

IUCN – The World Conservation Union

REPORT of
THE EXTERNAL REVIEW
of the IUCN PROGRAMME
1994 – 1996

APRIL 1996

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External Review of the IUCN Programme - 1996

I am attaching for your perusal and consideration a copy of the final report of the 1996 External Review Team which looked at various aspects of the 1994-1996 Programme of IUCN - The World Conservation Union in March-April of this year. The team was ably led by Leif E. Christoffersen (Norway) and included Peter Laban (Netherlands), Ramon Perez Gil Salcido (Mexico), Nampaa Nangoun Sanogho (Mali) and Arne Schiøtz (Denmark).

I am immensely grateful to the team for having produced such a useful and thought-provoking report after a short time in the field. They have included some ideas about the scope and focus of future such reviews; we will certainly take these into account.

The review is the second one led by Leif Christoffersen. Once again he has succeeded in summing up very succinctly the point the Union has reached in its rapid evolution. We are in debt to the perspicacity and wisdom of Leif and his team.

As a general and preliminary reaction may I say simply that I fully concur in a very high proportion of the findings and recommendations of the report. The Secretariat is already considering how to incorporate the suggestions for new approaches and new procedures into the work of the Union.

We look forward to discussing the detailed recommendations with you. A summary of the report is being translated into the three official languages of the Union and sent to participants in the First World Conservation Congress in Montreal next October. The full text will be made available to interested inquirers.

I will be reporting to the Congress on progress made in implementing the key findings and recommendations of this most valuable document.

My thanks again to Leif Christoffersen and his hardworking and very representative team for a job well done under pressure.

A handwritten signature in black ink, appearing to read "David McDowell", is written over a horizontal line.

David McDowell
Director General



REPORT OF THE EXTERNAL REVIEW TEAM FOR IUCN's 1994-1996 PROGRAMME

APRIL 1996

1. INTRODUCTION

1.1 The external review of IUCN's 1994-96 Programme was conducted over a period of three weeks (mainly from March 18 to April 6, 1996) by a team consisting of Leif E. Christoffersen (Norway), Peter Laban (The Netherlands), Ramon Perez Gil Salcido (Mexico), Nampaa N. Sanogho (Mali) and Arne Schiotz (Denmark). Its Terms of Reference was formulated by the Secretariat with inputs from some of the large international development agencies which funded broad programme support to IUCN for its 1994-96 Programme. Attachment 1 presents the full Terms of Reference. Attachment 2 lists summary background information on the team members. Some reflections on possible improvements in the external review processes in the future, are described in Attachment 3.

1.2 The team began and concluded its work at the IUCN headquarters in Gland, Switzerland. Sub-teams conducted field visits to projects in Guinea-Bissau, Niger, Panama and El Salvador. They also visited IUCN's regional and country offices in Costa Rica, Kenya, Niger, Guinea-Bissau, Panama, El Salvador, and Guatemala, and attended a meeting of the Species Survival Commission (SSC) in Gold Coast, Australia. It also had the opportunity to conduct interviews with some members of IUCN's Commissions, mostly the Species Survival Commission (SSC) and the Commission on National Parks and Protected Areas (CNPPA). The Chairs of these two commissions met with a member of the external review team. Although the views of Northern IUCN members were not solicited, these would, in retrospect, have been beneficial. During its field visits the team met with many IUCN members in those countries.

1.3 The field program was organized in advance by the Secretariat. Given the time limitations and the logistics constraints, the team chose to accept the proposed field program - with some specific changes which it proposed and to which the Secretariat readily agreed. While the field visits were not chosen to represent a random selection of IUCN's field projects, they provided a good basis for discussions with field staff, members, government officials, and local partners, on their views on the 1994-96 Programme - and for enabling the external review team to meet the main objectives of its TOR. Together with the voluminous documentation provided by the Secretariat, the various field visits supplemented quite effectively the information gathered through interviews and meetings at headquarters, and the additional documentation requested by the team on several topics. All staff from the Secretariat, and also all others with whom we met, were very open and accommodating to the multiple requests for further information from the team.

1.4 The timing of this external review coincided with a point in its history when IUCN is being influenced by rather profound changes in the external environment. Since UNCED considerable action in the field of international environment has shifted to the official intergovernmental fora, where IUCN, perceived more as an international NGO than an inter-governmental organizations, has less influence than among its traditional support base of scientific and technical networks and non-governmental organizations. Donor funding which was quite readily available for IUCN in the 1980s, has now become more difficult to secure. In part this is due to the fact that many other institutions, both at international and national levels, have built capacity to handle environmental projects and programs, but also because there are many more options and channels for funding official development assistance in support of environmental activities in developing countries, including the Global Environment Facility.

1.5 Within IUCN these external changes have caused a re-examination of issues regarding its own structure. The rapid build-up in staffing of the Secretariat, which occurred during the 1980s and during the beginning of the 1990s, has led to an organizational cost structure which will need to be kept under continuous and vigorous review. The recent reductions of staff at its headquarters, triggered by the ongoing requirement to decentralize and by a difficult financial situation, occurred at a time when major changes were made in its senior management structure. During our headquarters meetings concern was expressed by staff about the present and future outlook for the institution. Such issues go beyond the scope of the present external review, but in our examination of the 1994-96 Programme and our recommendations we will touch upon several points which may be helpful inputs in the larger deliberations by IUCN management and membership on IUCN's future.

1.6 The starting point for our work was positive. On many important points it was quite clear that considerable progress has been made in implementing the three-year program under review. In the foreseeable future IUCN will no doubt continue to have a very important role to play at local, national and international levels .

2. ACTIONS ON THE RECOMMENDATIONS OF THE PREVIOUS EXTERNAL REVIEW

2.1 The external review of the previous triennium programme was conducted in October 1993. The team was asked to include an examination of actions taken on the main recommendations from the 1993 review. These are briefly commented upon in this section, but several points will also be further elaborated in the subsequent sections of this report.

a) Effective operational approaches to linking nature conservation with development objectives:

The essence of this point is to operationalize IUCN's core policy objective of linking nature conservation goals with the aspirations and developmental needs of local people. The external review team noted progress on this point. Over the last few years IUCN has focused increasing attention on field activities which combine important nature conservation with development objectives. Among its broad-based portfolio of field activities are many which may be considered to be of pioneering importance. This opens possibilities for more intensive learning from such activities. IUCN has also become more active in sharing operational experiences with other international agencies. There is considerable scope for formulating - in collaboration with members - more specific operational guidance on how to establish such linkages for project development at regional and country levels.

b) Improving economic and social analysis:

Some progress has been achieved in moving social development activities toward the specific operational issues related to nature conservation and associated development priorities. Ongoing regional and country programmes have interesting work focusing on strengthening advisory capacities for various operational activities. Encouraging examination of gender issues was found in some regional programmes. At headquarters good efforts have been made to intensify networking and collaboration with analytical studies and policy work in other organizations. However, there are surprisingly weak links between the headquarters and the field programmes. Several projects visited could have benefited from lessons from project and programme experiences in other parts of the world. The new in-house economic expertise at headquarters should become more closely associated with the work of various social development activities - both at headquarters and under the regional and national programmes. There is increasing demand for guidance on methods and practical lessons on how to integrate the social and economic dimensions into IUCN's operational activities. More emphasis ought to be devoted to that overall objective.

c) Project development and evaluations:

Significant progress has been made in working closer with members and with regional and country offices in identifying and developing project proposals. Project development procedures have been improved. However, little progress has so far been evident in regard to setting up a monitoring and evaluation system for IUCN's field activities. In the absence of such a system, the different donors funding IUCN activities have no other options except specifying their own monitoring and evaluation requirements in this regard. The basic acceptance of the need for setting up a IUCN monitoring and evaluation system was strongly endorsed in 1994. Some steps have been taken in recent months and are mentioned in para. 8.5. In our view IUCN can become a more effective knowledge-based institution by giving higher priority to systematic evaluations and deriving its own lessons from field experiences.

d) Membership:

Impressive efforts have been made by the Secretariat to recruit a wider membership in IUCN and to make IUCN more of a member-focused institution. However, the quality of its membership is as important as its quantity. Members include a large variety of institutions which have quite diverse reasons for joining IUCN. Issues related to state membership for governments in developing countries need special attention.

e) Revitalizing commissions:

There has been a clear commitment to strengthening the work of the Commissions and to relating these more directly to the other two "pillars" of IUCN - its membership and the Secretariat. The recent Sonloup Agreement reinforced this commitment. There is now strong endorsement of the need to work closely with members and more directly with the regional programmes.

f) Regionalization and decentralization:

Both regionalization and decentralization have been pursued actively over the last few years. The results have been substantial. Many of IUCN's regional and country offices have demonstrated strong capability to foster membership interests in IUCN and in recruiting new members. They have also substantially strengthened their technical capacities and have been quite successful in fund raising for field activities from local offices of donor agencies. Regional and country offices will be playing increasingly important roles in facilitating links between the work of the Commissions and the national and regional programme activities.

g) Image problems:

