The 'carrot' side includes clear decision-making from leadership, good ICT systems and more support to staff in training and career development. At a deeper level, what is needed is a shift in organizational culture that values the contributions of members and Commissions and the work of other units within the secretariat.

The change management process being led by the Director General is a very important initiative. If successful, it should not only provide some of the key tools needed such as clearer guidelines and performance standards, together with performance-based rewards and sanctions. It should reinforce a cultural change towards better communication and collaboration first within the secretariat and eventually, to the way in which the secretariat engages with members and Commissions and manages its networks and external partnerships. It should also reward those members of the Secretariat who perform well in collaborating with members, some of whom feel their efforts have so far gone largely unrecognized.

RECOMMENDATION 4 IMPROVE SECRETARIAT SUPPORT TO MEMBERS

4.1 THE DIRECTOR GENERAL should put into place organizational changes and processes within the secretariat to strengthen the secretariat's capacity to improve services and communications to members as part of the change management process currently underway. Where appropriate, input should be sought from members and from others to ensure that changes are based on best practice and meet the needs and capacities of members.

4.2 A 'Member Support Team' is suggested within the secretariat with staff drawn from thematic programme groups, regional offices and coordinated by the Membership and Governance Unit. This team would ensure that information on member profiles, member engagement, and communications with members would be shared and accessible as needed and managed efficiently and effectively.

5.7 Resource Allocation

Many of the findings and recommendations in this report have financial implications. It is clear that one of the reasons why recommendations of past reviews have not been taken up is that IUCN did not have the resources to do so. We would simply stress that some investments are now so critical to IUCN's future performance that they should be priorities for resource re-allocation even within existing budget frameworks. They constitute sufficient strategic risk to IUCN that they warrant immediate and special attention. Some initiatives (e.g. MIS) are also good candidates for special budget requests from framework and other donors.

Resource allocation may have to change both within the secretariat's budget and between the secretariat and other parts of the Union. Here the recommendations focus on resource allocations within the secretariat budget.

RECOMMENDATION 5 REALLOCATE MORE RESOURCES FOR MEMBER SUPPORT

5.1 The DIRECTOR GENERAL should make more financial and staff resources available within the secretariat for member engagement and support. This should include both headquarters and regional offices and administration and programme functions

5.2 COUNCIL and the DIRECTOR GENERAL should consider ways including proper accountability frameworks to provide more financial and administrative support to the work of National and Regional Committees.

5.8 Accountability

Accountability is a problem within IUCN. At one level, it relates to the monitoring of staff performance discussed above and the need to respect reporting requirements. At a broader level, it relates to unclear responsibilities between the secretariat and Commissions in delivering expected results for the IUCN Programme. The reviews of the Commissions 2003 and the Environmental Law Programme 2006 found the assignment of joint responsibilities for many activities in Component Programme workplans between Commissions and secretariat units (combined with poor reporting on results) means that neither can really be held accountable.

The proportion of shared responsibility for delivering the results in the Programme 2009-2012 is likely to be even higher than for the present Programme. While conceptually this might make good sense, it requires greater specificity on the 'delivery' responsibilities of each partner and stronger internal controls to monitor and report on who has delivered what and when. As members become more involved in delivering the results of the Programme, and responsibility becomes assigned to partnerships and alliances (and networks), IUCN needs to have stronger reporting requirements and internal controls. It will also need to bring in new systems for accountability across partnerships and alliances.

Changes in the Swiss laws on auditing effective 1 January 2008[80] will increase IUCN's need to strengthen financial accountability and will probably require IUCN to extend its internal control systems to Commissions and to major partnerships, such as the Ramsar Convention. The Finance and Audit Committee is considering ways to increase internal accountability for a broad range of risks that go beyond financial accounting to include programme delivery, organizational structure, knowledge management and human resources. How any of these changes in IUCN's accountability environment will affect members is unclear but there may be some changes (e.g. in reporting from members collaborating on projects) that will need to be considered in a new membership strategy and also communicated to members.

[80] Article 69b of the Swiss Civil Code

RECOMMENDATION 6 AN ACCOUNTABILITY FRAMEWORK AND GUIDELINES FOR MEMBERS

6.1 THE FINANCE AND AUDIT COMMITTEE and the MEMBERSHIP COMMITTEE of COUNCIL, in consultation with the DIRECTOR GENERAL should develop an accountability framework and Guidelines for members in the light of (1) changes to Swiss laws governing auditing in January 2008; (2) the Risk Register being developed for IUCN; and (3) any new 'compact' between members and the Union developed as part of the new IUCN Strategy 2009.

