
What do IUCN Resolutions achieve?

A study to develop monitoring for results of IUCN Resolutions and Recommendations

This study delivers the first phase of the work needed to respond to Objective 4 of the 2012 Congress Evaluation and provides preliminary findings.

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Executive summary

Purpose and approach

This study set out to develop a way to “*track the relevance and impact of resolutions over the next 2-3 years*”, the fourth objective of the [2012 Congress Evaluation](#)¹. Aware that measuring impact can only be done over a longer time frame, this study focused on evaluating **results** and the **factors for success**. This report presents a set of preliminary findings about the relevance, results, effectiveness and impact in 2013 of IUCN Resolutions and Recommendations adopted in 2012 at the World Conservation Congress.

The findings here are based on interviews and desk research undertaken from October 2013 to January 2014 focused on a sample of 50 Resolutions and Recommendations adopted in Jeju in 2012. In total 34 Resolutions and Recommendations were analysed based on detailed feedback from 72 respondents.

If implemented, the Recommendations made in this report would enable the design of a results focused monitoring system, as well as improvements to the development of Motions and implementation of Resolutions.

General discussion

Opportunities: There are notable examples of well-developed, clearly coordinated and proactively implemented Resolutions that appear likely to deliver conservation results that could serve as a model. Resolutions are an opportunity to put the One Programme Charter into practice.

Challenges: However, the Motions process suffers from poorly articulated results, lack of joint action, lack of communication, uncoordinated follow-up, and a general sense of frustration and disillusionment with the system.

Results: Early results for conservation are limited, but many intermediate outcomes (enabling results) were observed. These are sometimes achieved in the Motion preparation phase.

Factors for success: Some of the predicted factors for success could easily be addressed for quick wins to improve both the system as a whole and Resolutions individually. Conditions for success need to be addressed during both planning and implementation.

Measuring results: Monitoring and reporting is currently activities-focused and does not answer the question of results achieved, either for guiding conservation or for leveraging the Union. A results-based monitoring system requires a clear statement of purpose for Resolutions and better preparation of Motions (planning).

¹ The Congress Evaluation final report is available at:
https://cmsdata.iucn.org/downloads/evaluation_of_the_2012_iucn_world_conservation_congress___final_report___2013_1.pdf

Main findings

The main findings of the report and summaries of related recommendations are given below. Please see the end of the full report for the detailed recommendations (page 39).

Main findings – Part 1: Purpose and content of Resolutions: The Motions process was established and is still defined by the Statutes as a mechanism for Members to collectively set IUCN policy and make programmatic recommendations for conservation. In practice it has become a system that is frequently used as a platform by single Members to elevate their issues to the international level. It is still essential to the democratic processes that make IUCN a membership union. If the Motions process has a dual purpose to achieve conservation and ‘achieve Union’, a system to measure results should embrace both.

Resolutions aim for results in three areas:

1. IUCN governance
2. IUCN policy on conservation issues
3. Recommendations for conservation action within and beyond IUCN (‘programmatic actions’)

The majority of Resolutions simultaneously set policy for IUCN (and others) and guide action (2 and 3), because most policies and policy-influencing statements are induced from the actions rather than presented as stand-alone policy.

Summary recommendations: *Define the specific purpose(s) of the Motions process. Develop monitoring tools that measure achievement of the stated purposes of the Motions process. Implement criteria for developing Motions that include clear results.*

Main findings, Part 2: Planning and Motion preparation: Multiple approaches are used to develop Motions and there are no formal guidelines for how to do this. However, respondents who were involved in collaborative, consultative and context-sensitive Motion development processes have a stronger sense of ownership over the implementation of the Resolution. Results for conservation and especially delivering the added value of the Union can be achieved during the process of developing Motions.

Many Resolutions do not clearly articulate the intended results. This is not surprising as the Motions submission process has never made clear planning and measurable results a requirement, but it leads to Resolutions that are difficult to implement and monitor. Resolutions that aim to influence local, national or regional issues deserve special follow-up in the subsequent phases of this study. Reform of the Motions submission and voting process is important but alone will not address the challenges of implementation.

Summary recommendations: *Improve planning/Motion development by using criteria or offering guidance for Motion sponsors based on the factors for success.*

Main findings, Part 3 – Implementation: Approaches to implementation are varied but the majority lack coordination and planning. The absence of guidance or definitions of roles and responsibilities is apparent and leads to lack of ownership. There is a weak sense of ownership and responsibility for implementation on the part of many Members, though this is balanced by a strong willingness paired with a need for better guidance. Opportunities to advance conservation through collaboration between constituents of the Union are frequently missed due to lack of planning, coordination and awareness.

Many Motion sponsors, implementers/stakeholders and focal points are unfamiliar with the specific content of their Resolution. The majority of Resolutions studied have so far been neither proactively used as a tool to further conservation, especially externally to the Union, nor communicated to potential implementers or stakeholders.

Summary recommendations: *Improve planning and implementation by clarifying roles and guidance.*

Main findings, Part 4 – Results and factors for success: Most respondents expected their Resolution to accelerate ongoing work, but in most cases it is too early to observe any effects. Many Resolutions have already achieved some enabling results, demonstrating the contribution of Resolutions to benefits that are means to conservation ends, in particular enabling results that strengthen the Union.

Based on the preliminary findings of this study, the expected conditions for success start at the planning stage and must be followed up during implementation. A number of the predicted factors could be relatively easily addressed for quick wins to substantially improve the value of the Resolutions. These include criteria for better Motion development and guidance on implementation.

Summary recommendations: *Ensure learning from ‘successful’ Resolutions informs the selection of criteria for evaluating Motions. Share success stories as a basis for planning and implementation. Consider monitoring enabling results as well as conservation results, acknowledging that conservation results can happen on longer time horizons.*

Main findings, Part 5 – Monitoring for results: Current monitoring of Resolutions focuses on activities undertaken by Secretariat. Members demonstrate a lack of interest and commitment to monitoring. An overhaul of the monitoring system would first require clarification of the purpose of the Motions process, supported by reform of the Motion submission and voting process. In the short term monitoring can be improved through small adjustments, such as shifting from activities-monitoring to results-monitoring, and making a stronger push to expand the focus of monitoring from the Secretariat to the Union.

Summary recommendations: *Develop monitoring tools that measure achievement of the stated purposes of the Motions process. Implement criteria for Motions that include clear statement of results.*

Please see page 39 of this report for the recommendations in full.

Sample of Resolutions and Recommendations considered by this study

Total Resolutions and Recommendations adopted at Jeju: 183

Total Resolutions and Recommendations in the sample: 39

Resolutions for which no response was received: 5

Number of Resolutions and Recommendations studied: 34

Count	Resolution /Recommendation name	Res ID	Thematic area	No responses / Not studied
Resolutions				
1	Strengthening the motions process and enhancing implementation of IUCN Resolutions	1	IUCN Governance	
2	Prioritizing IUCN membership awareness and support	3	IUCN Governance	
3	Encouraging cooperation with faith-based organizations and networks	9	IUCN Governance	
4	Further steps to combat the amphibian crisis	20	Species	
5	Supporting regional initiatives to conserve mammal diversity in West and Central Africa	22	Species	
6	Enhancing anti-poaching and wildlife resource protection efforts, using rhino and elephant as indicators	24	Species	No responses/ not studied
7	Conservation of the East Asian-Australasian Flyway intertidal zone, with particular reference to the Yellow Sea and its threatened birds	28	Species	
8	The conservation of Asian horseshoe crabs	30	Species	
9	Precautionary tuna management through target and limit reference points and improved Fish Aggregating Device (FAD) management	31	Species	
10	Strengthening training and capacities for botanical gardens and arboreta staff for the Global Strategy of Plant Conservation (GSPC) 2020 in East Asia	34	Species	
11	Healthy parks healthy people	39	Protected Areas	
12	Protection of Mediterranean submarine canyons	50	Protected Areas	No responses/ not studied
13	Enhancing connectivity conservation through international networking of best practice management	56	Ecosystems	

14	The importance of adaptation and disaster risk reduction in coastal areas	59	Ecosystems	
15	The importance of assessing the water needs of wetlands in order to preserve their ecological functions	68	Ecosystems	
16	Protection of the deep ocean ecosystem and biodiversity from the threats of sea bed mining	79	Marine	
17	Integrating protected areas into climate change adaptation and mitigation strategies	86	Climate change	
18	Solar cooking and its contribution to healthy and resilient ecosystems and communities	91	Energy	No responses/ not studied
19	Promoting and supporting community resource management and conservation as a foundation for sustainable development	92	Human well-being	
20	Traditional knowledge of indigenous peoples and local peasant communities in the Andes and the Amazon Rainforest as a mechanism for adaptation to climate change	95	Human well-being	
21	Child's right to connect with nature and to a healthy environment	101	Human well-being	
22	Food security, ecosystem restoration and climate change	104	Human well-being	
23	Green growth as a sustainable strategy for nature conservation and economic development	109	Human well-being	
24	Operationalization of the Intergovernmental science-policy Platform on Biodiversity and Ecosystem Services (IPBES)	117	Environmental Governance	
25	Promoting external responsibility with regard to the impact on global biodiversity	121	Environmental Governance	
26	Advocating Private, Public, Community Partnerships (PPCPs) for sustainable development	123	Environmental Governance	
27	Courts and access to justice	129	Environmental law	
28	Legally binding Global Mercury Treaty to protect wildlife, ecosystems and health	135	Pollution	
29	Support for a comprehensive scientific review of the impact on global biodiversity of systemic pesticides by the joint task force of the IUCN Species Survival Commission (SSC) and the IUCN Commission on Ecosystem Management (CEM)	137	Pollution	
Recommendations				

30	Conservation of rhinoceros species in Africa and Asia	138	Species	
31	The conservation of hammerhead sharks in the Mesoamerican Region and the marine corridor in the Eastern Tropical Pacific	146	Species	
32	Mountain Protected Areas	148	Protected Areas	
33	Transboundary ecological corridors in the Western Iberian Peninsula	149	Protected Areas	
34	Support for the Bonn Challenge on restoration of lost forests and degraded lands	158	Ecosystems	No responses/ not studied
35	Ensuring the conservation of Chilean Patagonia's forests	159	Ecosystems	
36	Preservation of oasis ecosystems	160	Ecosystems	No responses/ not studied
37	Conserving coastal ecosystems to reduce risks in coastal areas in Africa	168	Marine	
38	To enhance the community procedures to improve the management of coastal fishing	170	Marine	
39	Sustainable use of abundant biological resources	179	Human well-being	

Introduction, objectives and methodology

Introduction and rationale

Since IUCN's founding in 1948, the Motions process² has generated more than one thousand (1,239) Resolutions and Recommendations that form the basis of IUCN's general policy. At the last IUCN World Conservation Congress in 2012 in Jeju, South Korea, 183 Resolutions and Recommendations (from here on "Resolutions") were adopted. This represented a 34% increase from the previous Congress which coincided with an 11.5% increase in Membership³. Despite its long history and the growing body of Resolutions, a systematic study of what the Resolutions achieve for conservation has never been undertaken before.