The international character of IUCN has been strengthened with significant progress in broadening staffing patterns in regional and country offices and by the appointment of an Assistant Director -General from the South¹. However, the overall ratio of South/North staffing at headquarters has only been improved marginally. Despite considerable efforts by the Director General there has been virtually no progress in bringing in more women into middle and higher level positions at headquarters. While it is appreciated that very considerable efforts have been made by the Director-General in this regard, a further intensification will be needed.

h) Weak financial base:

The major weaknesses in IUCN's financial situation, which was noted in the previous review, have not been substantially improved, except that contributions to an operating reserve is now

¹ The term "South" is used for all countries classified by the UN to be middle- and low-income countries. The term "North" applies to the highly industrialized countries within OECD, including Japan, New Zealand and Australia, North America and Western Europe. Some new middle-income countries which have become members of OECD, such as Mexico, are included under the term "South" in this report.

being set aside on an annual basis. It is somewhat surprising that IUCN has not been able to improve its finances further in the immediate period following UNCED, when considerable global attention has been devoted to international environmental issues in the media, among the general public, and at political levels. The longer term situation for the funding of headquarters activities seems uncertain. The need for new cost effective solutions must be intensified. The recent decision to reduce staff levels at headquarters has helped to modify an insecure overall financial position of IUCN. Specifically, the governance and management costs of the organization and the costs of all headquarters programmes need to be kept under careful review. Yet, the principle of a strong analytical and policy capacity at headquarters should be safeguarded and maintained. The twin objectives of pursuing creative types of fund raising, and, searching for more cost-effective solutions in its work programmes and budgets, will need to be continuously and consistently pursued.

3. THE MAIN OBJECTIVES OF THE 1994-96 PROGRAMME: ANNUAL ASSESSMENTS AND PROGRESS REPORTING ON ITS IMPLEMENTATION

3.1 The basic objectives of the overall 1994-96 Programme were rather broad:

- *To maintain leadership and direction of the Union.*
- *To improve a technical programme of high professional quality and relevance.*
- *To manage the process of development of IUCN including the growth of decentralized offices.*
- *To maintain high standards of administrative and financial accountability, and maintain confidence among IUCN's funding agencies.*
- *To serve the General Assembly, Council and membership effectively.*
- *To ensure a smooth transition to a new Director General in 1994.*

3.2 The IUCN Programme for 1994-96 was prepared in July 1993. As before, the three year programme contained a large number of activities for which funding had not yet been secured. This uncertainty somewhat undermined its usefulness as a management tool. However, it had the advantage of providing a structure for the subsequent discussions with external funders.

3.3 Based on a total budget of SFR 61.1 mill. in 1993, IUCN projected optimistically an income growth of 5% for 1994 and 7% for the subsequent two years. Based on these assumptions the expenditures were expected to increase to a total of SFR 73.1 mill in 1996. In reality, income over the three year period fell far short of the 1993 estimates. The actual budget for 1995 turned out to be SFR 54.2 mill. and the current budget estimate for 1996 is 56.7 mill. This represents a shortfall of SFR 30.7 mill - or 22% - as compared with earlier planned IUCN expenditures for these two years in the 1994-96 Programme document.

3.4 Since IUCN in 1993 did not know clearly how it might be able to fund the total of its planned activities in the triennium, its work programming was open to considerable uncertainty. A significant part of the required funding would only become gradually available on a project-by-project basis by various international development agencies. Therefore, the 1994-96 programme document represents an indicative plan or a operational strategy, rather than a solid management plan on which specific judgments can be made.

3.5 In light of the above, the external review team decided to focus on the major objectives set for this period in the indicative plan for 1994-96, rather than the detailed activities forecasted under each programme category. Since less funding became available than had been forecasted, it was necessary to make major adjustments in each annual work programme. These adjustments made it difficult to assess detailed progress against the original Programme.

3.6 The team relied on a number of earlier external reviews and assessments of individual programmes. The frequency and timing of these reviews seemed to vary considerably. It was recognized that a number of internal reviews have been taken during the triennium in order to respond to programmatic needs. Examples are the 1995 review of the Law Programme, and the

1995 reviews of the South/Southeast Asia Programme and the West Africa Programme. They provided valuable insights into critical issues arising from program and project activities. However, the multiplicity of external reviews seemed somewhat confusing to the external review team. Many of these activities would have been more useful had they been preceded by internal analytical assessments. Some seemed more driven by donor requirements and external fund-raising reasons than being part of a thoughtful systematic process of reflective analysis and learning from program and project experiences.

3.7 Recently IUCN has begun to provide self-assessments of each programme category. Each Annual Assessment Report attempts to examine the main achievements during the past year. This initiative is a good one, but needs further improvements. The external review team was provided with a final version of the 1994 Report and an incomplete draft of the 1995 report. The quality of these reports was mixed. On the one hand, it was encouraging that attempts had been made under some program categories to reflect thoughtfully on what had been achieved during the year just completed and on which programmatic lessons could be drawn. On the other hand, some programme assessments were largely descriptive and provided few substantive reflections.

3.8 A more systematic and consistent approach to these annual processes seems needed. For one thing, the timing of the reports are out of step with the current cycle for work programming and budgeting. They are prepared several months after the basic decisions have been made regarding next year's work programmes. Under these conditions the Annual Assessment Reports seem to be prepared more as an "after-thought" than as substantive inputs into IUCN's decision-making process. A decision to integrate these two different reporting cycles into one single reporting process would seem to provide a better basis for effective management decisions on annual work programmes and budgets for each programme category.

3.9 We will return to the overall programme objectives in the sections below. At this stage it should be noted that considerable progress has been made towards meeting many of these objectives. Considerable and highly commendable efforts have been devoted to linking together the three "pillars" of the Union - its membership, its commissions and scientific networks, and the Secretariat. Substantial achievements have been made towards strengthening the membership base. Cooperation between the Commissions and the Secretariat has become more productive. There are, however, several "pressure points" which seem to act as obstacles for making further progress. These will be discussed further and will form the basis for our key recommendations at the end of this report.

4. MEMBERSHIP ISSUES

4.1 Over the last three years considerable efforts have been made to strengthen the institutional membership base of IUCN. The Director General has taken a strong stand in support of making it a more member-focused institution. Regional and Country offices have sought to strengthen contacts with the existing membership and to recruit new institutional members. IUCN will need staff able to nurture and monitor membership services in both the regional offices and at headquarters. This has become more urgent in view of the increasing number of National Committees and the Regional Advisory Committees, which are being formally recognized within IUCN's institutional structure.

4.2 The Union has now a broader global membership base than at any time in its history. New National Committees for IUCN members have been established in a number of countries. Several regional committees have also been set up. The increasing number of National Committees represents a significant element in IUCN's global structure. Substantial efforts are being undertaken in the regional and country offices to involve members, through the National Committees, as active participants in determining the main elements of country and regional programmes.

4.3 The results of these efforts have contributed to a stronger "South" involvement in the affairs of the Union. Yet, some emerging issues will need closer attention. The IUCN membership consists of quite diverse institutions with many different reasons of joining it. Members range from NGOs with very weak to relatively strong financial situations; from institutions with a local, or a national, or a broader regional/global focus; and from individual government agencies to full state members. The quality of membership is more important than quantity. Besides screening new members, it may also become important to review regularly the performance and commitment of existing members.

4.4 The institutional interests in membership are quite varied. Some institutions are particularly interested in being associated with a science-based institution of international repute; others are more interested in the "opening of doors" for financial resources and in having some form of backing for their own fund-raising efforts. Other members are mainly interested in obtaining technical assistance for institutional capacity building. Some are particularly interested because of the opportunities to participate in IUCN's national and regional activities. Other reasons include getting access to information on global programs, participating in discussions on global policy issues, and obtaining advice on how to implement field activities. Making sure that expectations by existing and prospective members are not set at unrealistic levels, is something which will require continuous attention.

4.5 State members is one of the membership categories in need of special attention by the management and the Council. State membership by governments in developing countries seem valuable, inter alia, for providing direct access for policy dialogues and in securing government endorsement for IUCN's donor-funded activities. However, some state members in developing countries seem particularly interested in IUCN bringing in extra financial resources and technical expertise. If tangible support of this kind is not forthcoming, government interest may wane. Various IUCN services, such as publications, analytical studies, operational lessons and policy advice, are freely available to most governments in developing countries, whether they are IUCN members or not. The benefits of membership, as compared with the benefits of being a local "partner", are quite blurred. In some regions there is a growing concern about the increasing arrears in membership dues among state members. Several are so far into arrears that they face expulsion from IUCN membership. The formal expulsion from IUCN membership can be humiliating for a state member. It can also cause a set-back for IUCN's present and future opportunities to work at local and national levels in that country.

4.6 The option for some members in developing countries to pay dues, or a part of the dues, by providing services in kind, should also be available to state members, provided that their services in kind meet IUCN's direct budgetary requirements. We understand that this is happening to a limited extent, for example in West Africa, as noted in para. 6.5. Furthermore, the external review team supports the recommendation made in the last external review, that weak NGOs in developing countries may also need some flexibility in paying dues in local currency and in kind. Twinning arrangements between an NGO in the North and an NGO in the South may also encompass some help in paying dues, and may open opportunities for broader and more substantive interaction with mutual benefits.

