

Motions Manual for the World Conservation Congress 2008

Part I - Drafting and submitting motions before the Congress

This manual provides a guide to submitting motions for the Barcelona World Conservation Congress. It aims at facilitating the engagement of members in the motions process. It explains the types of motions, the ways by which they can be submitted, and how they will be managed. For further information please visit the IUCN Congress website at <http://www.iucn.org/congress/2008/>.

Introduction

Motions, and the resulting Resolutions and Recommendations, are the mechanism by which members guide the policy and the Programme of IUCN, and influence third parties. The 906 Resolutions and Recommendations that have been adopted at previous Congresses and General Assemblies are the basis of IUCN's general policy. All the adopted Resolutions and Recommendations can be consulted at the following address:

http://www.iucn.org/congress/2004/members/pre_outputs.htm. Within each set, the text of all motions can be searched using key words.

The number of motions being submitted for consideration at IUCN's Congresses is increasing steadily. As a result, it is becoming more difficult to adequately discuss the issues and conclude all of the business for which IUCN's Statutes require members' decisions. Several members as well as IUCN's Council expressed concerns at the Bangkok Congress that more time should be dedicated to discuss motions addressing substantive policy matters for which further guidance is required from Congress. Members are thus urged to restrict motions to such policy matters that cannot be addressed through other means.

Through its review of the motions process, in an effort to make it both more efficient and more effective, the IUCN Council has decided on several key points of guidance for the Barcelona Congress, in addition to those already included within the Statutes and Regulations, including to make motions or parts thereof relating to the Programme and/or Commission mandates to be resolved and as appropriate incorporated into the Programme/mandates, before these were submitted to Congress for adoption. Council also decided that Commission mandates would be undertaken in line with the One Programme policy.

It is hoped that, with the help and involvement of all IUCN members, the clarification and strengthening of the resolutions process should improve and facilitate the submission of motions and the discussions at Congress. It should also contribute positively to the most important objective of the resolutions and recommendations: their implementation and follow up.

Categories of motions

Motions, when adopted, may take the form of:

1. **Resolutions** if the Director General is called, on behalf of the Secretariat, to take an action;
2. **Recommendations** if exclusively third parties are called on to take action; or
3. **Amendments to the Intersessional Programme or Commission mandates**, if the motion has an impact on the Programme or a Commission mandate; they will be reported as such in the Intersessional Programme when adopted.

The Resolutions Committee will determine the category of designation (i.e., “RESOLUTION”, “RECOMMENDATION”, “AMENDMENT TO THE PROGRAMME” or “AMENDMENT TO A COMMISSION MANDATE”) after their adoption by Congress.

Who may submit a motion?

Draft motions may be submitted by Council or a member from any category of IUCN membership for whom the dues have been paid through 2007 with a minimum of two, and if possible five, co-sponsors from two additional IUCN members for whom the dues have also been paid through 2007.

National Committees as such cannot formally submit a motion. They should, however, with Regional Committees, play an active role in encouraging and coordinating motions from their members and evaluating motions from other members.

Membership in a Commission does not qualify an individual to submit a motion.

All draft motions will be managed and treated according to the procedures established by the Resolutions Working Group appointed by IUCN’s Council.

Important dates for the submission of motions are cited in Box 1.

Motion requirements

The specific Statutes and Rules of Procedure that govern the motions process can be consulted in English, French and Spanish at <http://www.iucn.org/members/statutes.htm>.

Please note that motions must be “**consistent with the objectives of IUCN.**” According to IUCN Statutes, **only new issues** should be the subject of a draft motion. Motions cannot replicate topics of previously adopted Resolutions or Recommendations, unless the underlying issue has not been resolved and/or there remains a need for further action. Therefore, previous Resolutions and Recommendations should be consulted before a draft motion is submitted [see http://www.iucn.org/congress/2004/members/pre_outputs.htm].