The findings will improve the Union's understanding of the factors that make Resolutions effective and useful, and, consequently could be used to help Members prepare motions for the next Congress. The findings will also contribute to the Motions Advisory Group's deliberations and analysis for reforming the motions submission process in 2014⁴. The recommendations given are intended to enable the design of a monitoring system, but would also contribute to improved Motion development and Resolution implementation.

Purpose

This study set out to develop a way to "*track the relevance and impact of Resolutions over the next 2-3 years*", the fourth objective of the 2012 Congress Evaluation. Aware that measuring impact can only be done over a longer time frame, this study focused on evaluating results and the factors for success. While attempting to design a monitoring system to measure results, it quickly became apparent that it was necessary to evaluate the broader conditions under which Resolutions are implemented, starting at the planning process.

This report presents a set of preliminary findings about the relevance, results, effectiveness and impact in 2013 of IUCN Resolutions and Recommendations adopted in 2012 at the World Conservation Congress in Jeju that need to be followed up by further data gathering until 2016. The main evaluation questions presented to Council in November 2013 that guided this study were:

Main evaluation questions for 2015 or 2016 time frame:

- What were the results of the Resolutions and Recommendations adopted in Jeju?

² "Motions process" is used in this report to describe the system through which IUCN Members submit and approve Resolutions and Recommendations, and the resulting body of Resolutions and Recommendations and their implementation.

³ Based on the Preliminary Analysis of Resolutions and Recommendations, Draft 28 November 2012, available at: http://cmsdata.iucn.org/downloads/preliminary_analysis_of_resolutions_and_recommendations.pdf

⁴ The Motions Advisory Group is working towards a 2014 deadline for presenting structural reforms of the motions process, as per Resolutions WCC-2012-Res-001. The procedural report of the November 2013 Programme and Policy Committee meeting during Council stated that "the impact study will serve as a good baseline which can guide the work of the (Resolutions) Task Force."

- What factors⁵ contributed to or inhibited the implementation and results of the Resolutions and Recommendations approved in Jeju?

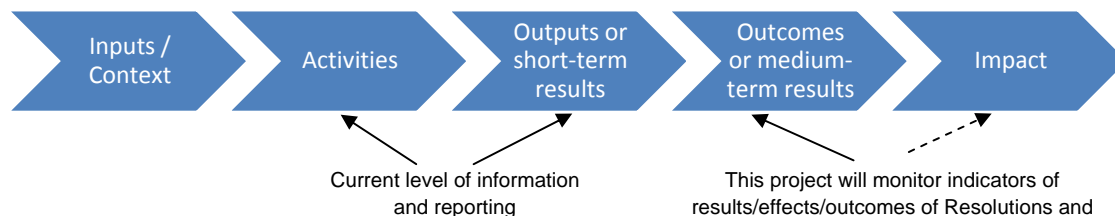
Secondary evaluation questions for first phase of the study (up to January 2014):

- Do the Resolutions support or launch work that would not have been undertaken otherwise? What concrete actions are taking place due to the adoption of Resolutions?
- How do Resolutions support Members, Commissions and the Secretariat in the achievement of the IUCN Mission?
- How do Resolutions support motion sponsors or other IUCN constituents in the achievement of existing initiatives or ongoing work?
- How do motion sponsors contribute to the implementation of Resolutions?
- How are Resolutions communicated to relevant stakeholders?
- How are Resolutions perceived by relevant stakeholders?

What can be monitored or evaluated?

It is important to clarify what is meant by “track the relevance and impact” or ‘impact assessment’ of Resolutions and Recommendations. In an ideal world, we would investigate the contribution of the Resolutions to biodiversity conservation and human well-being. This might be possible for a small minority of Resolutions that are likely to have a direct effect at one of these levels. However, with the timeframe and resources available it is only realistic to assess whether the Resolutions have a direct effect at a specific level in the results chain. Based on the simplified logic chain below, this study focused on the outputs, outcomes and impacts caused by the Resolutions.

Results chain:



Evaluating whether or not results at any level will have an *impact* on biodiversity conservation is well beyond the scope of this exercise even if it is pursued over the next few years.

Attributing results to Resolutions and measuring impact

Measuring impact of conservation interventions, such as Resolutions, implies understanding what additional contribution can be attributed to the intervention. At the highest standard, a counterfactual (control situation) should also be studied, but this is expensive and rarely possible for IUCN’s work.

⁵ Factors being considered include: level of resources needed, stakeholders involved, issue and theme addressed, scope of the Resolution or Recommendation, supports ongoing work or a new initiative, involvement of the sponsors or of other IUCN Members in the implementation, ease of implementation based on clarity of the text and intention of the Resolution itself as well as clarity in planning, etc.

However, with Resolutions IUCN is interested in understanding what difference the Resolutions make on the outcomes within its sphere of influence, for example on its ability to raise funds, build support, influence policy outcomes, raise awareness, or achieve conservation.

Methodology and sample

Data sources

This report builds on the Congress Evaluation undertaken by the Planning, Monitoring and Evaluation Unit (PM&E) in 2012 and resolutions tracking undertaken by the Global Policy Unit (GPU) in 2013. In 2012, a purposeful sample of 50 Resolutions⁶ was provisionally selected as a basis for generalization to the full set of 183. 36 of 50 Motion sponsors were available in Jeju to be interviewed about their expectations and plans for monitoring. This study focused on the same sample⁷ for the sake of continuity, although only 34 could be studied in depth because several resolutions received no responses.

From September 2013 to January 2014, interviews in person or by telephone/Skype were held with people directly involved in drafting, implementing or monitoring Resolutions in the sample.⁸ Desk research of best practices for monitoring conservation and policy influence for conservation was also undertaken, as well as a desk review of the Resolution texts.

Definitions of target interviewees for the purpose of this study:

- Motion sponsor: contact person from the IUCN Member that submitted and was the main sponsor of the Motion.
- Focal point: person designated after Congress by Global Policy Unit to report on progress in implementation; usually Secretariat staff, occasionally Commission member. The focal point role is not formally defined.
- Implementer/stakeholder: people/organisations not necessarily named in the Resolution text but considered by the Motion sponsor or focal point to have an active role in implementation.

Over a two month period, 34 Resolutions and Recommendations were analysed, based on detailed feedback from 72 respondents. Of the respondents interviewed specifically about Resolutions, 34 were focal points, 17 were Motion sponsors, and 17 were implementers/stakeholders.

Of the responses, 66 were interviews averaging one hour in duration and five were responses sent in writing. Seven interviews were held with staff from Secretariat senior management, Commission leadership and Council, all as 'key informants' about the Motions process overall rather than about specific Resolutions.

⁶ The sample is representative of the following criteria: Membership category of the sponsor, sponsor's region, whether the sponsor had joined since the Barcelona Congress or was an older member (old vs new), theme, geographic scope, and implementers.

⁷ The 36 Resolutions studied in Jeju were used plus 3 more to compensate for non-responses and ensure the sample remained representative.

⁸ The interview protocol is available in the Annex.

Data source	Number
Resolutions studied	34
Resolution-specific interviews	65 (1 - 4 interviews per Resolution)
General interviews	7
Total interviews	72
Hours spent on interviews	Approximately 80 hours (excluding time for scheduling, preparation and cleaning data)

Limitations of the study

The findings and results of this study are based on a sample and require follow up monitoring, and therefore should be viewed as preliminary and indicative. One of the greatest values of this study has been the compelling stories and examples that have emerged.

Interviews provided the basis for understanding the intended results and underlying assumptions about how interventions will lead to results. Nonetheless, data collected through interviews can only provide stakeholders' perceptions of change, a limitation that this study addressed by using three interviews per Resolution. For subsequent monitoring and evaluation, a less time- and resource-intensive approach for data collection should be considered because resources for follow-up to fully respond to the evaluation questions are not currently in place and will need to be identified.

The main limitations are: small sample size of Resolutions studied due to time/resource constraints; low response rate from Members; high number of respondents who gave speculative answers because they were responding on behalf of someone else in their organisation who had had closer involvement with the Motion; and, inability to triangulate perspectives for nine of the 34 resolutions studied for which only one interview could be obtained (due to non-responses). The perspectives of non-respondents and a control group (e.g. stakeholders of a Resolution that are uninvolved in implementation, or Members that do not use the Motions process) are therefore not reflected in this study.

Despite sending two and sometimes three emails and a phone call, 23 of 39 Motion sponsors (59%) could not be reached. Of the 39 focal points we attempted to contact, four could not be reached (10%). The majority of Motions in the sample were sponsored by INGOs or NGOs. Of the Motions sponsored by Government Agencies (GA) or States, 50% of the respondents could not be reached. In total, two GA members, two State members and 13 NGO/INGO members were interviewed.

Part I: Purpose and content of Resolutions

Main evaluation question: Track the relevance and impact of Resolutions adopted at Jeju.

Interview questions: What are the most important results expected from this Resolution? Please give one or two.

If the results are achieved what conservation impact or impact for human well-being would you expect to see? Is this something that would be measurable before 2016?

Key findings: The Motions process was established and is still defined by the Statutes as a mechanism for Members to collectively set IUCN policy and make programmatic recommendations for conservation. In practice it has become a system that is frequently used as a platform by single Members to elevate their issues to the international level. It is still essential to the democratic processes that make IUCN a membership union. If the Motions process has a dual purpose to achieve conservation and 'achieve Union', a system to measure results should embrace both.