4.7 In West African countries where IUCN have few institutional members, some national consultation mechanisms have been established, on a temporary basis, to include both members and so-called partners. Besides some NGOs, these partners include public sector agencies or ministries which are not IUCN members but which are the principal points of contact within government for activities involving IUCN. Such interim arrangements for national consultations ought to focus on attracting a wider interest in membership.

4.8. A National Committee may provide a valuable "neutral" forum for relating IUCN activities in a non-confrontational way with government authorities and with other actors on the national scene. Indeed, through the mechanism of a National Committee IUCN has a unique opportunity to foster a science-based dialogue between the various parties concerned. In this process IUCN will sometimes face tensions between members on issues relating to environmental degradation which governments may feel have political connotations. Pressures will arise towards pushing

IUCN to take sides in such conflicts. As long as IUCN is deeply engaged in donor-funded projects carried out under government auspices, it may be very difficult for it to take an impartial stand. This might create difficulties in establishing a national forum which may be perceived as being neutral in the national context.

4.9 In order to establish and maintain credibility and respect as an independent intermediary considered impartial in a local context, IUCN should not become too deeply involved in the implementation of field projects. It must have the freedom to act as a science-based intermediary. It must not be perceived as implicitly condoning or endorsing destructive government policies and practices in nature conservation and sustainable development. More generally, interviews during our field visits supported the point that advocacy-type interventions through IUCN's Country Offices might not be wise. Instead this may best be left to the judgment of each National Committee, which if it decides to take such a stand, should be expected to present the issue in convincingly formulated scientific and development terms. Views were expressed during our field visits that more direct and active advocacy roles by IUCN would seem better suited generally for regional and global fora.

4.10 With each National Committees expected to play stronger roles in determining programme priorities for IUCN at the national level, the strengthening of IUCN membership will become critically important for setting the operational direction for IUCN in the future. IUCN must constantly have full knowledge of each member's capabilities and strengths. It must be proactive in its membership services, and ensure constantly updated information to members on key policy and operational issues.

5. THE COMMISSIONS

5.1 The external review team was asked to review two of the six Commissions under IUCN (the Species Survival Commission and the Commission on National Parks and Protected Areas) and also assess to what extent the current commission system appropriately reflects programmatic and conceptual requirements of IUCN. The commission system has always been a main stay of IUCN. It mobilizes the scientific and technical underpinnings for the Union's activities. The 1993 external review expressed the opinion that IUCN should only tolerate commissions of high international quality and respect. It also stressed the need for IUCN to have some flexibility with respect to setting up scientific and technical networks outside the commission system.

a) The Species Survival Commission (SSC)

5.2 The objectives for IUCN's Species Survival Programme 1994-96 were:

- *to gather data through the volunteer network of the conservation of species and to manage these data...*
- *to assess species conservation priorities ..and promote implementation.. through an Action Planning programme ...*
- *to develop policies and guidelines pertaining to the conservation of species and genetic resources ...*
- *to provide technical advice to IUCN and its members and partners on the development and implementation of projects and programmes relation to conservation of species and biological diversity; to maintain, guide and strengthen SSC;*
- *to develop a fundraising initiative for SSC*
- *to communicate the work of SSC to IUCN members, non-members, etc.....*

5.3 While IUCN has institutional members, its Commissions have individuals as members. SSC has the largest membership of the six commissions in the IUCN system. Its membership covers about 7000 members, an increase of about 2000 since 1993. It continues to expand. With

recent relatively large increases in membership from developing countries, SSC's extensive membership is getting a better North/South balance.

5.4 Its network of members, first and foremost the SSC Specialist Groups, has been active in gathering data. Relations with the World Conservation Monitoring Center (WCMC) in the UK have been strengthened, partly through the newly established Biodiversity Conservation Information System. This is a consortium in which SSC and WCMC join up with several other partners. Its main objective is to become an effective vehicle for gathering and disseminating data.

5.5 Information of this kind is being derived and also put to direct use through various SSC Action Plans. Since 1986 a total of 30 such plans have been published and several more are under preparation. So far all Action Plans have related to animals, but plant action plans are being developed and four such will be published before the next General Assembly (renamed the World Conservation Congress). The principal target in the programme - to complete all mammal, reptile and amphibian Action Plans - has not yet been met and was probably unrealistic. Most of the Action Plans are useful documents, some are exceedingly so, and the best of them have generated considerable funding for their implementation. A strong and receptive network of IUCN members and partners in the regions is normally necessary in order to maximize the utility of the taxon-based plans, and to integrate them into broader conservation endeavors. There has been a close cooperation with WWF in the implementation of these plans.

5.6 SSC has a very active publication policy and has provided technical information through Action Plans, Newsletters, Red Data Books, trade reports for CITES and for others, and other publications. The new categories for threatened species have already had considerable influence on reformulating the Red Data Books and many Action Plans. The SSC newsletter, *Species*, has been designed to maintain contact within SSC and to the rest of IUCN. Several guidelines have been published and more are under preparation. By shaping the general IUCN policy - e.g. in relation to the Whaling Commission or CITES - they have made valuable contributions to general IUCN activities.

5.7 The Sustainable Use Initiative, which SSC co-sponsored with the Director General, has in a very short time developed into a valuable, regionalized network. As an operational approach it has clear lessons for the programming of IUCN's future activities, particularly its thematic programmes. Since its objectives are so central to IUCN's global programme and policies, the Sustainable Use Initiative should become more strongly rooted and supported administratively within the IUCN Secretariat.

5.8 The cooperation between SSC and IUCN's Biodiversity Programme has so far been slim. There is now a move towards closer cooperation. (ref. Section VIIa of this report).

5.9 At the national level there are efforts under way to establish National Biodiversity Groups, aimed at combining the resources of members of SSC and CNPPA - and, in the future, possibly other commissions. This may be considered a positive initiative, since members of all the commissions are still not sufficiently integrated into national and regional networks. The National Biodiversity Groups may help to remedy this, provided that these Groups are being closely linked to the National Committees which are being established among IUCN members in many countries. In order to ensure consistency, the IUCN Secretariat should consider taking over responsibility for setting up new National Biodiversity Groups.

5.10 SSC is becoming a very large and complex organisation, and the present structure does not seem adequate for the future. An idea worthy of serious consideration is to have a new structure composed of Vice Chairs responsible for sectors and other Vice Chairs responsible for regions under overall direction of a representative Steering Committee of a manageable size. The newly formulated (Nov 1994) Strategic Plan is an important document. However, it is very ambitious seen in relation to current resources. For that reason one could have wished to see a more explicit ranking of priorities.

5.11 The relationship between SSC and the rest of IUCN needs to be given very close scrutiny in the context of discussions of the structure of SSC, the location of its secretariat and of the Species Survival Group, and its links to the Sustainable Use Initiative and the National Biodiversity Groups. A working group to address some of these issues has recently been established by the SSC Chair.

5.12 The issue of having commission secretariats established at, or outside, IUCN headquarters is very difficult and complex. Generally the external review team found more disadvantages than advantages in having commission secretariats established outside headquarters. In order to provide better cohesion and interaction at IUCN's global level, and to reduce and reverse trends towards policy and programming fragmentation within the organization, it would seem particularly important that the main technical capacity behind the Species Conservation Programme be retained at IUCN headquarters.

5.13 It is our overall assessment that SSC is a Commission which has fulfilled the main objectives in the triennium Programme. It is a very productive Commission, with a strong and very able leadership.

b) Commission on National Parks and Protected Areas

5.14 IUCN's Protected Areas Programme had the following objectives for 1994-96:

- *to foster a significant increase in international support for protected areasby providing technical advice, an action framework and agenda, and an active network of practitioners.....;*
- *to develop and implement Regional Action Plans ...;*
- *to support expansion of the regional CNPPA network*
- *to enhance management capacity and strengthen the application of science in protected area management;*
- *to further develop the system for monitoring the status of protected areas.....*
- *to contribute further to the operation of the World Heritage Convention;*
- *to identify new approaches to protected areas management...;*
- *to develop the capacity of the IUCN Secretariat and CNPPA to service the global, regional and national protected areas activities of IUCN and ofCNPPA.*

5.15 CNPPA has generally fulfilled its objectives. It has been able to mobilize its networks in a number of regions and it organizes every ten years a major World Parks Congress. It has developed new Action Plans for Europe and for North America, and it is in the process of completing plans for Northern Eurasia, South Asia, Africa, and North Africa & the Middle East. The membership has more than doubled in the period, and is now over 1000. A Vice Chair for World Heritage Sites has been established. A number of valuable guidelines and assessments has been made.

5.16 CNPPA is a strong and productive Commission. Its highly competent leadership has emphasized strong regionalisation and closer contacts with regional offices. The success of this orientation will depend very much on the quality and resources of the regional chairs. While some regions are very active, others are not so.

5.17 The recent manner in which way the North American Region has been revitalized may offer some lessons to other regions. The approach emphasized first of all an analysis of the present membership. Based on this examination new members were recruited to fill areas of identified weaknesses. A better gender balance was sought - with the result that half of all new members recruited were women. The members participated in a workshop in Canada last October, with participation from other parts of IUCN. The main purpose was to activate membership activities and to create a broader sense of unity.