Members proposing a motion “**concerning an issue arising in a State or States outside of their own Region shall make best efforts to secure factual information substantiating their proposal**, and present such evidence upon request (a) at the time the proposal is submitted to the Director General and (b) at the World Congress” (Rules of Procedure of the World Conservation Congress § 49bis). This process should include consultation with IUCN’s members in the region. Regional consultations of possible motions on issues of importance to the region should be held whenever possible before the submission of draft motions. Finally, co-sponsors of draft motions must confirm their co-sponsorship (that they agree to the draft motion being submitted).

Members need to note that the Congress adopted Resolution 3.1 in Bangkok, *Precedence Clause- Establishing Precedence*, which provides that in cases where Resolutions and Recommendations are inconsistent on an issue, the most recent Resolution or Recommendation be accepted as providing the basis for interpretation of IUCN’s policy on the matter. It further urges sponsors, to the extent practicable, to expressly provide for the rescission of previously adopted Resolutions or Recommendations that are inconsistent with the motion forwarded for consideration.

Box 1. Important dates for the submission of motions

- **6 June 2008:** The deadline for submitting draft motions is **6 June 2008**, which is 120 days prior to the opening of the Congress as specified in the Rules of Procedure (§ 49).
- **5 August 2008:** Motions determined to meet statutory requirements by the RWG for consideration at the Congress are posted on the Congress website. Hard copies are sent to those IUCN members requiring them.

Motion structure

The format and structure outlined below provides a standard framework for monitoring and reporting on progress made in the implementation of Resolutions and Recommendations.

Draft motions can be submitted in any of IUCN's official languages: English, French, or Spanish. Council recommends that motions should be as concise as possible and should in any case not exceed 1,000 words. Members should note that every page, if printed, is multiplied by the three languages, the number of members for each language, and, if revised at Congress, by the number of official participants. Examples of the different kinds of motions that have been adopted at previous Congresses are provided in **Annex 1**.

A motion comprises:

- **Title** – The title should convey the subject of the motion in 10 words or less.
- **Preamble** – The preamble provides relevant background information to substantiate the action(s) called for in the operant part of a motion. It should not exceed 500 words.

In general terms, information in the preamble should summarize: 1) relevant historical/temporal events; 2) relevant adopted Resolutions and Recommendations; 3) relevant actions or activities that have been undertaken on the issue; and 4) why the motion should be adopted. Each sentence is presented as a separate paragraph and should open with a verb IN CAPS. Examples are: NOTING, RECALLING, AWARE OF, WELCOMING, MINDFUL OF, CONCERNED, RECOGNIZING, etc.

- **Transitional clause:** A clause that declares the decision of the members to undertake the actions called for and links the preambular part of the motion with its operant part. All motions **must** contain a transitional clause. For the Fourth World Conservation Congress the transitional clause will read:

The IUCN World Conservation Congress at its fourth session in Barcelona, Spain, 5-14 October 2008:

- **Operant section:** In 500 words or less, the operant section of the motion elaborates actions that respond to the problem described in the preamble. Action statements should identify the audience and/or the entity responsible for undertaking the action, such as: Government agencies, Non-Governmental Organizations (NGOs), the Director General of IUCN. The more focused these statements are, the greater the potential to monitor implementation of the actions. Each action should be presented as a separate paragraph. Wherever possible, implementation of an action should be limited to one entity. Actions should be appropriate for the government, institution, NGO or recipient that is expected to undertake the actions. For example, a motion cannot call on the Director General of IUCN to ensure that a UN agency undertakes a task or action. It can, nonetheless, call on the IUCN Director General to encourage or request such an agency to take an action. Please note that motions requesting action from any part of the IUCN Secretariat should be directed to the Director General.

Motions requesting actions from Commissions should not identify specific Commissions, as most issues need input from several Commissions, even if one takes the lead.

Each action should be cited as a separate point and numbered sequentially (**see Annex 1**).

The first word of each paragraph should be a verb IN CAPS, for example: CALLS ON, REQUESTS, ENCOURAGES, URGES, ENTREATS, etc.

- **Proposed additional transitional clauses relating to IUCN's Programme:** Note that motions or parts of motions that call on the Director General to undertake an action in the context of the Programme and/or a Commission mandate will be considered as motions to amend the Programme or the Commission mandate.