Resolutions aim for results in three areas:

1. IUCN governance
2. IUCN policy on conservation issues
3. Recommendations for conservation action within and beyond IUCN ('programmatic actions')

The majority of Resolutions simultaneously set policy for IUCN (and others) and guide action (2 and 3), because most policies and policy-influencing statements are induced from the actions rather than presented as stand-alone policy.

Shared understanding of purpose

Despite a definition in the Statutes, in practice there is no shared understanding of the purpose of the Motions process as a mechanism to achieve conservation and the extent to which it should be used collectively or individually by Members. In the IUCN Statutes, Motions enable Members to set IUCN policy (§20a), to make recommendations about conservation actions (§20b) and to amend the Programme or Commission mandates (§51).

The implied purpose from the Congress Evaluation is that Resolutions should deliver conservation results, including results stemming from policy change. This study found that in practice Resolutions deliver many intermediate outcomes that are results and benefits for the Union, such as enabling Members to bring local issues to international attention.

The multiple purposes that are defined in general terms by the Statutes are open to different interpretations across IUCN as well as the lack of rules for developing Motions and implementing them make it difficult to determine the types of results that should be measured.

An analysis undertaken by GPU in 2013 showed that 88% of the Jeju Resolutions and Recommendations simultaneously make policy statements⁹ and recommend conservation action. The text review of the sample of Resolutions and the interviews reveal that each one may have elements (operative paragraphs) that:

1. Call for changes in IUCN governance
2. Establish IUCN policy on conservation issues
3. Advise on conservation work, including action on the ground and policy-influencing beyond IUCN

Policy statements can be induced by statements about conservation action. Of the 161 Resolutions that contain policies or policy influencing statements, 141 express IUCN's position on specific conservation or related issues. For this reason Resolutions cannot simply be separated into three distinct piles for different treatment, but instead most Resolutions could have both policy and action results.

Purposes and benefits of the Motions process

This study has observed the following objectives and benefits of the Motions process, including where there are shortcomings:

Defining IUCN Policy: IUCN's policy positions on conservation issues are drawn from the statements made by the Membership through Resolutions. The Motions process is the only mechanism for Members to formally shape IUCN policy. In a preliminary analysis by GPU, 161 of 183 Resolutions adopted at Jeju were found to contain policies or policy-influencing statements. In most cases the policy can be induced from the action, though it is sometimes unclear (e.g. Resolution 121).

There is no formal mechanism for ensuring compliance with policy set by Resolutions or for putting it into practice to achieve conservation results. Measuring the effect of Resolutions for policy would require identifying the objective for each policy or policy-influencing statement.

Democratic process to amend the Programme: Paragraph 51 of the Statutes states that Motions affecting the Programme should be dealt with as amendments¹⁰. Motions are just one mechanism for Members to influence the Programme, because as of 2011 the Programme is developed with consultation from Members through several mechanisms: consultation at Regional Conservation Fora during which the subject of any draft Motions may get included, and comments submitted through an electronic consultation. The 2013-2016 Programme also took the Resolutions adopted in Barcelona in 2008 into consideration.

⁹ "Policies and policy-influencing statements" in the context of this testing included: 1) Policy statements expressing IUCN's position vis-à-vis specific conservation or conservation-related matters or policy statements that provide the means for defining a position (n=141); 2) Policies that pertain to internal governance matters of the Union (n=22); 3) Policies on a decision on how a knowledge product or activity will be funded (n=4).

¹⁰ §51, IUCN Statutes: "Discussion of the draft Programme or proposed mandate of a Commission shall take into consideration any motion or part of a motion affecting these documents, and all such motions shall be dealt with as proposed amendments to the Programme or mandate."

Several interviewees noted the lack of clear reporting on how Motions had influenced the Programme, particularly how they affected priorities of Secretariat staff. Even when Resolutions relate to the Programme or influence it, implementation may be constrained by lack of funding or lack of specific capacity by one of the intended implementers. This was observed even when the Resolution is directly related to a component programme's work plan (e.g. Resolution 31).

Guiding global conservation: The Motions process is regularly described as a way for IUCN to “set the global conservation agenda” and a platform to debate global conservation priorities (see [Congress Evaluation 2012](#)¹¹, [Highlights of the 2012 IUCN World Conservation Congress](#)¹², and [A Review of the Impact of IUCN Resolutions on International Conservation Efforts](#)¹³). The way the Motions process sets the conservation agenda is not clearly articulated. The relevance of Resolutions to make conservation recommendations or set the global conservation agenda was described by many interviewees in an aspirational way (they hoped that their Resolution would help prioritize the issue but did not have a plan for implementation) and characterized by this interviewee:

“I would say the relevance externally is marginal. They are about IUCN speaking to itself.”(Commission member)

Whether the Resolutions are relevant to global conservation priorities was not part of this study, but could be looked at in relation to the last situation analysis. According to analysis done by the GPU in 2013, Resolutions and Recommendations cover all the thematic areas of the IUCN Programme for 2013 - 2016. The three most common themes of Resolutions are Human Well-being¹⁴, Protected Areas and Species.

Unique platform to convene State and NGO actors: The Resolutions are the formal way that IUCN puts into practice the democracy that sets it apart from other large international conservation organizations and how it offers added value to Members. The Resolutions process is unique among intergovernmental spaces for environmental issues because it allows non-state members an unparalleled level of participation. However, if Motions are not carefully planned, managed, and implemented there is a risk that this great opportunity will be undermined by declining participation and engagement of the Members.

“I watched the Resolution process in Barcelona and I watched it in Jeju and I believe it is overwhelming the Union with Resolutions. But I also think the Resolutions are fantastic and the blood of the Union, that you can bring a new thing like faith-based organizations to the table is great, and the Resolutions really bring freshness to IUCN, but I’m not sure all Resolutions are helpful. They need to be processed earlier, Members need to understand better how and what the Union should and can do, the implementation part of Resolutions is in need of more concrete action.” (Member, implementer and focal point)

¹¹ https://cmsdata.iucn.org/downloads/evaluation_of_the_2012_iucn_world_conservation_congress__final_report__2013_1.pdf

¹² http://cmsdata.iucn.org/downloads/2012_congress_highlights_final_pxp.pdf

¹³ <https://portals.iucn.org/library/efiles/edocs/2012-007.pdf>

¹⁴ It should be noted that Human Well-being covers a wider range of issues than the other categories and includes Resolutions related to disaster risk reduction, food security, green economy and human rights, among others.

The Congress Evaluation found that the large number of Resolutions that need to be managed, monitored, and in many cases implemented overwhelms the Resolutions Working Group, Members at the Members' Assembly and the Secretariat. However, the interviews revealed diverging views on whether there are too many Resolutions or not. This points to an unarticulated disagreement about the purpose of Resolutions that underlies whether or not IUCN should have 10 policy or 200 action Resolutions.

State members who are involved in international negotiations through various other intergovernmental meetings are less and less willing to spend time debating the high number of IUCN Resolutions (see Congress Evaluation). For example, all US State and Agency members effectively disregarded the majority of Resolutions as customary law by abstaining from voting on a number of motions as a statement. Several respondents speculated whether other State members might do the same, or stop participating without making an official statement, or that potential future State members might be discouraged from joining IUCN.

Fulfilling and exceeding IUCN's statutory obligations (by providing Members, Commissions and Secretariat a democratic way to work together): Resolutions allow all Members, from NGOs to States, to express what they want to achieve and put this on an international stage. The result is that Members use the Resolutions to serve their own needs. For example, one Member believed that submitting a Motion demonstrated its leadership on an issue and used this to *"make a strong signal about its commitments"*. When asked about intended results, interviewees expressed varying definitions of a "successful Resolution":

- Getting a motion adopted
- Implementing what the resolution says
- Having more attention and resources dedicated to the conservation issue
- Achieving results/outcomes (even if not clearly articulated in the resolution)
- Measurable impact on the ground (achieving conservation)

This highlights that individual Resolutions may not always be a starting point for action, but instead a milestone in a longer term influencing strategy focused elsewhere, or as an end-point that marks achievement in terms of policy influence. Seen in this way, the Motions process is both an important part of the Union's democracy, but also a 'service' to Members.

The current interest in measuring results achieved by Resolutions has yet to acknowledge and prioritize within the different definitions of success. See the Annexes for a table of monitoring options for each of these objectives.

A platform to bring international attention to local issues: One noticeable recurring type of theory of change is the logic that elevating a local, national or regional issue to the international level (through adoption as an IUCN Resolution) will have a local effect. Resolutions are also used by Members to elevate individual or national concerns to international level, for example:

"We were trying to make sure it [the Recommendation] took on board what mattered to range states [of the species]. Many resolutions are 'noise' emanating directly from the West, without discussion or input from the range states themselves. This Recommendation is different because we hoped that it would be appreciated by the range states." (Implementer)

These Resolutions in particular should be closely followed up for monitoring, especially in light of the Motions Advisory Group’s preliminary recommendations to separate regional and global resolutions. Views from the interviews diverged on the value or need to separate regional from global resolutions.

Word cloud of themes from sample of Jeju Resolutions:



Part 2: Planning and Motion preparation

Interview questions: What was your role in preparing the motion? What process was undertaken to write it?

Key findings: Multiple approaches are used to develop Motions and there are no formal guidelines for how to do this. However, respondents who were involved in collaborative, consultative and context-sensitive Motion development processes have a stronger sense of ownership over the implementation of the Resolution. Results for conservation and especially delivering the added value of the Union can be achieved during the process of developing Motions.

Many Resolutions do not clearly articulate the intended results. This is not surprising as the Motions submission process has never made clear planning and measurable results a requirement, but it leads to Resolutions that are difficult to implement and monitor. Resolutions that aim to influence local, national or regional issues deserve special follow-up in the subsequent phases of this study. Reform of the Motions submission and voting process is important but alone will not address the challenges of implementation.

The Motions submission process

Several aspects of Motion preparation were studied: the roles played (author, convener, technical advisor, sponsor, review team, motion manager) and the process undertaken. Any accredited Member of IUCN can submit an unlimited number of Motions 120 days ahead of the World Conservation Congress. The organisation that submits the Motion is the *Motion sponsor* and the five or more organizations that add their names in formal support of the Motion are *co-sponsors*. Motions are submitted in writing and reviewed by the Resolutions Working Group (RWG), a team made up of Council Members, who read and review the Motions to ensure that they meet the statutory requirements. This process results in editing, merging or cutting motions, and involves other Secretariat staff for technical review, at the discretion of the RWG.