5.18 A main outcome was an Action Plan which differed from most other IUCN Action Plans by being first and foremost a set of actions to be taken by the CNPPA members themselves. The membership has thus been activated, and many activities require little or no central support. One of the lessons from this exercise may be that some initial central support may be needed to activate new regional action plans, e.g. by supporting for an initial period a well qualified executive-type person placed in the Vice Chair's office.

5.19 Its Strategic Plan incorporates a full understanding of the necessity to look beyond the classical approach to protected areas. There must be:

- *a switch in the focus of protected area management from within the areas themselves to outside them, addressing the needs of the people;*
- *a recognition that protected areas should be planned and managed as components within the bioregions of which they are part;*
- *a growing interest in the way in which people and protected areas can co-exist rather than promoting their mutual exclusion.*

5.20 This broad vision seems very appropriate, though the external review team believes that the main focus of CNPPA's work must still remain with the management of protected areas. It would also be advisable for CNPPA to work closely with the Commission on Ecosystem Management (CEM). A possibility for further consideration is whether the broad ecosystem programmes now part of CNPPA should be encouraged to become part of CEM.

c) general remarks on the commission structure within IUCN

5.21 The well established Commissions, among which both SSC and CNPPA are included, have long been regarded as principal assets for IUCN. However, it is a cause of concern that some commissions have had difficulties in finding their appropriate roles. The commission structure is a specialized instrument which may not necessarily be suited for all areas covered by the present system of six Commissions. Other structures, such as Advisory Councils and Task Forces, may be more suitable and productive and would be less complicated to administer.

5.22 It must be realized that the IUCN constitution is not very amenable to changes in the Commission structure. The external review team reviewed only two of the Commissions and can therefore not form a qualified opinion on the entire spectrum of commissions. It would be desirable to have a thorough review of the role of all Commissions and other networks involved in implementing IUCN's global programme, with special emphasis on suggesting the most appropriate structure for its large and very valuable voluntary network, including how they may become more directly associated with regional and country programmes.

5.23 It will become increasingly more important for the commissions to have effective means to disseminate its key scientific and technical findings both within and outside IUCN. Each of the commissions must become adept at organizing its regional and country activities in a way that will facilitate easy interaction into the decentralized system of regional and country offices which is now being emphasized within the global system of IUCN.

5.24 During the current triennium the annual IUCN budgets have provided significant increases in the general level of financial support provided for the governance of the commissions. While this is very commendable, the funding situation for the commissions seems still precarious and uncertain. Separate fund-raising efforts for the commission work programmes have not yet become very significant. Guidance may be needed on how to formulate and implement effective fund-raising activities by each commission in a manner consistent with IUCN's overall fund-raising strategy. Allocations to the commissions are still modest within the larger IUCN budget context, and the most recent budget allocations were unexpectedly reduced as compared with the previous year. Both SSC and CNPPA have been faced with problems in reducing budgets and work programmes in a period of well planned expansion of activities and considerable membership growth. The activities of each individual commission might have their funding

opportunities enhanced if they could become more closely coordinated with the work programmes of the regional and country offices and also with headquarters.

6. REGIONALIZATION AND DECENTRALIZATION

a) The Regional Programme for West Africa

6.1 The objectives of the triennium for this Region were:

- *to reinforce national and local capacity to adapt to changing demands of natural resource management, through National Conservation Strategy (NCS) related activities and the development of partnerships with local and national interest groups;*
- *to assist with creating national and regional networks on the environment, through studies, workshops and the establishment of a regional advisory council;*
- *to develop and implement a strong environmental communication and education programme by continuing to foster WALIA-type projects developing other awareness-raising activities, and increasing the level of interaction with local media;*
- *to strengthen collaboration with regional institutions by conducting joint work-shops and seminars, and exchanging information and documentation;*
- *to decentralize programme management by shifting programme coordination and development responsibilities to the region; and*
- *to established training support activities for environmental assessment, woodless building techniques, and species management.*

6.2 The West Africa Regional Programme now covers both the semi-arid/sub-humid Sahel countries and the humid, forested coastal countries. It is a region with potential for expanded IUCN interventions. This programme is one of the oldest of IUCN and is operating in a very unfavorable ecology, socio-economic and political context. Under the current IUCN programme attention has been focused on interventions in the following strategic areas:

- a) strengthening national and regional institutions involved in the conservation of natural resources (inter alia, national environmental strategies; advice to aid agencies on environmental and investment policies; reformulation of environmental legislation; make available methodologies for planning and environmental impact assessment);
- b) the implementation of demonstration activities related to the sustainable use of natural resources through field projects and programmes within the specific competence of IUCN; and environmental education and awareness raising of youth in the primary and secondary school systems.

6.3 Following the closure of the Office of the Regional IUCN Representative in Dakar in 1993 and the abolition of the Sahel Coordination Unit in Gland in 1994, it was decided to put into effect a decentralization model quite different from that of a Regional Office. As proposed by the council of National Coordinators in the region, one of them (Niger) was nominated for the role of a regional coordinator. He was supposed to carry out this function in addition to his tasks as National Coordinator.

6.4 With only two or three institutional members per country, the total number of members is still very low - about 20 in the whole region. For this reason National Committees have not yet been established. National consultations are conducted through more informal "national councils" ('Comités de Suivi'): These councils are mostly composed of members, potential members and partners. IUCN's activities in the region rely more on support from different types of partners, rather than members. Should such partners become participants in national programming frameworks similar to the National Committees, without being members, this may undermine the value and attractiveness of IUCN membership. However, an interim approach to formulating

national IUCN programmes may be required at this particular stage in order to create the necessary interest for and a sufficient degree of acceptance of IUCN in the region. These national councils may become instruments for building up future membership and becoming the "forerunners" for National Committees.

6.5 Membership expectations should be set at realistic levels. Some of the stronger NGO members made clear that IUCN should not be considered a donor, but that membership should allow 'South' members to make their vision on nature conservation and development heard in different fora. A number of State Members are allowed to pay their dues in kind through office space and administrative services. Guinea Bissau is commended for paying its membership fee in foreign currency - in large part due to the substantial benefits it received from IUCN's help in conducting a debt-for-nature swap.

6.6 In Guinea Bissau the IUCN Country Office is developing a coherent programme on "Environmental Conservation and Sustainable Use of Coastal resources". This programme started in 1988 and concerned: improvement of knowledge on natural resources, strategic and operational planning and implementation of eco-development micro-projects to demonstrate valuable activities that can constitute alternatives to non-sustainable resource use (artisanal fisheries, management of dense tropical forest and protected areas, vegetable and fruit tree planting, environmental education, etc.).

6.7 These actions have been accompanied by a strengthening of the institutional capacities of the programme's local partners and the active participation and capacity development of local communities in conservation and sustainable development activities. The main role of the Country Office in Guinea-Bissau has been to act as a focal point for planning and consultation; it also has the role of a facilitator between donors and members. The results to date are quite encouraging. However, the programme needs to be maintained within controllable dimensions (number of projects and number of activities within the same project) in order to safeguard sound implementation.

6.8 Other country programmes in the region have so far shown lesser complementarity and coherence. In Niger the IUCN activities concern:

- Support Programme to Initiatives in Local Management of Ronier stands in the Dallol Maouri and the Niger river valley (PAIGLR/Gaya);
- Environmental Education Programme (PEE) in the Zinder and Diffa Districts;
- the 'House construction without wood' programme;
- the management programme for the 'Réserve Naturelle de l'Air et du Ténéré';
- the Wetland Programme;
- the Photogenetic Resource Conservation Programme; etc.

All these project activities are listed under an overall and national programme called "Support Programme to Decentralized Management of Natural Resources". While each project has its own justification and rationale, the complementarity of these projects to each other is not always clear. Some of these projects, especially the Gaya project, have achieved very good results in terms of participatory development and sustainable resource use. A few projects have encountered serious difficulties beyond the responsibility of IUCN. The 'Air et Ténéré' project had to be closed for security reasons in that zone, while the future of PEE is still uncertain due to funding problems.

6.9 There were encouraging links between the field projects visited and the national policy agenda in several countries. Experiences from the field were being relayed to the relevant government agencies and included concerns of local government and by the civic society. Better

interaction between field activities and policy work at the national level could be achieved if the former were more geographically concentrated. A good example was the Guinea-Bissau activities where there were impressive links between the results on the ground and the links to policy levels in government. However, links to IUCN's global policy work at headquarters were not much evident.

6.10 The relationships of Country Offices with NGO members have varied from good and constructive (Niger and Guinea Bissau) to difficult or unclear (Mali). In general the Country Offices have emphasized their relationships with government agencies instead of NGOs for the execution of projects. Such a strategy does not strengthen the civil society. As evident from several other regions, IUCN can play a unique role in enhancing broad and productive partnerships between NGOs and governmental bodies.