If the entire operant part of a motion represents an amendment to the Programme or a Commission mandate, such amendment will be considered by Congress and incorporated in the Programme or Commission mandate, as appropriate. If the content of the motion is already in the Programme or Commission mandate but provides further guidance to its implementation, the transitional clause between the Preamble and Operant parts of the motion shall read:

The IUCN World Conservation Congress at its fourth session in Barcelona, Spain, 5-14 October 2008, provides the following guidance in the implementation of the Programme (2009-12):

If the operant part of a motion calls for a variety of actions, of which one or more represent an amendment to the Programme or Commission mandate, they will be dealt in the above manner. Programme and/or Commission mandate-related paragraphs providing further guidance will be grouped together and preceded by a transitional clause reading:

In addition, the IUCN World Conservation Congress at its fourth session in Barcelona, Spain, 5-14 October 2008, provides the following guidance in the implementation of the Programme (2009-12):

An **Explanatory memorandum** of up to 500 words, in any of the official languages, may be submitted with a draft motion. These memoranda are not part of a motion and are thus not subject to review, negotiation or decision. This option is available to add or complement the information provided in the text of the motion. These memoranda will be posted and circulated with the motion in the language of submission.

Motions Management System

To help Members develop and submit motions, an electronic Motions Management System will be put in place in early 2008 and will provide step by step instructions for the process. A more detailed set of user guidance will also be available at that time. This system will facilitate the motions development, submission and management process and will help to reduce paper consumption and waste. The system will also ensure that:

1. Motion sponsors have access to an electronic template to help them prepare a draft motion;
2. Co-sponsors can help draft the motion; and
3. The motions submitted are better managed and processed by the Resolutions Working Group and the Secretariat's team working on the motions process before the Congress.

Once draft motions are approved by the Resolutions Working Group and are posted on the Congress website, members will have the possibility of providing comments to those motions in the lead up to the Congress. Comments provided by these means will help organize discussions at the Congress, but will not be considered as proposed changes to the motions.

Note: While the Motions Management System is designed to facilitate motions drafting, submission and management processes, if a sponsor cannot access the system the Secretariat Resolutions team will help him/her prepare and submit motions. Please contact the team at motions@iucn.org.

Management and review procedures after submission

When a draft motion is received by the Secretariat Resolutions Team, the text is reviewed to ensure that it conforms to the correct format and style and that the members are in good standing, with dues paid. Any citations are checked and verified. Where needed, grammar and references are corrected. In the situation where the above review leads to substantial changes to a draft motion, the sponsor and co-sponsors are informed and their approval is sought.

Once this process is completed the title and the sponsor and co-sponsors names and institutional affiliation will be posted on the Congress website to provide prospective sponsors with an idea of the topics that are being covered by submissions.

Draft motions are reviewed to verify factual information and whether the issue has been previously addressed or not. Motions that would amend either the proposed Programme or a Commission mandate are referred to the Programme Working Group (PWG) for an assessment of the likely impact on the Programme or Commission mandate. The PWG then forwards comments to the Resolutions Working Group (RWG) for their consideration.

The RWG will meet in June 2008 to finalize decisions on all draft motions. Review comments and guidance provided by the PWG are summarized for circulation with each motion. If the RWG determines that two or more draft motions address the same topic, it will consolidate such motions. In such cases, the sponsors will be notified of the Resolutions Working Group's decision and provided a copy of the consolidated draft. Where the motions offer alternative views those alternatives will be conveyed in the consolidated draft and marked in such a manner to indicate that when considered, members will have the option to adopt one alternative or the other. At Congress, a Contact Group may be established during the Members' Assembly in order to allow discussion and achieve consensus on language.

The RWG will also determine which motions (or relevant parts) will be scheduled for consideration in hearings that will be planned during the Members' Assembly for consideration of the proposed Programme and Commission mandates.

All motions determined to be eligible by the RWG will be posted on the Congress Website on or before **5 August 2008**. Hard copies will only be sent upon direct request in order to reduce paper use. The various Committees, Working Groups and Secretariat teams responsible for the motions process are listed in Box 2.