Motions submission in practice

Officially Motions can be submitted by Members or Council, and the assumption is that they should be prepared by Members or Council only. In practice many different constituents play a role and various processes are used to arrive at a viable Motion, including involvement or leadership by Commissions, National Committees, Secretariat staff, and the Director General. Due to the lack of clear responses for a high number of Resolutions, it is not possible to determine a trend in how motions are developed. However there are cases of a passionate individual driving the process while others were driven by a combination of constituents of the Union.

There is frustration and lack of clarity about the role that Secretariat should play in motions development. With regards to the Secretariat being 'neutral' in the Motions development process:

“There is this philosophical idea that the Secretariat should not really help [in preparing motions] which is fundamentally flawed. It seems based on a presumption that the Secretariat is tainted or not objective, or that it is only a facilitator, or incapable of being objective. We should not have a stronger voice than Members, but having no voice is a bit silly. That reduces us to something that we’re actually not.” (Focal point, Secretariat)

“I’m not certain it’s sensible. We must be careful because in the end Members are sovereign. So you have to be careful that the Secretariat doesn’t lobby too hard, but you also must be careful as the Secretariat are not a load of idiots. It’s somewhat unhelpful to cut the Secretariat out – I can’t see how anyone can gain on that. It needs more thinking, I would like to see more discussion on that.” (Commission member)

A few sponsors interviewed had no information about their Resolution and appeared to have sponsored the motion as a service to a peer organization. The low response rate of motion sponsors may be an indication of other ‘puppet sponsors.’

When constituents worked together they usually engaged in a planning and consultation process. Several examples of collaborative Motion preparation are:

- Groups of Members: e.g. Res 28 – international NGOs Members and State members through intensive consultation; e.g. 104 – members in Central America developing this work over several years
- National Committee coordinating submissions from national Members: e.g. France, Spain, New Zealand
- Strong Secretariat role: e.g., 117 on IPBES, 168 – on coastal ecosystems (Africa focus), 104 on food security and climate change (originated in Central America)

Resolution 28 is also good example of a well-planned Resolution (see text box, p.21). The Species Survival Commission also offers an example of strategic convening¹⁵. Before the time of Motion submission, SSC’s Steering Committee identifies priority issues that would benefit from development into a Resolution, either because SSC wants a mandate to do the work or wants to put pressure on particular governments. Each issue is assigned to a Commission member who writes the motion, ensures it is widely reviewed and finds sponsors. (It should be noted that many of the Commission members involved are also staff of Member organizations.)

The findings of this study, as well as observations based on the review of the motions and observations of the GPU tracking report process, can be distilled to describe what appears, after one year of implementation, to be a good process and what appears to be a less good process to develop a Resolution that leads to more conservation action, as well as a strengthened Union (see diagrams below). Good design of all three types of Resolutions needs further consideration and should be addressed in light of the policy tracking tool being developed by PM&E and GPU in 2014.

¹⁵ There may be other examples of Commission-driven convening during Motions preparation process but in the limited scope of this study these were not identified.

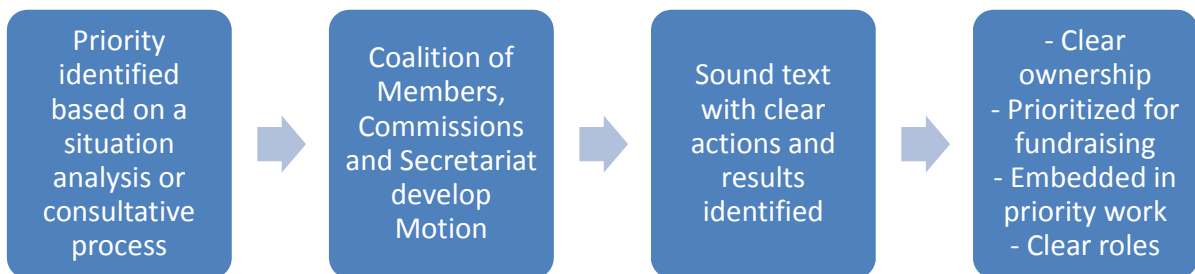
Few Resolutions clearly articulate causes and effects or the intended results that could be measured.

Good process for developing a Motion:

Preparing a Motion through a collaborative and consultative process takes advantage of the IUCN’s niche value, develops buy-in and builds ownership. If the Motion has geographic relevance to the venue of the Congress this offers an additional benefit of a sense of urgency and reputational risk/opportunity for the Congress host.

Several interviewees noted that good Motions preparation process leads to better implementation, e.g.,:

“It was important to have a good build up and real commitment [ahead of the Congress] for resources to follow.” (Motion sponsor, NGO member)

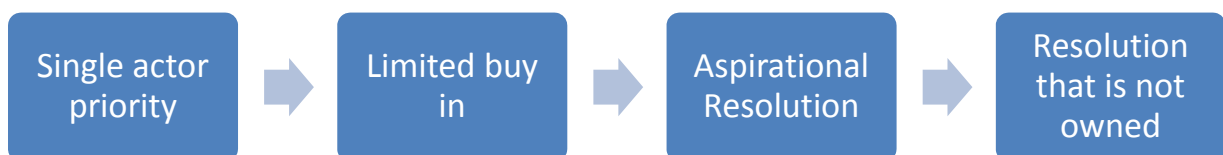


The level of sensitivity to context, demonstrated by consultation, stakeholder engagement and choice of issue, is likely to be a factor of success, and should be a focus of follow-up evaluation studies.

Limited process for developing a Motion:

When Resolutions are developed by single actors, individuals’ priorities become part of IUCN’s policy and appear less likely to be implemented, e.g.,:

“This was largely me writing my ‘pet hobby’ into a Resolution.” (Motion sponsor, Member)



Example of good Motion preparation process

Jeju Resolution 28: Conservation of the East Asian-Australasian Flyway and its threatened waterbirds, with particular reference to the Yellow Sea

Resolution 28 demonstrates how a collaborative and consultative preparatory process that includes governments and Members in the region of the Congress can lead to a high level of support and enable implementation. The Resolution addresses one of the two greatest threats to the world's migratory birds: the loss of coastal wetland habitats in the East Asian-Australasian Flyway (EAAF), a region including 15 countries from North-South from Russia to New Zealand, and East-West from Australia to India.

During the preparation phase the sponsors notified the countries and IUCN Secretariat of the Motion and used this to spur action before the Congress in Jeju. This led to the IUCN Secretariat and a donor funding an independent Situation Analysis that formed the basis of the motion. The Motion Sponsor noted that the process had restored their faith in IUCN:

"To be honest, before this I had my skepticism about IUCN – other dealings I had had with them had not necessarily been that impressive. But I have become a massive IUCN fan through this. I have seen what IUCN can do. This is making use of the IUCN system to its best possible advantage." (Member)

The Motions process also helped the sponsor bring the Republic of Korea, China and Japan on board to tackle challenges linked to the Yellow Sea and agree on policy and actions for flyway conservation. The Motion was in the 25 percent of motions that had the highest governmental support: 126 governments voted yes to the resolution (none voted no). The sponsors have used this extensive government backing to bring in further support for coastal wetland conservation in the region.

The Situation Analysis has continued to guide implementation and support proactive fundraising by several of its proponents. All the actions in the Resolution are included in the work plan of the EAAF Partnership, a voluntary intergovernmental and non-governmental framework for conservation of the Flyway. The Resolution is frequently used to lobby in different fora, and the Motion Sponsor, Focal point and other implementers are in contact with each other on a regular basis.

Progress so far shows a Resolution fulfilling IUCN's value proposition of knowledge-policy-action through its convening power. For example, in 2014 China and South Korea will develop national action plans, and new collaboration between the Motion sponsor, universities and other environmental convention Secretariats has enabled new knowledge products. These include an assessment of ecosystem services provided by Asian intertidal wetlands and global reviews of best practice on coastal wetland restoration and integrated coastal zone management that are expected to underpin essential conservation action.

All four parties interviewed believe that the Motions process was a unique platform for the NGO members of the EAAF Partnership to get governments on-board, and that the resulting progress on flyway conservation for the Yellow Sea would not have been possible without the Resolution.

Part 3: Implementation

Communicating and using Resolutions and Recommendations

Evaluation questions:

How are Resolutions communicated to relevant stakeholders?

How are Resolutions perceived by relevant stakeholders?

Interview questions:

Has the Resolution been formally communicated to any of the people who were asked in the text to implement it? Have you received a response?

Has the Resolution or Recommendation been used since it was adopted? Can you give a specific example?

Key findings: Many Motion sponsors, implementers/stakeholders and focal points are unfamiliar with the specific content of their Resolution. The majority of Resolutions studied have so far been neither proactively used as a tool to further conservation, especially externally to the Union, nor communicated to potential implementers or stakeholders.

Using and communicating Resolutions

There are no rules that guide implementation, or that state any responsibilities for implementation. Similarly, there are no guidelines for communicating Resolutions adopted at a Congress, though the Director General sends letters to third parties to advise them of the relevant Recommendations (and as needed for Resolutions). Nonetheless, interviewees were asked about communication to understand whether action taken related to the Resolutions had been done in awareness of the Resolution mandate to assist with determining whether results can be attributed to the Resolution or not.

- 12% (4) are very actively being used to advance the issue or to strategically guide the work.
- 44% (15) resolutions have been used to advance the work to some extent.
- 44% (15) are not being used or communicated

Within the sample studied we found that one third of Motion sponsors and implementers/stakeholders and two thirds of focal points were unaware of whether the Resolution had been communicated. The large majority of implementers/stakeholders of Resolutions do not take it upon themselves to formally communicate the Resolutions. Even Resolutions submitted with the intention of drawing attention to or increasing support for an issue are rarely used or communicated to achieve this.

“If you make a Resolution and don’t do anything with it after the meeting, you might as well make a little airplane out of the papers and shoot them out the window.” (Motion sponsor, Member)

Motion sponsors were more likely than the other respondents to have communicated the Resolution, with up to two thirds reporting on communication. Only one third of implementers/stakeholders had any communication to report, and less than one third of the focal points were able to comment on this.