6.2 In the Programme 2009-2012, shared responsibilities for activities should identify which parts of IUCN including members, are accountable for delivering and reporting on results;

6.3 Internal controls for reporting may have to be extended not only to Commissions but also partnerships and members participating in IUCN activities and receiving support through IUCN;

6.4 The implications of the Risk Register and new internal and external accountability systems for IUCN should be communicated to members, if possible by the WCC 2008.

5.9 A New Membership Strategy

Many of the findings of this review point to the need for a new strategy to be developed for and *with* the membership. The last membership strategy and its targets for further developing the membership in certain directions appear to have been largely internally driven by the secretariat. The process for developing the next strategy should include more consultation with members and with member committees. It also needs leadership from Council to ensure that it is consistent with the overall vision for the future directions of the Union.

The review has questioned some of the specific goals in the current membership strategy, including that of income generation, since many new members may 'cost' IUCN financially more than they provide in dues. It has found that most of the other targets established for 2005-2008 have not been reached. Many findings in the review show that many members many do not feel they are contributing to the work of IUCN as much as they could or would like, and that communications with the secretariat could be improved. Similarly, the IUCN Membership Survey 2007 found that engagement of members in IUCN's programme and policy was low.

The external environment in which IUCN operates is changing rapidly. While IUCN is clearly a unique and prestigious organization, it cannot sit on its laurels and ignore the increasing competition it faces for the contributions of members - in volunteer hours, member fees and in extending the reach and influence of IUCN. Some of this competition comes from IUCN's own members.

RECOMMENDATION 7 A NEW MEMBERSHIP STRATEGY FOR 2009-2012

COUNCIL and the DIRECTOR GENERAL should develop a new membership strategy based on consultation with the members and input from Commissions and the secretariat. The strategy should be consistent with the new IUCN Strategy 2009. Inter alia, the strategy should include:

7.1 The benefits and responsibilities of membership including services to be provided to members by the secretariat should be made clear so that members can better understand the value proposition of IUCN to them;

7.2 Targets for increasing members in different regions and categories and with different profiles should be reexamined in the light of experience with the current strategy. Specifically, the global targets to increase membership and spread IUCN's presence more thinly over more countries might be reconsidered;

7.3 If a new policy determines that new categories of membership or association are acceptable, provisions for these will be included in the strategy;

7.4 Responsibilities for reaching targets, levels of service and reporting on results should be made clearer and more specific within the Secretariat and Commissions;

7.5 The secretariat should reorganize the way it provides services and support to members to become more efficient and effective;

7.6 The strategy should include a membership survey to be undertaken once each Intersessional to provide for feedback from members and comparison with the baseline established by the IUCN Member Survey 2007;

7.7 In order to assist Council in its deliberations, the Director General should provide a financial analysis of the costs of providing current services to members of different categories and across all regions for 2004-2008 (or 2003-2007 to ensure the costs of one WCC year are included) and if possible provide some future financial scenarios to guide alternative new policy options.

Appendix 1 Evaluation Matrix for Objective 1: IUCN Membership

Review Area	Questions	Sub-questions	Indicators	Data sources and analysis methods
Scope of engagement	To what extent are Members engaged in IUCN's business? What is the nature of this engagement? Who participates in or facilitates this engagement (within Secretariat and Commissions) What organizational structures are used in engagement process?	At governance level? At programme level? At policy level or in policy forums? At project level?	Ratio of Members engaged structured by type and region Ratio of Members by type of participation	Survey analysis, sampled interviews
Relevance	To what extent is IUCN relevant to its Members?	To what extent is the IUCN Programme relevant to Members and their work? How might the draft IUCN Programme 2009-2012 change the relevance to Members?	Perceived convergence between IUCN's present and future Programmes and Members' priorities structured by Member type, region, and other characteristics	Survey analysis, sampled interviews
		To what extent are the outputs of the IUCN Programme (e.g. knowledge products) perceived as relevant to the Members and their work	Perceived usefulness of IUCN's Programme outputs to Members	Survey analysis, sampled interviews
		What is the value proposition of IUCN to its Members?	Perceived value of Membership in IUCN from perspective of Members	Survey analysis, sampled interviews
Effectiveness	To what extent has the "knowledge, experience and learning" objective of the membership strategy been effectively implemented?	To what extent has IUCN accessed and used the experience and knowledge of Members in its programme and policy work?		Document review, interviews