Note: Information on submission and management of motions at the Congress will be provided in Part II of this manual, which will be available 30 days before the Congress opens. Information about the management of the electronic system will be provided when the system becomes operational.

Box 2 – Committees, Working Groups and Secretariat teams responsible for supporting the Motions Process

- **Resolutions Working Group (RWG):** This working group is called for in Statutes and nominated by Council. The RWG oversees pre-Congress motions submission and management procedures and determines whether a motion meets the statutory requirements. The RWG ceases to exist on the opening of the Congress. Its role is taken over by the Resolutions Committee (see below).
- **Programme Working Group (PWG):** A sub-group of the Council Programme and Policy Committee is established to assess the impact of motions that will amend the proposed intersessional programme or Commission mandates. The PWG assessments are forwarded to the RWG and conveyed to the members with affected motions. The functions of the PWG are taken over by the Programme Committee when the Congress opens.
- **Secretariat Resolutions Team:** A small team of Secretariat staff is appointed by the Director General to support and assist the RWG, RC and PWG (in relation to those motions calling for amendments to the Programme or a Commission Mandate). The Resolutions Team supports the work of the RWG and manages the motions' submission process. It ensures that the technical aspects of the motions, including the possible costs implications, are adequately reviewed within the Secretariat. It will also manage procedures for consideration of motions in scheduled Contact Groups or other sessions during the Members' Assembly.
- **Congress Resolutions Committee (RC):** The Resolutions Committee includes the members of the Resolutions Working Group and others who may be nominated and elected at the opening of the Congress. The RC oversees the motions process at the Congress; schedules contact group and other sessions; and schedules when motions will be considered for adoption.
- **Congress Programme Committee (PC):** The Programme Committee is established at the opening of the Congress to guide consideration of the Programme and motions to amend the Programme or Commission mandates and report back to the RC on these motions. The PC will schedule sessions when these motions are considered in conjunction with the proposed intersessional programme. On the advice of the PC the RC will schedule Contact Group sessions to facilitate consensus building around such motions. All decisions of the PC will be conveyed to members when those motions are considered.

ANNEX1

Examples of motions adopted

Motions that became Resolutions:

Res WCC2.9: Implementation and monitoring of international conventions

CONSIDERING the difficulties of implementing decisions taken within the framework of conventions, treaties and other international agreements concerning nature conservation;

RECOGNIZING the important role played by IUCN in the preparation of these international agreements and its role in the designation of World Heritage Sites, the analyses of proposed amendments to the Appendices of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), and the drafting of guidelines for the Subsidiary Body for Scientific, Technical and Technological Advice (SBSTTA) of the Convention on Biological Diversity; and

CONSIDERING that this capacity could be expanded to cover other international conventions, specifically the selection of sites eligible for designation as 'wetlands of international importance' under the Convention on Wetlands (Ramsar Convention);

The World Conservation Congress at its 2nd Session in Amman, Jordan, 4-11 October 2000:

REQUESTS the Director General to strive for better implementation of the conventions, treaties and other international agreements concerning nature conservation by continuing to:

- a) Place the expertise available within IUCN at the disposition of States requesting assistance in this field;
- b) Ensure that the Secretariat's Component Programmes, as a priority, monitor and assist States to fulfil their obligations as agreed under international agreements; and
- c) Propose pilot actions and support the activities of IUCN members in the context of international agreements.

Res WCC3.62 The Millennium Ecosystem Assessment

RECALLING Resolution 2.55 *Millennium Ecosystem Assessment* adopted by the 2nd IUCN World Conservation Congress (Amman, 2000) that describes the challenge of effectively managing the earth's ecosystems;

RECOGNIZING the contribution that the *Millennium Ecosystem Assessment* (MA) is making to the emergence of a widely accepted conceptual framework to assess ecosystems and human well-being and to the consolidation of a solid foundation of scientific information on the current state, future scenarios and response options in relation to ecosystems and human well-being;