Several respondents assumed that all constituents of the Union would automatically be aware of the Resolution, including its specific intentions because it was an IUCN Resolution. Several respondents were only barely familiar with the content of the Resolution for which they were being interviewed.

Where it occurred, proactive follow up and communication varied from a letter sent by the DG, to blog posts or citation in communication materials, to active promotion or citation in policy influencing contexts. There are few cases where this has had any effect so far; it would be useful to follow up with the respondents who used the Resolutions if they were able to attribute any effect to the Resolution.

Good example of proactive use and communication of a Resolution

One good example of communication and follow-up was found in the case of Resolution 117 regarding IPBES (closely linked to Resolution 118 also for IPBES that was not part of the sample studied). The Resolution coincided with an increase of membership to IPBES and the Secretariat Focal Point was very active in working with non-State Members of IUCN and NGOs to increase visibility of the IPBES process.

The sponsor and implementer of Recommendation 146 on Hammerhead Sharks also set a strong example of proactive use of a Recommendation, using it to lobby for inclusion of three shark species on CITES Appendix II:

“Many people – and I get this all the time, they say it’s just a Resolution, it’s not binding, you’re wasting all your time on that, it’s useless’. And I always tell people the same thing: ‘Well, yeah, just because you come up with a great Resolution, that doesn’t mean anything is going to happen with it. If you don’t use it you’re completely right, you wasted your time.’ It’s not just because you got a Resolution to call for something that it’s going to happen. That’s pretty naïve to think that’s how it’s going to work. You need to take it under your arm and shop it and shove it into politicians’ faces and use it as a tool. That’s what these Resolutions are for me – tools to reach my own goals. [...] I’m known as Mr. Resolution because I’m always using these Resolutions for my policy work.”
(Motion sponsor and implementer)

There is a lack of a sense of ownership by the Members that appears to inhibit them from using and even communicating a Resolution to potential implementers. Numerous Members were unaware of who else was working on the issue and some expressed an apprehension to take the lead for fear of overstepping their mandate. Several expressed interest in receiving clearer guidance on strategic use of Resolutions.

Planning, strategic implementation and working as a Union

Interview questions:

How do motion sponsors contribute to the implementation of Resolutions?

Interview questions:

Is there an action plan or implementation plan? How have you been involved in the implementation since it was adopted?

To what extent have you been in contact about this Resolution any of the other implementers with IUCN focal point for this Resolution?

Key findings: The absence of guidance or definitions of roles, rights, and responsibilities is apparent and leads to lack of ownership. Approaches to implementation are varied but the majority lack coordination and planning. There is a weak sense of ownership and responsibility for implementation on the part of many Members, though this is balanced by a strong willingness paired with a need for better guidance. Opportunities to advance conservation through collaboration between constituents of the Union are frequently missed due to lack of planning, coordination and awareness.

Observed approaches to implementation

The purpose, commitment and relevance of Resolutions ultimately rest in the Union's ability to implement them. In the words of one Member:

*"...it's soft law. All of these Resolutions are only as good as the process for implementing them. There is criticism from NGO world about that, [...] they mean nothing if they are not followed up."
(Motion sponsor, Member)*

Once a Resolution is adopted, there are multiple interpretations and approaches to implementation. Resolutions call on different implementers, including the Director General (who delegates as needed within the Secretariat), the Council (which can lead to work being delegated to the Secretariat), Members, Commissions (usually specifically named), or third parties. Third parties include range states of a species, Parties to another convention, international aid agencies and donors, and other loosely defined stakeholder groups. When large constituencies, e.g. all members or all Parties to CITES are called upon it is difficult to know who specifically to contact for communication, implementation or monitoring.

Embedding in the Programme is seen to be a way to ensure implementation. In 2013 GPU asked component programmes at the Secretariat to answer whether each Resolution was related to their work plan 'directly, indirectly or not at all.' 77% reported that it was directly related, implying that budget to implement was expected to be available, but in practice Secretariat implementation of Resolutions is not guaranteed through work plans of component programmes if funding does not get secured. This is the case with Resolution 31 that calls for tuna conservation measures through regional fisheries management bodies, an area of work that the Global Marine and Polar Programme does not have funding to address.

A number of respondents had either forgotten about the Resolution or were unsure how to use it and whether they had the right to. This occurred even in cases where they were actively engaged in the issue (e.g. conservation of coastal ecosystems and Recommendation 168). The majority of Resolutions do not specifically name the Motion sponsor as an implementer but the level of commitment to implementation by sponsors varied. Only a few Members interviewed were following up their Resolution very proactively, using the Resolution text to push work forward, including ensuring that other implementers are following up (e.g. Res 9, Res 28, Res 101, Rec 146). Individual commitment appears to be a strong factor contributing to implementation.

Responsibility and ownership for implementation

135 out of 183 Resolutions and Recommendations adopted in Jeju give a mandate to the Director General for implementation. Several Secretariat staff interviewed expressed frustration that Members “lob Resolutions over” with the expectation that Secretariat takes full responsibility for implementation.

“We undersell the fact that it was voted on by thousands of Members and then we take it upon ourselves as the Secretariat to take the responsibility.” (Focal point, Secretariat)

In contrast, a number of Members perceived that the Secretariat was not paying enough attention to their Resolution, as illustrated by the following comments:

“Resolutions get lost in the ether [within the Secretariat]”. (Motion sponsor)

“I get the impression that unless you really force the issue, the Secretariat don’t take the initiative, except with the very big NGOs perhaps (...) or with people they know.” (Implementer, Member)

Members interviewed were unaware of the information about the Secretariat and Council’s implementation of Resolutions in the annual tracking report. On the other hand, the high number of Members who had not yet used their Resolution or did not have a plan for implementing or monitoring it demonstrates lack of ownership over the implementation. Members being interviewed regularly referred to “IUCN” without including themselves under this heading, and described implementation as though it had nothing to do with them.

The lack of guidance on implementation and disengagement of Members leaves the Resolutions open to interpretation by Secretariat staff, who may then move forward independently:

“I don’t want to be limited by negotiation with the sponsor.” (Focal point/implementer, Secretariat)

This challenge of working as a cohesive Union on shared interests is not limited to Resolutions. The findings of this study highlight that the lack of guidance and clear roles for all aspects of implementation leads to lack of ownership.

Planning and guidance for implementation

There are no guidelines for implementing actions or policies in Resolutions or Recommendations. On the basis that Resolutions are adopted by the Membership as a whole, the assumption seems to be that each constituency will voluntarily adopt the policy or take action. In practice there is no designated person that leads implementation, nor are the sponsoring organisations’ names listed on the website with the Resolution. The study itself served a formative purpose for focal points with regards to monitoring and implementation:

“If we had not had this conversation I would have never understood what the Secretariat is supposed to do, [the Resolution] ‘calls on someone to do something’... but I don’t see that there is a system or mechanism there telling us what to do.” (Focal point, Secretariat)

There is also no requirement, either at the Motion submission process or after adoption that asks for an action plan or strategic approach to be put in place to ensure implementation – or to explain how a policy position should be put into practice. Nonetheless, hoping to find evidence of bottom up strategic implementation somewhere within the network, we asked respondents to describe their approach to implementation.

Strategic implementation of Resolutions, n=34

Strategic or clearly planned implementation	18%
Strategic or clearly planned AND all interviewees working together	6%
No implementation OR ad hoc and unplanned	76%

Of the 34 Resolutions analyzed, only 8 (24%) are being implemented with a clear plan that has been articulated, even if it has not been formally written down. Only two (6%) show all interviewees working together with a joint vision (28 and 117). Views diverge on whether the Resolution text itself (operative paragraphs) serves as the implementation plan or whether an additional ‘action plan’ or project would increase implementation.

The most common reasons for unplanned or uncoordinated implementation reported and observed were a lack of understanding of options and lack of ownership. These appear to be a consequence of Resolutions and Recommendations that do not clearly state the actions to be taken, as well as of the lack of guidance on implementation, and a lack of shared understanding and clarity about roles and responsibilities of all the constituents of the Union.

Working together as a Union

In light of the One Programme Charter, respondents were asked to comment on the frequency of contact with other implementers/stakeholders to understand whether a more networked approach to implementation has any relationship with success. Focal points were the most likely to have been in contact with other implementers/stakeholders (50%), though this was usually in relation to the reporting requirements. Just under half (<50%) of the implementers/stakeholders (Members and Commission members) had been in frequent contact with other stakeholders, and just one third (33.33%) of motion sponsors have had frequent or any contact.

It is too soon to tell whether frequency of contact and density of the network can be linked to successful implementation. It is clear that levels of contact about Resolutions are low. Across a number of interviews a sense of frustration at the inability to communicate and work together:

*“I have the feeling staff of IUCN has other priorities and is not looking at their implementation. Perhaps some staff need to be responsible specifically for implementation of Resolutions.”
(Sponsor, Member)*

Despite the huge potential for Resolutions to bring Members, Commissions and Secretariat together for an issue, the indication so far is that this is usually a missed opportunity.

Part 4: Results and factors for success

Evaluation questions:

What were the results of the Resolutions and Recommendations adopted in Jeju?

Do the Resolutions support or launch work that would not have been undertaken otherwise? What concrete actions are taking place due to the adoption of Resolutions?

What factors contributed to or inhibited the implementation and results of the Resolutions and Recommendations approved in Jeju?

Interview questions: *Have any results already been achieved? If the Resolution did not exist, which of these would not have happened?*

If the Resolution contributes to work that was already ongoing, what additional effect will the Resolution bring? If the Resolution aimed to start new work: has the new work begun yet?

Have any additional resources (financial or in-kind) have been allocated to achieving the main results because of it being a resolution?

What conditions will be needed to achieve the results? In other words, what are the factors for success?

Key findings: Most respondents expected their Resolution to accelerate ongoing work, but in most cases it is too early to observe any effects. Many Resolutions have already achieved some enabling results, demonstrating the contribution of Resolutions to benefits that are means to conservation ends, in particular enabling results that strengthen the Union.

Based on the preliminary findings of this study, the expected conditions for success start at the planning stage and must be followed up during implementation. A number of the predicted factors could be relatively easily addressed for quick wins to substantially improve the value of the Resolutions. These include criteria for better Motion development and guidance on implementation.