Review Area	Questions	Sub-questions	Indicators	Data sources and analysis methods
		How effective, in turn, has IUCN been in facilitating use of this knowledge and experience by the Membership?	Evidence of use, user satisfaction	Document review, knowledge product tracking method
	To what extent has the "networks, partners and alliances" objective of the membership strategy been effectively implemented?	To what extent do Programme managers and Members' Committees better understand the types and factors involved in effective networks, partnerships and alliances?	Assumes we can identify some agree-upon indicators and test the extent to which Programme managers and Member Committees understand them	No baseline, tools for measurement unclear
		To what extent are Members, partners and component Programmes more effectively connected in thematic areas for the IUCN Programme through existing or new networks, partnerships or alliances?	Number and ratio of project or programme level interventions to which Members are engaged Typology and ratio of engagement in project or programme activities? Ratio of Members engagement in project or programmes as part of networks vs. individual Members	No baseline Choose one or more themes; use purposeful or snowball sampling, starting with programme manager to investigate extent of Member engagement
	To what extent has the "Influencing the environment and sustainable policy agenda" objective of the membership strategy been effectively implemented?	To what extent are Members linked and supported to IUCN's implementation of linking practice to policy? How far has IUCN built the capacities of members for greater policy influence?	Ratio of Members involved in IUCN policy work and reporting capacity building; case study analysis of supporting evidence See also analysis based on the indicators and data captured under objective 3	Survey analysis and interviews, case studies, documentary review
		To what extent has the Secretariat improved its understanding and engagement of the Members (particularly in policy work)	Extent of use of the Membership analysis; evidence of thematic or regional programme managers building on that analysis Evidence of E-strategy programming directed at Members	Document review, interviews Analysis of intersessional and annual planning documents

Appendix 2 IUCN Members, Council Members, Staff and Others Consulted

State Members

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Portia Segomelo, Deputy Director,
Jan Broekhuis, Technical Advisor,
Dollina Malepa
Sekgowa Motsumi
Felicity Rabolo
Lesedi Ntsekiseng
Department of Environmental Affairs
Ministry of the Environment, Wildlife and Tourism

Burkina Faso
Lambert Georges Ouedraogo
Directeur Général de la Conservation de la Nature
Ministère de l'Environnement et du Cadre de Vie

El Salvador
Guadalupe Menéndez de Flores
Ministry of the Environment and Natural Resources (MARN)

Japan
Risa Rikai
Advisor
Ministry of Foreign Affairs

Mauritanie
Amadou Ba
Directeur des Aires Protégées et du Littoral
Ministère de l'environnement

Netherlands
Peter Bos
Senior Executive Officer, International Affairs
Ministry of Agriculture, Nature and Food Quality

United Kingdom
Eric Blencowe
Head, Zoos and International Species Conservation
Department for the Environment, Food and Rural Affairs (DEFRA)

Sénégal
Ndiawar Dieng
Conseiller
Ministère de l'environnement et de la protection de la nature

Seychelles
Rolph Payet, Permanent Secretary
Accouche Wilna
Ministry of the Environment

Uganda
Eliphaz Bazira
Environmental Affairs
Ministry of Water and Environment

United States of America
David Balton
Bureau of Oceans and International Environmental and Scientific Affairs
Department of State

Government Agency Members

Canadian Museum of Nature
Anne Breau
Coordinator, Canadian Centre for Biodiversity

Canada – International Development Research Centre (IDRC)
Jean Lebel
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Ethiopia Ministry of Agriculture and Rural Development
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France – Conservatoire du littoral
Christophe Lefebvre
Délégué et chargé des affaires internationals

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Senior Research Scientist
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Kenya Marine and Fisheries Research Institute (KMFRI)
Jacqueline Uku
Senior Officer

Kuwait Institute for Scientific Research
Samira Omar
Director, Food Resources and Marine Sciences Division

Tanzania National Parks (TANAPA)
Emmanuel J. Gereta
Personal assistant to Director General, Ecologist

Uganda Wildlife Authority
Eunice Nyiramahoro
Deputy Director

Non Government Organization Members

Accao Para o Desenvolvimento (AD) – Guinea Bissau
Tomane Camara

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Association Sénégalaise des Amis de la Nature (ASAN) - Sénégal
Alioune Diagne Mbor
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Kalahari Conservation Society (KCS)– Botswana
Felix Monggae Chief Executive Officer
Bonatla Tsholofelo