6.11 Generally the Country Offices have been quite successful in establishing good working relationships with various donors and international development agencies. IUCN's scientific and nature conservation background as well as its status as an international organization which include regional and national entities, is considered an advantage compared to many larger international organizations. In many cases IUCN's partnership and advice on environmental and land reform policies have been appreciated. These relationships have helped to attract funding through IUCN to projects of members. This also explains the important income generated in the region from donors over the last six years. Such income amounts to about 75% of the total budgets of the Regional and Country Offices in this region. Yet some Country Offices rely mostly on funding through the general programme of IUCN.

6.12 The current operational mode for decentralization and regionalization has certainly the advantage of making the National Offices more responsible for programming field activities, for taking into account local knowledge, for relating field activities to national policies, and for expanding fund-raising. However, in the absence of coherent regional and national programmes and in view of weaknesses in regional coordination, the specific national interests of the National Offices may jeopardize the credibility of IUCN in the region in the long run. It is very important that IUCN's credibility be maintained in the region by showing more coherence and increasing professional competence, including financial management, as well as by enhancing the quality of its guidance and advice to both new and ongoing projects and programmes.

6.13 At present it is difficult to speak of a really coherent regional programme in West Africa. Even the older programmes with a regional character, such as the Wetland and Sahel Programmes, have become fragmented in national entities without much relationships between each other. In part this is due to the insufficient regional arrangements for coordination of IUCN activities. Rather than a substantive regional programme, it is now mostly an aggregation of separate national programmes.

6.14 The external review came to the view that more coherence can be given to the Regional Programme by prioritizing a number of specific domains within IUCN's expertise, by focusing on a few main themes such as: sustainable resource use in coastal areas; sustainable resource use in wetlands, sustainable management of tropical rainforest; sustainable resource use of river valleys and sustainable resource use in arid ecosystems. The case of IUCN's environmental education activities is instructive in this regard. While IUCN has had considerable success in projects such as *Walia* (Mali), *Palmeirinha* (Guinea-Bissau), *Alam*, *Katoutou* and *Gouori* (Niger) and *Zooni* (Burkina Faso), these activities no longer have any regional character. Few if any exchanges of lessons seem to take place between these projects that would permit learning from different experiences.

6.15 The external review considers it important to strengthen IUCN's regional coherence and coordination in West Africa. With reference to the options outlined by the Internal Review Team in March 1996, the external review gives its support for the proposal to create a strong Regional Coordination Unit to be housed in or close to one of the National Offices. The Regional Coordination Unit should be staffed by full-time professionals having only regional responsibilities; preferably from other nationalities than the country where the Regional

Coordination Unit is based. The coordinator must be able to speak both French and English. While the consultative structure of national coordinators for programming could be maintained, it will be necessary to redefine their mandates, responsibilities and required qualifications. The overall tasks and responsibilities of the Regional Coordinator must be very clear and specific.

6.16 The establishment of a stronger Regional Coordination Unit would also help to strengthen links with the various IUCN Commissions and Working Groups. Much more active collaborative links are needed with IUCN institutional members, partners, National and Regional Offices, and national and regional networks - in order to make more accessible the international experiences, the appropriate scientific and technical support, and specific knowledge which pertains to this region.

6.17 Unfortunately, there was little evidence that technical and scientific support and the monitoring and evaluation services from IUCN headquarters are available to the region. In particular, there seemed to be little or no interaction between the region and the IUCN commissions and technical programmes, with some notable exceptions in the cases of the Sustainable Use Initiative and the Wetlands Programme. The linguistic isolation, especially of the francophone and lusophone countries, because of English being the main working language in IUCN, is probably one important reason. Very little is foreseen thus far to remedy this undesirable situation. One remedy may be the creation of regional or national networks on specific themes such as wetlands, sustainable use of wildlife species, and environmental education - and, to have these linked to the regional networks of the respective commissions.

6.18 While the region's natural resource base is being severely degraded, it continues to be the sole basis for survival for a majority of very poor people. At the same time it is essential for the conservation of this same resource base to enhance strategies for its sustainable use by development of alternative activities and technologies, through participatory methods and strong involvement of local communities. The demonstration projects supported by IUCN have indeed important roles to play in promoting appropriate local technologies more benign to the environment, more cost effective, and more easily accessible to local people. IUCN's social development and policy programmes might be enhanced by the rich and long experiences in the region with regard to mechanisms for participatory management of natural resource. These lessons may have the potential for wider use in other regions.

b) The Regional Programme for Meso America (Central America and Mexico)

6.19 The main objectives for the triennium were:

- *to strengthen the technical and administrative capacity of IUCN members, and other regional and national institutions for maintaining natural resources in a sustainable manner; to enhance the capability of members and partners to participate more effectively in the decision-making process (at both national and regional levels) concerning IUCN matters in the region; to establish a network of expertise and know-how in natural resource management which will contribute to sustainable development in the region.*

6.20 Following the 1993 financial management crisis of the Regional Office for Meso America (ORMA), located in San Jose, Costa Rica, the renewed effort by IUCN to strengthen this body has paid encouraging dividends. Considerable credibility and trust has been re-established in the region² within a rather short time period since its crisis situation of three years ago.

6.21 Fortunately, the determined efforts made over the last few years have resulted in a well-functioning regional office which has made impressive progress towards its main objectives. ORMA has shown good capacity to launch, with different members, projects of an interesting variety. It has continued to build on its wetlands and forest programmes and has also

² Often mistakenly referred within IUCN as the "Central America" region, it should be emphasized that the term "region" here refers to the Meso America region which includes Mexico.

emphasized wildlife activities and the Sustainable Use Initiative. The social development activities include specific analysis of key gender issues. The forest conservation activities seemed particularly strong, emphasizing support to National Forestry Services, environmental legislation, policy formulation, communications and education, and local community involvement. Generally, regional activities relate to four major areas: conservation strategies, international and regional conventions, demonstration projects and capacity building (through technical assistance, workshops, publications and information dissemination).

6.22 The wetlands activities have had catalytic effect in the region. The Wetlands Conservation Strategy for Costa Rica, which is being implemented by the State Member, is a good example of how to use and comply with an international convention such as RAMSAR. It has demonstrated the potential of ORMA as bridge builder. As a result of such activities another three countries (a total of 6 in the region) have become signatories of the RAMSAR Convention.

6.23 The projects visited by two members of the external review team - the Bayano Project in Panama and the El Jocotal Lagoon project in El Salvador - were both very interesting from a nature conservation and from a developmental view point. Both projects embrace significant elements of scientific and technical interest to all six of IUCN's commissions. Both projects have defined their specific objectives quite clearly. On this basis it should be relatively easy to derive a practical and well focused information system for project monitoring and evaluation. Lessons derived from these projects are very important for members in the region, and would likely have interest in other regions.

6.24 In the past, competition between ORMA and the IUCN members in the region was portrayed as a most critical problem. This perception is no longer prominent. Generally IUCN activities are being initiated and implemented with the participation of one or more IUCN members, or, at least, with the general endorsement of the membership. This cautious approach has occasional handicaps. In some cases it has led to lost opportunities, when there are no member interest and capacity. In some strategic cases ORMA may still take on project implementation tasks without direct member involvement, provided this has the endorsement by the National Committee concerned.

6.25 Central to this rebuilding exercise has been the establishment of active National Committees for each country. The role of these Committees seem to be highly valued in the region. They provide effective opportunities for greater in-country involvement and interaction. The benefits of this approach are already visible in most countries. The National Committees have become central focal points for operational programming, a process within which members and ORMA work closely together, and into which there is increasing scope for linkages with the commissions.

6.26 The Regional Committee of IUCN Members has become an important body for IUCN in the region. As an intermediate body it has played a significant role in disseminating information and promoting a better understanding of the ways in which the entire IUCN family can work more efficiently in the region. The Central American Alliance for Sustainable Development (and its Council on Environment and Development) to which all Meso American countries now adhere, has been benefiting from "godfather" advice and guidance from IUCN. It has become a promising regional political mechanism that could bring together the efforts of IUCN members at a very high policy level. The Regional Committee of IUCN Members has provided more scope for active participation by IUCN in this political structure.

6.27 Yet, it should be realized that many members in the region, regardless of the efforts made by the Secretariat, still perceive IUCN largely as a funding source. Some members have questioned the benefits of belonging to IUCN. This might result from poor dissemination of information on the services available through IUCN to its constituency. Better packaging of the services seems appropriate in order to increase "customer satisfaction" among IUCN members in general. Some concern was expressed with regards to the language barrier, primarily in publications and communications from headquarters. However, members generally seem to recognize the value of IUCN as a network with a potential for strengthening their own capacities.

The technical, networking and scientific capacities of ORMA are well recognized and generally strongly supported by its members.

6.28 NGOs have a large share of IUCN's membership in the region but there are few scientific institutions among its members. Scientists involved in commissions seldom interact with NGOs, in part because it is considered prestigious to belong to a commission but perhaps not so much to mix with the activist or advocacy roles of the more vocal NGOs. IUCN's role in bringing sound scientific knowledge into the political and decision-making arenas is well addressed by ORMA and members, but stronger efforts would be needed to bring the activities of the commissions more fully into this endeavor.