This section reports on three types of results observed so far – enabling results, results for the Union and conservation results. It also includes comments on reasons for why results may be slow to happen, and highlights the “factors for success”, which in this report are defined as conditions needed to ensure results for conservation and the Union. The interviews revealed many results for the Union that could also be viewed as unintended benefits, such as achieving consensus or strengthening the capacity of a Member. These may not be specifically written down in the text. Please see the section “What can be monitored?” in the introduction for the rationale for considering enabling results.

Conservation results after one year

According to the reports submitted by focal points for the November 2013 tracking report, 161 of 183 Resolutions and Recommendations are initiated, underway, ongoing or completed. The remainder are

not started or not reported on. It should be noted that the tracking report asked focal points about “actions undertaken” and the interviews asked about “results achieved”.

GPU tracking of implementation status for all Resolutions, November 2013, n=183

Initiated, underway, ongoing or completed	161
Not started or no report	22

In contrast, the analysis from this study shows that despite implementation having started, after the first year few Resolutions appear to have led to any noticeable change in conservation strategy or approach. Of the 34 Resolutions studied, 24 have made no measurable additional contribution to any of the results achieved in the first year of implementation. Seven respondents could not articulate how they expected the Resolution to have an effect on the conservation issue.

Contribution of Resolutions to results (one year after adoption) n=34

Additional contribution made to conservation	10	30%
No observable additional contribution	24	70%

However, in many of these cases the respondent perceived the Resolution as a source of added support for the issue, expecting the Resolution to improve the chances of funding, to help bring onboard other supporters, or to accelerate the rate of progress. The contribution of the Resolutions to these cannot yet be measured, and in some cases appears highly aspirational in light of other conditions for implementation.

Explaining the lack of additional effect from Resolutions for conservation results

There are several reasons why Resolutions may have a limited effect above and beyond existing efforts:

Resolutions may be milestones not starting points: Many Resolutions are better understood when seen in the context of the process from which they emerged, where it then becomes obvious that the Resolution was a milestone for a larger process.

“I find it very hard to find the start and end points of the cause and effect relationships.” (Focal point, Secretariat)

For example, Resolution 56 makes a statement about connectivity conservation – not a new issue for IUCN – and calls for development and sharing of best practice.

Also, as mentioned in Part 1 – Purpose and content, to some Members, the achievement of adopting a Resolution signals success, and less attention may be given to implementation:

“Because Resolutions are approved in these international congresses, that’s more than half of the success.” (IUCN Member, implementer)

IUCN Resolutions are one conservation tool among many: IUCN and its Resolutions process originated before the creation of many other conventions and decision-making bodies that now provide stronger processes to address specific issues (species in trade, climate change, World Heritage, etc). Today the IUCN Resolutions process is the only quasi-intergovernmental platform where NGOs can submit and

vote on Resolutions. These unique characteristics appear to serve a niche role in global environmental governance. As such it is unsurprising that when a Member develops an IUCN Resolution it is one additional tool among others; and that Resolutions are most useful under the specific circumstances not well served by other intergovernmental conservation platforms. One case of Members using the Resolutions process specifically because it offered a non-threatening process that could be used to bring State parties together was Resolution 28 (see box, page 21).

“IUCN is the only policy basis that we have to go forward.” (Sponsor, Res 28)

Enabling results (intermediate outcomes)

This study has brought to the surface the unexpected benefits and results that would not have been captured by a narrow focus on conservation results. A surprising finding was that many of the most substantial wins (see list below) achieved through Resolutions happened before the Congress. For instance, the process of writing a Motion and preparing it for Congress gives Members a legitimate platform and deadline to bring various actors together and jointly work to come to agreement on serious conservation issues. This was the case with Resolution 28:

“...last year [2012], international progress was very fast, but progress has been slow since then. There is nothing definite we can say we have achieved (lots of documents, preparations underway) but nothing has come to fruition. Partly it’s slow – but it does all seem to be heading in the right direction. It’s one thing to get an international statement agreed, it’s a different matter to get implementation on the ground.” (Res 28)

Moreover, of the 10 Resolutions where a measurable effect could be observed, this was an effect on enabling results, in other words, things that are means to conservation ends, such as:

- Improved coordination and networking of different actors (3, 28, 59, 104, 170)
- Justifying resource allocation (usually in kind, including reprioritization of work) (3, 22, 56, 86)
- Empowering a new stakeholder group and extending IUCN’s sphere of influence (9, 22)
- Setting out an agreed strategic approach to an issue that is being followed up (28, 86)
- Demonstrating a broader reach (28, 86, 170)
- Contribution to a policy change/decision (146, probably 135 but to be confirmed)

Numerous respondents had used or planned to use a Resolution to make a case to get additional resources. So far the Resolutions studied have been more successful at getting in kind resources (allocating staff time to an issue). Two Resolutions were linked to an increase in financial resources for an issue but this could not be clearly attributed to the Resolution.

Enabling results “leverage the Union”

Many of the enabling results listed above contribute to a strengthened Union:

A platform for NGOs and non-northern/non-western perspectives: the Motions process enables Members to bring issues to an international level. Several respondents highlighted that getting their local issue on the international stage was an achievement in and of itself.

Partnerships strengthened, stakeholders created: By working together to draft a Motion, the various constituents of IUCN strengthen ties.

Consensus-building: The consultation process or even the use of a Situation Analysis report before writing a Motion, can be as useful as the Resolution itself:

“A value of resolutions is that they are a test ground to see what’s going to fly and what’s not with governments. The IUCN Congress is a good starting point to put an idea out there, before going to a convention.” (Motion sponsor)

Capacity-building of Members: The Motions process builds capacity for Members: during the interviews with Sponsors run by the Congress Evaluation team in Jeju (2012) several interviewees commented that it had been their first experience in international policy influencing and they had learned from the process. The process of writing a Motion, finding co-sponsors, ‘lobbying’ for its adoption at Congress and convening partners around an issue has been a new experience for some Members. IUCN’s Congress provides a platform for Members to practice these skills.

Convening power: Under the right conditions Resolutions can offer a valuable platform to advance new approaches with new partners:

“When you take the Resolution itself to government forums, it’s not legally binding or part of national policy so it has limited impact. So we can use it as a strategic tool, based on the fact that people had come together to craft the Resolution – and that the main changes in wording came from government partners, facilitated by non government partners and IUCN. And so we say ‘ok we had this process, now because we agreed on it let’s see how we can move it forward’”. (Motion sponsor)

Factors affecting successful implementation

The most frequently cited factor affecting ability to achieve results was availability of funding, including in-kind contributions of staff time (see ‘availability of human resources’ below). Numerous respondents expressed uncertainty about their “rights” to use and promote Resolutions or about how implementation should occur.

Of the factors for success identified by respondents, some could be easily addressed: better coordination, clearer roles, and guidance on roles and responsibilities for implementation. Others are more difficult to resolve, such as funding, political will, and barriers specific to the Resolution context.

Factors for success (achieving conservation results) cited by respondents, with frequency (n=34)

Factor for success	Frequency cited	Reasonable scope to influence it?
1. Availability of funding	15	
2. Specific conditions related to the Resolution context, e.g. diverging views on conservation, protected areas, cultural differences	13	
3. Understanding of responsibility for implementation how to ‘use’ Resolutions	13	Secretariat

4. Political will/engagement of national governments	9	
5. Proactive engagement of IUCN Secretariat (HQ and regions) on the issue	6	Secretariat
6. Availability of human resources	5	
7. Commission involvement	4	Commissions
8. Key Members engaging in implementation of Resolutions	3	Members
9. Whether the issue is covered by the IUCN programme	3	Motions Working Group
10. Frequency of contact between Motion sponsor and focal point	2	Facilitated by Secretariat
11. Coordination and partnerships – internally to the Union and externally	2	

Respondents of one Resolution rarely shared the same outlook on the most important expected factors for success for a Resolution. However, the respondents for the following Resolutions did have some shared views:

- Res 31, 149: Barriers specifically related to the Resolution context
- Res 79, 92 (two out of three respondents), 104 (two out of three respondents): lack of funding
- Res 121 (two out of three respondents): IUCN Secretariat taking a leading role

The formative aspect of interviews helped respondents identify and acknowledge these factors. Further study about results and factors for success should acknowledge the potential bias caused by this and may consider including factors in a survey to a control group of Resolutions.

In addition to the factors cited by respondents, based on the analysis of the Resolution texts and the interviews, we expect the following will also be factors of success:

Factors for success identified by the study

Factors for success	Reasonable scope to influence it?
1. Clearly articulated results or clearly articulated policy	Members, with guidance from Motions Working Group
2. Undertaking a consensus-building process to develop the Motion	
3. Sound foundation to justify the problem being addressed (e.g. independent situation analysis)	
4. Issue/objective is within IUCN's sphere of influence	
5. Sensitivity to context, demonstrated through engaging appropriate stakeholders	
6. Proactive use of the Resolution after it has been adopted	Union-wide
7. Having a focal point who is also an implementer	Secretariat
8. The individual level of ownership and sense of responsibility of at least one Member (mandated in Resolution text or not)	Members

All of the above predicted factors for success should be followed up through monitoring and evaluation over the next few years.

Part 5: Monitoring for results

Evaluation questions: Track the relevance and impact of resolutions over the next 2-3 years.

What were the results of the Resolutions and Recommendations adopted in Jeju?

Interview question: What could be measurable indicators for each of these results?

Key findings: Current monitoring of Resolutions focuses on activities undertaken by Secretariat. Members demonstrate a lack of interest and commitment to monitoring. An overhaul of the monitoring system would first require clarification of the purpose of the Motions process, supported by reform of the Motion submission and voting process. In the short term monitoring can be improved through small adjustments, such as shifting from activities-monitoring to results-monitoring, and making a stronger push to expand the focus of monitoring from the Secretariat to the Union.

The aim of this study was to identify the early results achieved by Resolutions and a system through which further results can be captured. This section highlights the recent progress in monitoring by the Secretariat. However, the current context under which Motions are developed and implemented hinders the ability to easily re-orient the current tracking system to measure results. Current limitations and the elements needed for an appropriate system are discussed below.

Current Resolutions tracking

IUCN has made a significant improvement in monitoring Resolutions in recent years. Since 2008 the Secretariat has reported annually to Council on its contribution to the implementation of all Resolutions adopted at the most recent World Conservation Congress, and in 2013 Council requested that the scope be expanded to include Commission and Members' contributions. Resolutions are not tracked beyond the four-year time frame between Congresses.