RECOGNIZING the relevance of local, national and regional integrated assessments of ecosystems and human well-being as tools for decision-making for sustainable development; NOTING the active involvement of IUCN members, Commissions, and Secretariat as authors and reviewers of the MA, and the representation of IUCN on the Board of the MA; and REAFFIRMING the request in Resolution 2.55 that the IUCN Director General and IUCN members continue to support and be involved in the MA;

The World Conservation Congress at its 3rd Session in Bangkok, Thailand, 17–25 November 2004:

1. WELCOMES progress made in the MA global and sub-global assessments, and in the recognition of science and traditional knowledge as sources of knowledge on the status of ecosystems and how they can be managed to contribute to human well-being while maintaining biodiversity and the delivery of ecosystem services;
2. REQUESTS the IUCN Director General to disseminate proactively to IUCN members the findings of the MA when they are released;
3. ENCOURAGES the IUCN membership to make full use of the findings of the MA to engage in public discussions and policy dialogues, to identify areas of priority action and to help promote the conservation and sustainable use of ecosystems;
4. REQUESTS that the IUCN Director General and IUCN Commissions, and in particular the Commission on Ecosystem Management and the Commission on Education and Communication, facilitate the communication of the MA findings to members and the dissemination of the tools and methods developed in the MA through, *inter alia*, relevant training and capacity-building activities; and
5. REQUESTS IUCN to take an active role, in cooperation with other international organizations, in particular the United Nations Environment Programme (UNEP), to promote the emergence of stable mechanisms at multiple scales to carry out ongoing assessments of ecosystems and their links with human wellbeing.

A motion that became a Recommendation:

Rec WCC2.79: Introduction of alien species

NOTING that both public and private development agencies have deliberately introduced alien species into the wild, with the expectation that they will reproduce in the wild and provide economic benefits, such as pest control, future harvest or use in the wild;

FURTHER NOTING that there have also been deliberate introductions of alien species into the wild for aesthetic or recreational reasons;

AWARE that many introductions of alien species into the wild have had disastrous results, far greater in scale than the intended benefits, and may have extreme and negative impacts on entire ecosystems, including the extinction of native species;

RECOGNIZING that the current state of ecological knowledge makes it difficult to accurately predict the chain of events that will occur as the result of any such introduction of alien species, and hence the positive or negative consequences and impacts; and

RECOGNIZING that the precautionary approach would mitigate against actions that may be expected to interfere with significant ecosystem functions, and have the potential to cause extinction of native species;

The World Conservation Congress at its 2nd Session in Amman, Jordan, 4-11 October 2000:

1. CALLS ON civil society, institutions, and governments not to deliberately introduce alien species into the wild, for the purpose of their reproduction and propagation in the wild, unless supported by an appropriate risk analysis and environmental assessment of the possible consequences of introduction, and
2. URGES all bilateral and multilateral development assistance agencies and other government agencies not to support programmes involving the deliberate introduction of alien species into the wild, with the purpose of their reproduction and propagation in the wild, unless supported by an appropriate risk analysis and environmental assessment.

Motions that amended the Programme:

Res WCC1.19: A Global IUCN Temperate, Boreal and Southern Cold Temperate Forests Programme

CONSIDERING that the IUCN forest programme should be comprehensive in scope, and address all types of forests, including temperate, boreal and Southern cold temperate forests;

RECALLING Resolution 19.1 of the 19th Session of the IUCN General Assembly, which states that while IUCN must give particular support to its members in developing countries, it should give attention to resource patterns in the developed world;

NOTING that the role of IUCN is to provide a forum for discussion of conservation issues, including their scientific, educational, economic, social, and political dimensions at global, national and regional levels;

RECOGNIZING the importance of temperate, boreal and Southern cold temperate forests to the long-term well-being of many local populations, national economies and the biosphere;

NOTING that forest issues are receiving increasing attention in temperate, boreal and Southern cold temperate forest regions, and that regional and international initiatives to promote the conservation and sustainable management of these forests are well underway;

NOTING the relevance of temperate, boreal and Southern cold temperate forests to the Framework Convention on Climate Change and the Convention on Biological Diversity;

WELCOMING in particular the recent agreements on criteria and indicators for sustainable forest management that have been reached by countries with temperate, boreal and Southern cold temperate forests under the Helsinki Process and the Montreal Process;