6.29 There was little evidence of direct systematic support from Technical Programmes at headquarters, except for the Forest Conservation Programme, and also the Sustainable Use Initiative.. The Biodiversity Programme at headquarters seemed to be considered quite "abstract" and mainly interested in global "talk" issues with little direct reference to action on the ground and to the "reality" of the actual conditions facing developing countries. The Social Policy Programme also seemed quite de-linked from regional needs. Monitoring and evaluation systems were driven by donor requirements but ORMA has imminent plans for becoming more proactive on this matter, since no guidance have come so far from headquarters. One of the major challenges for IUCN is to provide much better integration between headquarters and regional programmes.

6.30 Regarding the scale of the support expected from ORMA, members expressed preference for IUCN's support in addressing national issues. Regional and global issues seem to be of somewhat lesser importance (exchange of information, sharing experiences between regions and allowing the local members to be linked to the world and join global debates). On the whole, members contacted seemed very satisfied with the present focus of the programme for Meso America. This became evident last February in the fourth regional members meeting in Tepozotlan, Mexico. Considerable advance consultations had been made by staff from the regional office. The resulting product is a new draft triennial programme for the region that reflects the thoughts of the members as a whole, considers the technical judgments of ORMA, and, to a lesser degree, have begun to incorporate inputs from commission members.

6.31 However, it is important that the region does not exclusively focus on its own issues, but also allow time to reflect on how these relate to the global issues. What is needed on a global scale is a unified IUCN programme (i.e. one more unified around its three pillars). There is considerable scope for developing much stronger links between member priorities on nature conservation and development in the region, and the formulation of global policy perspectives.

c) Regional Office for Eastern Africa

6.32 Two members of the external review team made separate visits to the Regional Office for East Africa (EARO) in Nairobi, Kenya. They have noted that EARO is now in the process of leaving behind its past image of being mainly a "project implementing office". The current emphasis on regional cooperation and on networking seems to be well received by IUCN members and also by its financial partners. However, the Commissions need to become more involved in the regional and country activities. On its side, EARO may help to bridge this gap by inviting commission members residing in the region to attend some of its staff meetings and regional advisory meetings, and, by appointing an officer in charge of network development and serving as a contact point for the regional activities by the commissions.

6.33 The programming and working relationships between EARO and headquarters appear to be very productive and quite well-balanced with respect to forestry conservation activities. More decentralization should be encouraged for thematic programmes such as Social Policy and the Marine and Coastal Areas Programmes. A desire was expressed for closer contacts with headquarters, e.g. for direct access to databases on membership in the commissions. At the same time it is essential for headquarters to retain strong technical capacity to handle the links

to global policy issues, to provide senior-level technical advice, and to examine, synthesize and derive operational lessons from those project and programme experiences from other regions which have direct relevance to nature conservation and development in East Africa.

6.34 IUCN's role as a science- and technical-based intermediary in environmental conflict resolution may come under difficult pressure if IUCN is too heavily involved in implementing donor-funded projects under national government agencies or ministries. In East Africa some of the ongoing IUCN projects seem to have suffered under this kind of pressure. The current efforts to reduce its profile as an agency taking primary responsibility for implementing field projects, will help to relieve such pressures in the future. Commendable initiatives have been taken to give priority in project development to capacity building, policy advice and strengthening national and regional networks. IUCN would seem to have an increasingly important role to play in helping to strengthen NGOs and civil society in general.

d) General remarks

6.35 The external review team fully supports the progress made in decentralizing the implementation of IUCN's programmes and activities. It has thus responded to the need to adapt to specific socio-economic and ecological concerns in the different regions of the world, to promote the image of IUCN as a worldwide organization and to increase thereby the overall impact of its programmes. During the present triennium IUCN has moved forcefully to establish a wider network of regional and country offices. Many of these offices have benefited from considerable decentralization of decision-making, including programming and membership relations. Good auditing and accounting functions have also been established in many field offices. While there are problems in linking headquarters programmes to the new and expanding regional programmes, this decentralization process provides considerable potential for more effective professional relationships between members, the commissions and the Secretariat. The increasing importance of the National Committees have provided mechanisms which are gradually becoming operationally effective in that regard.

6.36 It is not surprising that in this rapid process of change some deficiencies have come to the surface and that these need attention. The decentralization process has had important consequences in terms of restructuring the organization and staff capacities, especially with regard to the technical and service support programmes. An important shift is being made from centralized decision making and supervision to a high level of delegation of responsibilities to the Regional and Country Offices. This shift needs to be accompanied by another one: a shift in attitudes and roles at HQ, where policy and technical staff should become, on one hand, more supportive to tasks handled in the regions, and, on the other hand, able to link experiences among different regions, and to analyze, synthesize and translate these field experiences into the global policy debate.

6.37 However, although the external review team decidedly agrees with the need for structural and attitude changes, it is also concerned by the actual weakening of staff capacities in the technical programmes at headquarters. Increasing emphasis on IUCN programmes at the regional and national levels has to go hand in hand with strong, dedicated and highly professional capacities at the center. IUCN must not make the mistake of some other international agencies of decentralizing to the point that it loses its over-all programming, coordination, and policy capacities at the central level. In discussions with various regional and headquarters staff we found broad acceptance for headquarters maintaining leadership for a number of key technical and policy functions. IUCN's uniqueness lies in its ability, through a coherent set of focused programmes and activities, to put key issues related to the conservation of nature on the global agenda and to translate and convey specific experiences in terms that can be understood and appreciated in a developmental context.

6.38 In light of its precarious financial situation, IUCN may have to trim costs further. From a financial perspective, maintaining highly qualified staff for essential core activities, as mentioned above, may therefore seem difficult. However, in the longer run maintaining core functional

capacities at the center is a necessity for IUCN, if it wants to keep up a high degree of credibility with its different partners. Maintaining a minimum of such technical core staff to provide independent quality control over its programmes seems to be a legitimate argument to justify core funding by IUCN's major financial partners. On the other hand the external review team believes that some additional technical programme staff at headquarters (in addition to the minimum core staff required) should be funded through restricted programme and project funding provided to Regional and Country Offices. This would also enhance accountability of such additional technical staff towards the specific services they are expected to provide to the regional and country programmes.

7. THE TECHNICAL PROGRAMMES

a) The Biodiversity Programme

7.1 The Biodiversity Programme was designed as a follow up to the Global Biodiversity Strategy (GBS), with the following main objectives for the triennium:

- *advise members on integrating biodiversity issues into national development processes; participate in international programmes to conserve biodiversity and promote IUCN views at international fora;*
- *support biodiversity components of other IUCN programs;*
- *establish an Inter-Commissional Standing Committee (or Task Force) to implement GBS and biodiversity activities in "Caring for the Earth";*
- *play an active role in GEF, UNEP and UNDP; advise Parties to the Biodiversity Convention; and*
- *to develop further policies which integrate biodiversity into other major activities, including economics and cultural diversity.*

7.2 The Biodiversity Programme was established to enable IUCN to bring the concept of biodiversity to the forefront of discussions at international fora, before and after UNCED, and to support the new Convention on Biodiversity. There is no doubt that the Biodiversity Programme has played an important role with respect to the formulation and the initial establishment of the Convention and its Secretariat. The intensity of these efforts, and the very heavy workload, have perhaps overshadowed the very important need to work more closely with members, the commissions and the other parts of the Secretariat. Given IUCN's strong focus on members and decentralized regional and country offices, it will now become important for the Biodiversity Programme to adopt a new and more participatory approach to working with the other components of IUCN.

7.3 There is wide acceptance within IUCN that it should play an active role on global biodiversity issues and that the Convention is a natural focal point for this task (Ref. Programme Committee Report, General Assembly, January 1994). Yet, widely differing views were encountered by the team on the effectiveness and the orientation of this programme. There was a rather distinct North/South split in many of the view points. We understand that Northern members and donors seemed quite supportive, while many of the people we met at IUCN's field offices and from developing countries had difficulties with IUCN's interpretation of global biodiversity issues generally, and in representing IUCN policies to the Biodiversity Convention in particular.

7.4 On the other hand, this programme is clearly one of IUCN's "flag ships" at international fora. It has been exceptionally productive and has been very effective in establishing IUCN's imprint on many major discussions on global biodiversity issues. We have heard some strong views that this major input was strategically very important for the early stages of setting up the Convention, particularly to assist its interim secretariat. Though we did not have much opportunity, within the limited time available to us, to discuss more broadly the perspectives of

the "users" associated with the Convention, we endorse the view that such services by the Biodiversity Programme have been very timely and strategically important for the Convention.

7.5 Agreeing that the Biodiversity Programme has played an active role which is very much in the mainstay of IUCN's business, and acknowledging that it has been immensely productive, the issue then becomes how well the Biodiversity Programme has represented the entire Union with respect to the Convention. Many of those interviewed pointed to its weak links with the other programmes at headquarters, the perception that it has not incorporated well the views of members in developing countries, and those of staff in the field offices, and also its insufficient interaction with the commissions. Its planned task to organize an Inter-Commissional Task Force has not yet been acted upon.