Liga de Defensa de Medio Ambiante – Bolivia
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Ali Lankoande

Centro para la Conservacion y Ecodesarrollo de la Bahia de Samana y su Entorno (CEBSE) – Dominican Republic
Rosa Lamelas, Committee Chair

Club des Amis de la nature et de la protection de l'environnement (CANAPE) – Mauritanie
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Development Alternatives – India
Ashok Koshla
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Donko – Mali
Cheikhna Sidibe
Directeur exécutif

Fundacion Proteger – Argentina
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Sustainable Rural Development Division

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Matthew Jeffery
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Nature Kenya
Paul Makitu
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Nature Seychelles
Nirmal Shah, Executive Director
Bernard Solomon, Operations and Administration Manager

Nature Uganda – The East African Natural History Society – Uganda Branch
Ambrose R.B. Mugisha
Deputy Executive Director

Pro Naturaleza – Peru
Martin Alcalde
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Royal Society for the Conservation of Nature (RSCN) – Jordan
Yahya Khaled
Director General

Royal Society for the Protection of Birds – United Kingdom
Alistair Gammell
Director of International Operations

Environment Defense – USA
Bruce Rich
Director, International Programs

Fédération française des sociétés des sciences naturelles – France
Jean Lescure
Président

Fondation des amis de la nature (NATURAMA) – Burkina Faso
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Wetlands International (WI) – Sénégal
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Kwame Koranteng
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Ibrahima Niamadio
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Acting Regional Director, BRAC

Appendix 3 List of Recommendations

Recommendation 1 Towards a New Compact with Members

COUNCIL and the DIRECTOR GENERAL should consider the findings of this review on members, particularly with respect to the outcomes of the Membership Strategy 2005-2008, and provide direction for a future policy (or a new "Compact") for the membership. The leadership of IUCN should articulate clear policy guidelines for the future development of IUCN as a membership organization and should be prepared to support any necessary statutory changes. Specifically:

1.1 COUNCIL and the DIRECTOR GENERAL should propose clear policy guidelines for the future development of IUCN as a membership organization and should be prepared to support any necessary statutory changes, with respect to the criteria for membership; categories of members (including new categories); targets for growth of members in different categories and regions; and the benefits and responsibilities of membership.

1.2 A new policy for members should also address the links between members and Commissions and how these might be improved to make IUCN more effective. This should build on the work of the Reform Process Task Force and One Programme Working Group[81] established by Council at its meeting in November 2007 and the change management process for the secretariat being led by the Director General.

1.3 In order to assist Council in its deliberations, the DIRECTOR GENERAL should provide a financial analysis of the costs of providing current services to members of different categories and across all regions for 2004-2008 (or 2003-2007 to ensure the costs of one WCC year are included) and if possible provide some future financial scenarios to guide alternative new policy options.

1.4 The MEMBERSHIP COMMITTEE OF COUNCIL and the DIRECTOR GENERAL should review the current and potential future roles of National and Regional Member Committees and any changes that might be needed to support an expanded role, such as more resources and more accountability. This follows from the proposal by the President of IUCN to develop a new framework for cooperation between member committees and IUCN.

[81] Now combined into the One Programme Working Group.

1.5 THE FINANCE AND AUDIT COMMITTEE and the MEMBERSHIP COMMITTEE of COUNCIL, in consultation with the DIRECTOR GENERAL should define what accountability framework, including an Internal Control System (ICS) is needed for IUCN that will include IUCN members (including National and Regional Committees), Commissions and the entire secretariat in the light of (1) changes to Swiss laws governing auditing in January 2008; (2) the Risk Register being developed for IUCN; and (3) any new 'compact' between members and the Union that may be developed as part of the new IUCN Strategy 2020.

Recommendation 2 Increasing the Engagement of Members in Programme

2.1 Component Programmes should be asked to include in their Workplans and planning budgets for 2009-2012 more information on how (and where possible, which) members will be involved in implementation of the programme.

2.2 Management should require programme monitoring reports to make specific reference to member involvement in programme implementation and should reward staff for *successful member engagement* through incentive schemes such as budget allocation and performance appraisal.

Recommendation 3 Strengthen IUCN as a Knowledge Organization

The overall recommendation is that IUCN should strengthen its capacity in knowledge management, increase access to most of the Knowledge Network, and develop new policies and best practice for managing partnerships and alliances and facilitating networks. These are all linked initiatives to improve IUCN's performance as a knowledge organization and can be considered as first steps and early gains in a longer process of revitalizing the Union as a network of networks.