The report consists of a table of activities-based monitoring data for each Resolution and Recommendation (68 pages in total in 2013) and summary statistics based on updates from focal points, collated by GPU.

The annual tracking report is shared with the Council and available on request to any Members or Commissions. According to the Union Development Group and GPU, very few requests for the report have been made over recent years. The report is the only place where reporting on implementation of Resolutions occurs. As of January 2014 there was a plan to post the report in the Union Portal for all Members to easily access.

Current tracking template:

ID	Name	1. What actions have been taken so far?	2. Which additional actions are required?	Status
		(Open text response - 140 words max)	(Open text response - 140 words max)	Drop down menu: <ul style="list-style-type: none"> • Not started • Initiated • Underway • Completed • Ongoing

The current tracking system is a good way to find out if anyone in the Union is undertaking any actions related to the Resolutions topics, but focal points often report general information that does not address progress on the specifics of the Resolution. Only two focal points' reports in 2013 clearly linked actions or results to specific objectives of the operative paragraphs, with a tendency of most to report on thematically related activities that were not necessarily delivering the specific outcomes of the Resolution. Tracking each specific action listed in all the operative paragraphs would be an unwieldy, time-consuming process of questionable value. To understand conservation results, including policy results, a results-focused monitoring approach is needed. For policy in particular, intermediate results will be important to track.

The tracking data gathered so far is substantial and provides excellent insight to what the Secretariat is doing on the large number of issues in the Resolutions; it deserves more attention. Communicating this information could be made clearer if summary statistics were grouped by thematic area, or under other 'portfolios', e.g. by theme, keyword, or type (Resolution or Recommendation, global or regional).

Limitations of activities-tracking system for results monitoring

Current tracking asks for "actions undertaken" and "status of implementation", but not results achieved. For example, one Resolution was reported as "completed" by the Secretariat because the Secretariat had completed the action directed to it (to send a letter to a particular government about an issue) but the letter has not received a response, nor has the issue been resolved.

Current tracking focuses on actions by Secretariat and under-reports on actions by Commissions or Members. This is because the report had previously formed part of the DG's report to Council. Since the Jeju Congress in 2012, focal points are now asked to report on implementation across the whole Union, and GPU is trialing the use of Commission members as focal points. Unfortunately, for the November 2013 tracking report the majority of focal points did not comply with the new instructions in the email from GPU to report on more than just Secretariat contributions – though this is likely to have been an oversight rather than intentional omission as it was the first time. As a result, the contributions of the Union working as a whole are under-reported in 2013.

The categories to indicate "Status of implementation", and in particular the category "Ongoing: resolution will never be fully implemented due to its nature," do not demonstrate progress towards conservation results, and are subject to misinterpretation. Most Resolutions do contribute to ongoing work, so the "ongoing" category does not indicate whether any progress has been made.

Limitations of broader Motions process context for results monitoring

Measurable results: Interviewees were asked questions about expected results and impacts to encourage them to explain the theory of change¹⁶ and identify the most important result for each Resolution to simplify monitoring. Unfortunately, interviewees for the same Resolution rarely identified the same 'most important result'. Resolutions or Recommendations are not submitted with indicators or any other criteria by which they could be judged to have been "completed". Conservation or policy results cannot be measured if they are not specific, measurable, attainable, realistic or time-bound

¹⁶ A theory of change is 'a description of a social change initiative that shows how early changes relate to more intermediate changes and then to longer-term change'[1]. It maps out causal connections and reveals what should be evaluated. A theory of change is the result of a critical thinking exercise and often used as a basis for strategy, planning and monitoring outcomes. Source: Charities Evaluation Service (2011) Making Connections Using a theory of change to develop planning and evaluation, <http://www.ces-vol.org.uk/Resources/CharitiesEvaluationServices/Documents/makingconnectionsusingatheoryofchangetodevelopplan-800-808.pdf>

("SMART"). Unfortunately the majority of Resolutions are not formulated this way. The respondents were asked to identify one to two main results for their Resolution and suggest indicators that could be used to measure achievement. Overall, indicators identified were Resolution-specific and would not lend themselves to aggregation, such as:

- Development and use of knowledge and information
- Raised awareness
- Improved governance
- Improved action, including conservation management measures and resources allocated
- Land use or protected area coverage

It is important to note that despite the interest in measuring impacts of Resolutions, none of these are indicators that would measure impact. The table in the Annexes could guide a discussion of measuring achievement of activities, results/outcomes, and impact.

Time-horizon: Resolutions are only monitored up until the next Congress (four year time horizon). Respondents were asked whether the intended impacts of the Resolution would be observable in the four year time frame before the next Congress. Only a few expected this to be possible. Resolutions were frequently described as part of longer term transformational processes that are difficult to measure over short time periods.

Developing a system to measure results

Objectives for a monitoring system

A system to measure what Resolutions achieve must be based on a clear statement of purpose and a commitment to a results approach. The recommendations in this report call for a clarified purpose for the Motions process and a Motions submission process that supports the purpose. Objectives for monitoring need to be developed alongside those processes.

Solving the challenge of monitoring for results requires answers to a number of questions:

- What is the objective of the monitoring system?
- Who are the main audiences?
- What information do they need?
- What data will be collected and where will it be stored?
- What methods will we use to collect the information?
- Who will collate and analyze the data collected?
- How will it be reported and shared?
- What resources would be needed to maintain the system and are they available?
- Do we expect all constituents of the Union to participate in monitoring?

The questions of what users want to know and why (what they will do with the information) are particularly important. Monitoring data on each Resolution versus data on over-arching indicators or thematic areas of the Programme are both options but satisfy different needs. A system that tracks results will also need to acknowledge different elements of Resolutions - IUCN governance, conservation policy and conservation action.

It is hard to say what form Motions will take in the future considering the proposal by the Motions Advisory Group to reform the submission and voting process and put in place more stringent criteria for Motions. Answering the question of whether the primary purpose of the Motions process is to set policy or to guide conservation will guide how 'success' is measured. For example, if each Resolution is treated and monitored as a project, this would signal that guiding conservation action is the priority. The policy tracking tool currently under development by PM&E and GPU will provide useful lessons that can be applied to the policy-setting elements of Resolutions.

An overhaul of the monitoring system to focus it on results is not possible until the Motions development process is reformed. However, in the meantime monitoring could be adapted to focus more on results and outcomes and to more clearly describe progress in implementation.

Measuring policy results and conservation action results

Trying to measure the results (and impacts) of Resolutions will need to address how to measure the policies and policy influencing statements within these. There is no formal guidance to implement policy established in the Resolutions (which in practice is frequently induced from the programmatic actions advised in the text). There is neither a mechanism to ensure compliance with IUCN policy from Resolutions nor to use it to guide influencing strategies.

Changes in IUCN governance or programmatic actions are always easier to monitor than policy, but for all conservation interventions, whether action or policy, measuring progress can only be done if success is clearly defined at the planning stage.

Opportunities: Focal point system

After adoption at the Congress, the Global Policy Unit, with the help of heads of Programmes, identifies *focal points*, usually within the Secretariat but sometimes in Commissions. Responsibilities are not clearly defined, but in practice a focal point is responsible for annual reporting of the Union's contributions to implementation, but has no responsibility for implementation. One person may be a focal point for multiple Resolutions.

Overall this system works well, allowing GPU to collate and report on implementation activities across the whole Secretariat and into parts of the Union. However, a recurring comment was the need for better selection and clearer guidance for focal points who were unsure of the distinction between their responsibilities for monitoring versus implementing.

As focal points are determined after the Congress, with the exception of those involved in the technical review, numerous focal points were unaware of the background to their Resolution(s). They had trouble either understanding its meaning, or interpreted the meaning differently than the sponsor or implementer.

*"We say that staff cannot help draft resolutions - this is a bit schizophrenic. I understand the philosophy behind it but at the end it's not practicable if they want us to be able to follow them."
(Focal point, Secretariat)*

The focal point system presents an opportunity to support broad monitoring if some adjustments can be made, including better selection of focal points earlier in the Motions process and clearer guidance.

Challenges: Motion sponsors’ attitudes towards monitoring

In compliance with *WCC-Res-4.011 Development of an automated system to record members’ actions on Resolutions and Recommendations to improve reporting at, and between, World Conservation Congresses*, between 2010 and 2012 an online portal through the web-based system (using SharePoint) enabled Members to update their contributions to Resolutions and view others’. Interviewees reported that very little data was added by Members during that time. The system was closed down when the software underpinning it (Sharepoint) could no longer be supported by IUCN. A new online database to search for all Resolutions that will eventually also provide a joint platform for participatory reporting on progress is under development (March 2014).

Interviews held in Jeju 2012 with Motion sponsors at the time of adoption of their Motions showed that of the 34 Resolutions studied, just 10 were planning to monitor the results. The remainder believed it is the responsibility of the Secretariat or the Council to monitor, or had not given it any thought. Of the 10 sponsors who planned to monitor their Resolution, seven could not be reached for an interview for this study, two had actively engaged in monitoring, and one was unable to answer the question. Through the interview study we learned of occasional monitoring of Resolutions or Recommendations by sponsors, or within other related projects. However, monitoring by sponsors was infrequently mentioned.

Data from interviews in Jeju 2012 with motion sponsors, n=34

Motion sponsors with plans to monitor	10	30%	7 (70%) could not be reached for this study 2 (20%) were actively engaged in monitoring 1 (10%) were unable to answer the question
Motion sponsors with no plans to monitor	24	70%	

Although the Members have adopted a Resolution that indicates interest in monitoring, the responses to this study suggest a lack of commitment to following through. On the other hand, multiple requests to be put in contact with other potential implementers suggests an interest in coordination and information sharing that the new online Resolutions database might be able to support.

Monitoring the Jeju Resolutions (short term solutions)

In the short term, Resolutions monitoring could be shifted to focus on results rather than activities. This should reduce the volume of data (it is easy to list many activities but hard to report on more than a few results). Focal points should be further encouraged to gather and report on the whole Union’s contributions.