AWARE of the scale of the problems affecting the forests of Central and Eastern European nations and Russia in particular;

BELIEVING that a comprehensive IUCN forest programme which includes temperate, boreal and Southern cold temperate forests and integrates forest conservation and forest use within a common framework could be an important part of worldwide action in response to the Forest Principles and Agenda 21 adopted by the Earth Summit in Rio de Janeiro, and that aspects of *Caring for the Earth* are relevant to these forests globally;

The World Conservation Congress at its 1st Session in Montreal, Canada, 14–23 October 1996:

REQUESTS the Director General, within available resources and in consultation with Commissions and members of IUCN, to pursue actively the development of a temperate, boreal and Southern cold temperate forest programme to promote the conservation and sustainable management of such forests globally, with the aims of:

1. Broadening the scope of IUCN's forest activities to include all important forest types and strengthening the Union's network for cooperation on forest issues; and
2. Enhancing the capacity of IUCN members to promote the conservation and sustainable management of temperate, boreal and Southern cold temperate forests.

Res WCC3.33 Implementation of an IUCN programme for the Insular Caribbean

CONSIDERING that the Insular Caribbean is an ecologically coherent unit, clearly identified and differentiated from the surrounding regions;

CONSIDERING also that the Insular Caribbean has been identified as one of the four hotspots of global biodiversity, containing 11% of the world's coral reefs and significant terrestrial endemism;

CONCERNED about existing threats throughout the region, such as the destruction of habitat, sedimentation, overfishing, long-line fishing, and invasive species, among others, which are causing an alarming loss of biodiversity;

AWARE that at its 19th Session, in Buenos Aires, Argentina, the General Assembly of IUCN already recognized through Resolution 19.14, *The IUCN in the Caribbean*, the seriousness of the situation facing marine, coastal and island ecosystems in the Caribbean, and stressed the need for action by IUCN in the region;

AWARE that the Convention for the Protection and Development of the Marine Environment in the Wider Caribbean Region (Cartagena Convention, 1983) provides the legal framework for conservation and sustainable development of the region, along with the Protocol to the Convention Concerning Specially Protected Areas and Wildlife (SPAW) that entered into force in 2000;

CONSIDERING that there are examples in the region of management schemes whose sustainable practices can contribute to development of the global system of IUCN;

NOTING that the Marine and Caribbean programmes of the World Commission on Protected Areas (WCPA) can be strengthened by an increased collaboration and coordination of regional and international members and partners, including the Caribbean Environment Programme (CEP) of the United Nations Environment Programme (UNEP), The Nature Conservancy and others;

AWARE of the need to promote and disseminate the most recent achievements attained through the following programmes and initiatives:

- (a) Socioeconomic Monitoring of Protected Areas (SocMon) of the WCPA;
- (b) the Regional Plan for Strengthening of Marine Reserves in the Caribbean, to direct marine reserves as a tool for the conservation of biodiversity;
- (c) the Network and Forum of Wider Caribbean Marine Protected Areas Management (CaMPAM);
- (d) the identification and nomination process for World Heritage Sites; and
- (e) the cooperation within the WCPA Caribbean Programme and its potential role in the implementation of SPAW; and

CONSIDERING that members of the Insular Caribbean wish to implement relative components of the *IUCN Intersessional Programme 2005–2008*;

The World Conservation Congress at its 3rd Session in Bangkok, Thailand, 17–25 November 2004:

REQUESTS the IUCN Director General to:

(a) promote a greater strengthening of IUCN's presence in the Insular Caribbean, through regional implementation of relevant components of the *IUCN Intersessional Programme 2005–2008*;

(b) assist in the formation of an IUCN Sub-Regional Committee for the Caribbean to promote the objectives of IUCN in that region;

(c) assign a member of the Secretariat to facilitate achieving the above objectives and to assist in promoting increased membership in IUCN among Caribbean States and the Caribbean NGO community; and

(d) review the viability of establishing a permanent IUCN Sub-Regional Office in the Caribbean.