7.6 On several occasions it was pointed out that a comparison would be useful between the operational approaches of the Biodiversity Programme and the Sustainable Use Initiative (SUI). The latter builds on field experiences and on regional networks in different parts of the world. It builds up "ownership" at local levels. During our field visits SUI was often referred to as being involved in a "two-way" dialogue, while the Biodiversity Programme was considered more of a "one-way" communicator. IUCN has an enormous technical capacity, experience, quality, knowledge and expertise that can be found in the people and networks that comprise the many different elements of the Union. The Biodiversity Programme does not seem to have taken this potential into sufficient consideration. At the same time it is difficult to understand why the SUI, given its importance and relevance, has not become a more integral part of the Biodiversity Programme. Among IUCN's efforts to enhance the understanding of the principles and basis for the sustainable utilization of natural resources (areas, species and ecosystems), the Sustainable Use Initiative would seem one of the major contributions that the Union could offer to the Biodiversity Convention, especially since it deals with many use-related issues (property rights, general measures for conservation and sustainable use, in situ conservation, etc.).

7.7 IUCN should continuously update the Convention Secretariat and other principal parties to the Convention on the availability of information, networks, resources and services which the Union can offer. Whenever additional information or reports will be needed by the Convention Secretariat, the costs associated with the preparation of this information should be covered through contractual arrangements with IUCN (its secretariat and commissions).

7.8 The Biodiversity Programme gets praise for setting up the Biodiversity Fora. These appear to have broad support from the membership and from the regional and country offices. The Biodiversity Fora, both the global and the regional meetings, seem to be good channels for dissemination of information about the Convention, and for fostering creative participation by IUCN members and partners in the global debate. Since the main responsibility for carrying out such activities now rests with the Convention Secretariat and with the members of the Convention, henceforth IUCN may only need to play a supportive role in this regard - preferably on contractual basis with the Convention Secretariat.

7.9 At this stage, the main focus of IUCN with respect to the Convention should be at the national level. It should help to guide and advise IUCN member countries on how to implement the Convention. During our field visits some concerns were expressed that the Biodiversity Convention might become too politicized and that its results "on the ground" would be far short of many current expectations. Compliance with the Convention would necessarily imply a greater cooperation between the North and the South, between the different sectors of society, and between governmental bodies, private sector, and civil society. IUCN has unique abilities to enable it to play a significant role as bridge builder in this regard.

7.10 Certainly IUCN will continue to have a strategically important role to play in supporting IUCN members - both governmental and non-governmental members - to strengthen their capacities to participate in the Biodiversity Convention and to implement it at the local level. Its long experience with National Conservation Strategies could be very important building blocks for formulating and developing convention-related biodiversity strategies and country action plans. The new operational mode of working with National Committees, the regional and country field

offices, and supported by the commissions, should put IUCN in a very advantageous position in assisting member countries to fulfill their membership obligations and responsibilities to the Biodiversity Convention.

b) Review of the Social Policy Programme

7.11 The objectives for the Triennium were:

- *to identify, articulate and advocate effective policies for enabling community-based sustainable resource management.*
- *to provide guidance and technical backstopping to IUCN technical and regional programmes on the integration of human aspects of conservation in IUCN policies and field projects, with particular reference to the management of natural resources by local communities.*
- *to support Regional and Country Offices and field programmes in establishing partnerships with and building the capacity of existing local organizations to effectively address the human aspects of natural resource management and sustainable development.*
- *to enhance the diffusion of information to, and stimulate constructive debate with, IUCN members and partners on human aspects of natural resources management and sustainable development.*

7.12 Recently the Environmental Education and Communication and the Strategies for Sustainable Development Programmes were separated from the activities of the Social Policy Group. Earlier they all formed part of the so-called Social Policy Service of IUCN. The fragmentation of social development activities at headquarters need to be reconsidered. There is a clear need for a more integrated approach to the socio-economic aspects of nature conservation and to principles related to the sustainable use of natural resources. Such an integrated approach should also embrace the services of IUCN's new environmental economist.

7.13 Conservation and sustainable use of natural resources can only be realized by involving local populations. Responding to the recommendations of the previous external review and to the relevant recommendation of the General Assembly in Buenos Aires, SPG has made an important effort over the last two years to bring such an emphasis to the foreground, especially in terms of a conceptual and coherent set of goals, priorities, technical themes and strategic approaches. A fundamental cause of degradation of natural resources is the deep poverty of a major part of the world's population for whom the satisfaction of immediate and basic needs is of high urgency. An understanding of the fundamental causes of poverty and how specific action points can be proposed in a practical and specific manner, can become valuable contributions for IUCN's field activities.

7.14 The programme of the Social Policy Group (SPG) consists in its present form of six different components³. Although all components have their importance, the external review was concerned about the fragmentation of activities. The first four (Collaborative Management for Conservation of Natural Resources; Indigenous Knowledge Systems in Natural Resource Management; Gender and Environment; Social Sustainability in Conservation) are different elements of an otherwise coherent package. Together they constitute a programmatic framework for community-based approaches and collaborative management of natural resources. There is evidence of good working relations with some of the technical programmes. The SPG would be well advised to intensify interaction with the Eco-system Management Group (EMG), the Protected Areas Programme, and the related Commissions. It should help to internalize ongoing operational approaches and strategies under the Sustainable Use Initiative and the Forest Conservation Programme.

7.15 While progress has been made at headquarters to develop the social aspects of natural resource management and conservation, linkages with the regional and country programs have

³ Progress and Assessment Report 1995, SPG; February 29, 1996

not yet been well developed. An interesting step in the right direction was the recent workshop in Uganda where SPG appeared to have been successfully backstopped several field programmes. From our field visits it appears that the SPG activities are too much perceived as Gland-driven and do not sufficiently take into account local initiatives and work performed by the regional offices. Besides helping to strengthen the capacities at the regional offices, SPG could also focus on how to make more use of expertise available with many IUCN members and partners, especially among the NGO community.

7.16 Knowledge about participatory approaches and the socio-economic aspects of conservation and management of natural resources can be found in different regions of the world. SPG could become more proactive in advising the regional and country offices on which among the existing approaches are most useful in operational terms for IUCN programmes and which particular refinements and reinforcements could be recommended. Much confusion and extra work can be avoided if this approach was adopted..

7.17 IUCN has some comparative advantages in promoting and developing socio-economic aspects of natural resource management and conservation:

- a) it can rely on a wide network of members and partners involved in activities that relate to conservation and different types of collaborative management of natural resources; and
- b) as a global institution it has the potential to give more weight and influence to its recommendations and positions in the international debate, when it focuses on lessons from field experiences.

7.18 The Environmental Education and Communication Programme has defined a clear target group among senior staff in education institutions that have the capacity to influence policies in this domain. It works very closely with, and makes good use of, the members of the recently revived Commission on Environment and Education. However, through discussions in the regions visited, there seemed to be very weak links with the environmental education programmes being implemented at school levels under the regional programmes. These two sets of activities are highly complementary in nature and should become much better linked.

7.19 The Strategies for Sustainable Development Programme focuses clearly on training and capacity development. The concepts and materials developed are impressive and very interesting. The programme seems to operate, however, somewhat outside the regional networks of members, partners and field programmes of IUCN regional programmes. This is an area where IUCN has had a pioneering role from the early 1980s. Sharing these lessons with others, and relating them to tasks to be undertaken by countries under the Biodiversity Convention, should be given more emphasis.

7.20 The Population and Environment Programme, a component of SPG, although interesting and without doubt important, seems to be somewhat out of focus as compared to other IUCN activities. Its presence within IUCN seems only justified by the availability of special ear-marked funding, but it also needs a much clearer indication of IUCN's comparative advantage in this field, and the extent to which there is an real interest expressed by IUCN's membership and by partners such as UNFPA and UNDP.

c) Review of the Forest Conservation Programme

The objectives for the triennium (1994-96) were:

- *to enable IUCN members and partners to pursue coherent and informed policies on forest conservation issues;*
- *to support initiatives by IUCN members and other conservation institutions to conserve and sustainably use tropical, temperate and boreal forests;*

- *to identify and monitor major developments affecting all forest types to investigate issues and sites of special conservation concern in order to develop understanding of fundamental conservation problems and promote optimal responses from the conservation community;*
- *to reconcile conservation and development issues concerning sites of outstanding importance for forest conservation; and*
- *to translate the concept of ecologically sustainable development into meaningful practice.*

7.22 The programme has been implemented with a good orientation and in the right direction. Most of the above objectives have been handled well. More attention could perhaps be given to the third and fourth objective. Among its important achievements are the development of good networks and cooperation with members and partners; the enhancement of local capacity; the production of good publications and information material; well defined programme vision and effective forestry activities at the regional and national offices; the recruitment of qualified and dedicated staff; and publication of a key document related to the Global Strategy for the Forest Conservation Programme. This important programme has benefited from very competent leadership at headquarters.

7.23 Very active regional forest conservation programmes have been established at EARO, ORMA, ROCA and SUR, and a national programme in Pakistan. New initiatives are being taken to support national programmes in Laos, Philippines and Russia. Fifteen major projects or programmes (each more than US \$ 100,000) are under implementation or are under active consideration by IUCN in different regions.