Predicting impact based on results

An objective of this study was to understand whether impacts could be predicted, both for conservation and for human well-being of Resolutions. As mentioned in the Methodology of this study, it is difficult to attribute the extent to which a Resolution contributes to a result, and even more so to an impact. Few respondents expected impact from Resolutions would be observable by 2016. This was because the time

frame is too short because the issues are complex and advance slowly (e.g., water policy takes a long time to implement; climate change adaptation takes a long time; biodiversity recovery can take a long time).

Moreover, results and outcomes can only be used to predict impact if there is sound logic by which activities will lead to results, and results will lead to impact (in other words, a robust theory of change). When policy-influencing is a strategy for achieving conservation results, the complexity can make it particularly difficult to measure and attribute results. Predictors of impact are likely to be related to the factors of success identified in Part 4: Results.

Observations on the basis of the desk review of Resolutions show that the theories of change underlying Resolutions are often weak and poorly articulated. Some resolutions clearly state several target outcomes, while others call for change in policy or position with no clear roadmap for achieving this (leaving the reader to make a guess about the intended impact), and no clear outcome that could be measured.

Resolutions are frequently based on terms that are undefined, including occasional mis-translations. Recommendations in particular tend to be based on a theory of change in which the Recommendation itself is the implicit step in the chain, e.g.: Recommendation --> policy change or Recommendation --> change in behaviour.

Conclusion

The findings from this study are addressed through the recommendations on the following page that would enable the design of a monitoring system if specific key aspects of the Motions process as a whole are improved. Defining a clear and specific purpose for the Motions process, improving the development of Motions and better supporting implementation are all precursors to a monitoring system that measures results, and that might eventually be used to predict the impacts of the Motions process on conservation.

Recommendations

The following are preliminary recommendations based on the findings of the first phase of study to understand what results the Resolutions achieved and what the factors for success were.

Motions process as a whole

1. Define the purpose of the IUCN Motions process and the principles it should uphold, including commitment to collective action and being results-driven. Establish a theory of change for the Motions process, differentiating if necessary how Resolutions work as a policy mechanism, deliver conservation and shape IUCN governance. Communicate this broadly and use it as a rationale for Motions reform, improved guidance for implementation and changes to monitoring.

Planning and preparation

2. Overhaul the Motions submission process in a way that supports the decisions taken in response to the first recommendation of this study. The expected factors for success should be established as criteria for accepting Motions. Those that cannot be strict criteria should be encouraged through a communication package that builds Members' capacity to submit more effective Motions. Motions submission reform is one contribution to delivering Resolutions with clear results that can be monitored – improved implementation is equally important (see the next section).

Factor for success
1. Availability of funding
2. Specific conditions related to the Resolution context, e.g. diverging views on conservation, political will, cultural differences
3. Understanding of responsibility for implementation how to 'use' Resolutions
4. Political will/engagement of national governments
5. Proactive engagement of IUCN Secretariat (HQ and regions) on the issue
6. Availability of human resources
7. Commission involvement
8. Key Members engaging in implementation of Resolutions
9. Whether the issue is covered by the IUCN programme
10. Frequency of contact between Motion sponsor and focal point
11. Coordination and partnerships – internally to the Union and externally
12. Clearly articulated results or clearly articulated policy
13. Proactive use of the Resolution after it has been adopted
14. Sensitivity to context, demonstrated through engaging appropriate stakeholders
15. Undertaking a consensus-building process to develop the Motion
16. Sound foundation to justify problem being addressed (e.g. independent situation analysis)
17. Having a focal point who is also an implementer
18. The individual level of ownership and sense of responsibility of at least one Member

(mandated in Resolution text or not)
19. Within IUCN's sphere of influence

- Strengthen the Motions review process in line with the overhaul of the submission process. The Motions Working Group should have clear criteria for evaluating compliance of each Motion with the factors for success. The Secretariat should be more strongly involved, for example by appointing focal points earlier in the process that get involved in both Motion review and reporting after eventual adoption (see recommendation 9 below).

Implementation

- Improve support for implementation of existing body of Resolutions to ensure that more Resolutions are fully implemented and achieve their intended results. For future Resolutions this requires improved planning by supporting the Motions submission process reform. It also requires clarification of roles and responsibilities for implementation in principle. This should be widely communicated, and possibly offered as part of policy capacity building, to all Members, Commissions and Secretariat staff. Implementation guidance should address the issue of communication, including the tools available (e.g. letter by the DG).
- Support improved coordination and increased transparency about implementation. The specific people with roles in implementation should be identified and coordination among them supported. Consider including focal points (who traditionally have responsibility for monitoring, not implementing) in this role.

Monitoring

- Define objectives for a monitoring system that meets users' needs and can be maintained at current resource levels. See guiding questions in the section on Monitoring (p.34). This must be done jointly with the discussion to define the purpose of the Motions process and the Motions reform process. Within the monitoring objectives, define user needs for the different elements of Resolutions: IUCN governance, policy, and conservation actions. IUCN governance and conservation will be easier to measure through traditional monitoring. Monitoring policy achievements should be based on the policy tracking tool that GPU and PM&E are currently developing.
- In the short term, for the Jeju Resolutions being tracked, continue to monitor using the Excel tracking sheet with specific improvements:
 - Shift from tracking "actions" to tracking "results or outcomes"
 - Clarify instructions that reporting must go beyond the Secretariat
 - Adjust the status tracking categories, in particular "Ongoing: the resolution will never fully be implemented"
 - Request focal points to report if an IUCN letter was sent

8. Strengthen the focal point system for monitoring and consider whether focal points should be implementers. Focal points (even if for monitoring only) should be selected during Motion submission process.
9. Communicate results of past and future monitoring exercises more broadly across the Union. Acknowledge that early results are often enabling results (means to conservation ends).
10. Complete the delivery of the fourth Congress Evaluation objective through follow-up studies with the help of PM&E in 2015, with a view to providing timely guidance for the next Motion submission process and 2016 for a final study of results achieved in the intersessional period. The predicted factors of success in particular should be tracked. Suggested Resolutions to follow for case studies (not necessarily in the sample): 25, 28, 117, 118.

Annexes

Interview protocol

Resolution or Recommendation (number and title):		
Respondent name:	Title, organisation:	Role for Resolution (focal point, motion sponsor or implementer/stakeholder):
Date:		

Introduction and why we are doing these interviews/surveys:

- The Secretariat already tracks actions taken for all resolutions and recommendations, but this study focuses on results and issues for implementation
- The main purpose of the interview is to find out what helps a resolution succeed, or what prevents that, how the resolution itself contributes to achieving the work, and to find out what results could be monitored.
- We are currently interviewing three people per resolution for a sample of approximately 35 resolutions to monitor the results and impact.

Questions for motion sponsors only (if interviewed in Jeju):

1. Have any of the results expected in the first year been achieved?
2. If there was a plan for monitoring in Jeju: Has any monitoring started?

Questions:

1. What was your role in preparing the motion?
2. How have you been involved in the implementation since it was adopted? Is there an action plan to guide implementation of the resolution?
3. How frequently have you been in contact about this resolution with any of the other implementers or the IUCN focal point for this Resolution?
4. Has the Resolution been formally communicated to any of the people who are asked in the text to implement it? Have you received a response?
5. Has the Resolution been used since it was adopted? Can you give a specific example?

What are the most important results expected from this Resolution? Please give 1 or 2.

- What could be measurable indicators for each of these results?

6. Have any results already been achieved?
7. If the Resolution did not exist, would any of these not be happening now?
 - Has the Resolution led to any unexpected results?
 - If the Resolution contributes to work that was already ongoing, what additional effect will the Resolution bring?
 - If the Resolution aimed to start new work: has the new work begun yet?
8. If the results are achieved, what conservation impact or impact for human well-being do you expect to see? Is this something that would be measurable before 2016?
9. What are the most important conditions/factors needed to achieve the results?
10. Have any additional resources (financial or in-kind) have been allocated to achieving the main results because of it being a resolution?
11. Are there any other issues related to the implementation of this Resolution that are important to mention?

Example resolution:

WCC-2012-Res-028-EN Conservation of the East Asian-Australasian Flyway and its threatened waterbirds, with particular reference to the Yellow Sea

<https://portals.iucn.org/docs/iucnpolicy/2012-resolutions/en/WCC-2012-Res-028-EN%20Conservation%20of%20the%20East%20Asian-Australasian%20Flyway%20and%20its%20threatened%20waterbirds.pdf>

Monitoring options that address the various perspectives on a successful Motion

Definition of a successful Motion What you want to achieve	Monitoring strategy What you need to measure	Feasibility Data available? Measurement possible?
Getting a motion adopted	<ul style="list-style-type: none"> - Number of motions - Factors for successful development of a motion 	Yes
Implementing what the resolution says	<ul style="list-style-type: none"> - Indicators of achievement of each operative paragraph 	Yes, but very time consuming because Resolutions are very detailed (or unclear)
Having more attention and resources dedicated to the conservation issue	<ul style="list-style-type: none"> - Uptake in component work plans - Level of funding - Number of people who say they work on the issue - within and beyond IUCN - Number of Resolutions that are considered "Directly related" to an IUCN Programme 	<ul style="list-style-type: none"> - Yes, through GPU tracking - Yes - Maybe –survey of the Union. Proxy indicators for wider uptake. - Yes, through GPU tracking
Achieving results/outcomes (even if not clearly articulated in the resolution)	<ul style="list-style-type: none"> - Results-based indicators 	Only if clearly defined. Defining results is highly time consuming if identified post-adoption, therefore preferably defined at the motion-writing/submission stage by the author/sponsor
Measurable impact on the ground (achieving conservation)	<ul style="list-style-type: none"> - Impact indicators – individual or high-level aggregated - Long term evaluation studies on contributions to effectiveness - Predict impact through results-based indicators 	<ul style="list-style-type: none"> - Unlikely (time consuming at individual level, unrealistic at aggregated level) - Yes, resources permitting. - Only if theory of change is strong
Fulfilling and exceeding IUCN's statutory obligations (by providing Members, Commissions and Secretariat a democratic way to work together)	<ul style="list-style-type: none"> - Number of Members involved - Members' perceptions - Proportion of Member types using Resolutions - Indicators to measure: levels of communication, networks, working groups, etc 	<ul style="list-style-type: none"> - Yes - Yes – but very time consuming if using interviews (survey may be possible) - Yes, but time consuming and would need to be developed