3.1 DONORS should support the Director General to obtain additional funds for upgrading the ICT backbone of IUCN, and to improve the functionality and quality of databases such as the member databases, as a matter of urgency;

3.2 The DIRECTOR GENERAL should reconsider the present policy on access to IUCN's Knowledge Network (Intranet) to develop new guidelines for sharing knowledge with members, Commission members, and partners[82];

3.3 The DIRECTOR GENERAL should develop guidelines for staff on best practice on managing partnerships and alliances, including with members. These guidelines should be accompanied by training for staff and become part of performance appraisals for staff and managers.

3.4 COUNCIL should lead a transformation process for IUCN's future evolution as a knowledge organization. This should build on the work of the Reform Process Task Force and One Programme Working Group established by Council at its meeting in November 2007 and the change management process for the secretariat being led by the Director General. The process should start in 2008 with policy debates and discussions of alternative scenarios and models and aim to be completed and approved by 2012.

Recommendation 4 Improve Secretariat Support to Members

4.1 THE DIRECTOR GENERAL should put into place organizational changes and processes within the secretariat to strengthen the secretariat's capacity to improve services and communications to members as part of the change management process currently underway.

4.2 Where appropriate, input should be sought from members and from others to ensure that changes are based on best practice and meet the needs and capacities of members.

4.3 A 'Member Support Team' is suggested within the secretariat with staff drawn from thematic programme groups, regional offices and coordinated by the Membership and Governance Unit. This team would ensure that information on member profiles, member engagement, and communications with members would be shared and accessible as needed and managed efficiently and effectively.

[82] A restricted part of the Intranet could then be made available to staff only. This would help to rebalance access to information between members and staff without prejudicing information that must be more restricted.

Recommendation 5 Reallocate More Resources for Member Support

5.1 The DIRECTOR GENERAL should make more financial and staff resources available within the secretariat for member engagement and support. This should include both headquarters and regional offices and administration and programme functions

5.2 COUNCIL and the DIRECTOR GENERAL should consider ways including proper accountability frameworks to provide more financial and administrative support to the work of National and Regional Committees.

Recommendation 6 An Accountability Framework and Guidelines for Members

6.1 THE FINANCE AND AUDIT COMMITTEE and the MEMBERSHIP COMMITTEE of COUNCIL, in consultation with the DIRECTOR GENERAL should develop an accountability framework and Guidelines for members in the light of (1) changes to Swiss laws governing auditing in January 2008; (2) the Risk Register being developed for IUCN; and (3) any new 'compact' between members and the Union developed as part of the new IUCN Strategy 2009.

6.2 In the Programme 2009-2012, shared responsibilities for activities should identify which parts of IUCN including members, are accountable for delivering and reporting on results;

6.3 Internal controls for reporting may have to be extended not only to Commissions but also partnerships and members participating in IUCN activities and receiving support through IUCN;

6.4 The implications of the Risk Register and new internal and external accountability systems for IUCN should be communicated to members, if possible by the WCC 2008.

Recommendation 7 A New Membership Strategy for 2009-2012

COUNCIL and the DIRECTOR GENERAL should develop a new membership strategy based on consultation with the members and input from Commissions and the secretariat. The strategy should be consistent with the new IUCN Strategy 2009. Inter alia, the strategy should include:

7.1 The benefits and responsibilities of membership including services to be provided to members by the secretariat should be made clear so that members can better understand the value proposition of IUCN to them;

7.2 Targets for increasing members in different regions and categories and with different profiles should be reexamined in the light of experience with the current strategy. Specifically, the global targets to increase membership and spread IUCN's presence more thinly over more countries might be reconsidered;

7.3 If a new policy determines that new categories of membership or association are acceptable, provisions for these will be included in the strategy;

7.4 Responsibilities for reaching targets, levels of service and reporting on results should be made clearer and more specific within the Secretariat and Commissions;

7.5 The secretariat should reorganize the way it provides services and support to members to become more efficient and effective;

7.6 The strategy should include a membership survey to be undertaken once each Intersessional to provide for feedback from members and comparison with the baseline established by the IUCN Member Survey 2007;

7.7 In order to assist Council in its deliberations, the Director General should provide a financial analysis of the costs of providing current services to members of different categories and across all regions for 2004-2008 (or 2003-2007 to ensure the costs of one WCC year are included) and if possible provide some future financial scenarios to guide alternative new policy options.