7.24 The Forestry Conservation Programme has responded very well to the recommendations of the previous external review which strongly emphasized the need for strong links between nature conservation and development objectives and which encouraged more active involvement of local populations in the management of forest resources. These two twin objectives have been logically integrated. Sustainable (forest) use involving actively local populations is one of the key aims of this programme. There has been good interaction with activities undertaken by the Social Policy Group, especially with regard to the Programme on Collaborative Management of Natural Resources. A number of forest conservation activities have been interacted with other IUCN programmes, such as national parks, other protected areas, and wetlands.

7.25 The external review team visited some projects in the West Africa and Meso America Regions and had discussions with staff of the East African Regional Office. So far no activities have been undertaken in West Africa. This may be partly due to language barriers and partly to the emphasis in this programme on dense tropical forests in the humid areas. However, the southern parts of countries such as Ghana and Ivory Coast would certainly fall under the latter definition and should have considerable scope for developing interesting IUCN activities. The drier zones of this region have long experiences with community forestry and participatory management of natural forests. In Niger, IUCN supports a highly interesting project dealing with village management of 'ronier' palm tree stands, giving high emphasis to community organization and legal aspects. The external review team believes that it would be worthwhile for the Forest Conservation Programme to capture this wealth of experiences in order to make it more accessible to other regions and also in order to sharpen policy formulation.

7.26 In Central America the Forest Conservation Programme is important and very interesting. A major networking and facilitation project (funded by Germany) may serve as an example to other regions in organizing civil society in the planning and decision processes for identification and implementation of nature/forest conservation projects with a sustainable use connotation, e.g. the very pioneering Bayano project in Panama.

7.27 East Africa has a number of large scale projects associated with national parks involving important forest conservation activities. Implementation and project management of these projects have not always been satisfactory, but they have certainly provided important lessons. The East Usambaras Conservation and Agricultural Development Project in Tanzania is of special interest. Confronted with many difficulties in implementation and project management, the project has been able - through substantial support from forest staff at IUCN headquarters - to

turn them into an important learning exercise. Lessons have been drawn that will benefit other IUCN programmes. Such reflective work should be highly encouraged and rewarded in IUCN. Hopefully it will boost interest in more systematic approaches to deriving operational lessons for designing new programmes and for policy formulation..

7.28 Clearly, IUCN should make more of an effort to become an effective learning institution with a critical reflective evaluation culture. The external review team considers this as an important requirement for maintaining and strengthening IUCN's reputation as a knowledge-based and policy-oriented organization. This will, however, require vision and a nurturing environment at both the headquarters and in regional and country offices. At the forest policy and advocacy level the presence of IUCN in different regions vary - from strong (ORMA and EARO) to almost non-existent in other cases. It will also continue to require highly qualified staff at headquarters.

7.29 Unlike other IUCN Programmes there are no formal links between this programme and any of the six IUCN Commissions. Some relations exist with SSC and CNPPA. In January 1995 an Ecosystem Management Group (EMG) was established to combine three 'biome' programmes: marine and coastal zone management, wetlands and forest conservation. EMG will be linked up with the Commission for Ecosystems Management (CEM) . It will be interesting to see how far the new strategy for CEM will be able to carry out effective scientific and technical backstopping for the Forest Conservation Programme.

7.30 IUCN and WWF decided recently to combine efforts in issuing a joint Forest Conservation Newsletter. This type of cooperation is indeed highly commendable. Similar joint efforts with other relevant institutions should be encouraged.

7.31 The IUCN Forest Conservation Programme is funded through different funding sources. Strategic guidance, technical support, facilitation and networking for tropical forest conservation activities by headquarters and Regional Offices, is almost entirely supported through restricted programme funding by The Netherlands Government. In addition, some major projects in this field have been funded through direct project funding. Considerable efforts were made in 1995 to strengthen the capacity of several regional offices in implementing the programme, to supervise and support specific projects, and to initiate other activities in the region. This may have happened at some expense to planned activities at the global level. In view of IUCN's decentralization efforts, this must be considered good judgment, since it would also help to build up a more operational basis for deriving operationally relevant policy work in later years. Close collaboration with WWF-International will continue to be important in this regard.

7.32 A strong functional capacities at headquarters must be supported. It is important to ensure that the following key functions are maintained: a) overall quality control and necessary conceptual and technical support to regional programmes; b) internal learning and evaluation; c) communication and coordination between Regional Offices; d) analytical interpretation of specific field experience into wider application and into the policy debate; e) global policy analysis and advocacy; and, f) overall vision and priorities.

7.33 IUCN has wisely chosen to invest in forest conservation as an important theme and an important global concern, closely linked to its emphasis on biodiversity, sustainable use, and participatory approaches. It has a strategic importance since some other global forestry initiatives, outside IUCN, are losing momentum. IUCN should keep up a high profile with regard to the above key functions. The Forest Conservation Programme is not yet well linked into relevant expertise and activities in the commissions. However, experience gained through field projects can be used to exert more of a 'leadership' role and influence policies for forest conservation and sustainable use at the global level.

d) General Comments on the Technical Programmes

7.34 With increasing regionalization and decentralization, IUCN will need to maintain a strong professional core at its center. It should be able to work flexibly and dynamically as a senior technical team serving several functions - including providing general guidance and technical support to regional and country programmes, setting the programming framework for future activities, ensuring quality control over its operations, deriving lessons from both completed and on-going activities, establishing close contacts with other relevant international organizations, and setting the agenda for IUCN's policy work.

7.35 It is the view of the external review team that these functions will need very high caliber senior staff at IUCN's headquarters, including senior staff supporting the commissions. Furthermore, these senior staff should become far more active in supporting the regional and country programmes. This will also enable them to become better linked to the "realities of developing countries" in IUCN's policy work.

7.36 The present system of different technical programmes seems too fragmented - with each programme having very little to do with each other. It is not conducive to furthering the above functions. A consolidation of technical programmes should be seriously considered, particularly in order to make the functional support services, such as social and economic advice, more integrated into the scientific and technical programmes which are IUCN's main focus.

7.37 The recent decision to create the Eco-system Management Group (EMG) is understandable in this context, especially if the aim is to enhance interaction and exchange of insights and experience. An important question is whether a merger of these three well known biome programmes will result in higher effectiveness and efficiency within IUCN. The external review team believes that better interaction and exchange among technical officers is more a question of management focus, programming incentives, and professional attitudes among staff, than of new structures. It would seem preferable to maintain the specificity of the three biomes as sub-programmes as important focal points within EMG, in order to ensure visibility and recognition of three of IUCN's important institutional trademarks. Separate expert panels for these three biome programmes should still be maintained, with links to the Commission on Eco-system Management.

7.38 For field activities, a more geographic concentration within a country may make the interaction of different technical and regional programmes more operationally effective. For example, a wetlands and a forest conservation programme operating in the same geographic area may reinforce each other and strengthen synergistic effects and increase tangible impact of IUCN's interventions in the country, as shown in Guinea-Bissau. At the same time, social, economic, and other support services such as environmental education, strategy processes, assessments and evaluations, can be made more effective from headquarters. Spreading field activities around different geographic areas may weaken IUCN's overall impact and effectiveness in operational terms.

7.39 The policy work which would seem to be able to capture best IUCN's comparative advantage is that rooted in experiences from its member-focused field activities and which can be interacted and tempered with guidance and advice from its scientific networks.

8. THE LEARNING FUNCTIONS OF IUCN

8.1 *"The mission of IUCN, the World Conservation Union, is to influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable".*

8.2 This Mission Statement of IUCN adopted by the General Assembly in January 1994, emphasizes the importance of communication and exchange of information. Dissemination and

communication implies a strong capacity to capitalize the experience and lessons gained through field and other activities. IUCN should indeed be engaged in a constant search to develop and promote a common understanding on conservation and sustainable resource use. As a Union it certainly has the potential and a comparative advantage with its wide network of members, national and regional working groups and committees, its commissions, its thematic programmes and, in particular, its wide array of more than 300 field programmes and projects implemented through IUCN members and local partners.

8.3 Indeed, the original statutes of the organization clearly state that IUCN should promote national and international actions to:

- collect, analyze, interpret and disseminate information on the conservation of nature; and improve the knowledge of the general public - through education and research - on the necessity of nature conservation;

8.4 However, the external review team observes that the internal communication between the different components of the Union is far from satisfactory. IUCN has not made much progress in developing its capacities for learning from its own activities and programmes. In order to remain in the forefront of issues related to nature conservation and sustainable resource use, it has to strengthen substantially its capacities as a knowledge-based "learning" institution.

8.5 We are not in a position to prescribe details on how IUCN can develop the mechanisms which can better capitalize this potential. However, we believe it should at least focus on the following elements:

- a) A proposal was made earlier in this report to merge the current annual programme assessment with work programming and budgeting for the next year - in order to review more directly and creatively those past and ongoing experiences which should be kept in mind in designing new activities;
- b) We believe the proposals set forth in the paper titled "Building an evaluative culture within IUCN" provide for important elements to develop a bottom-up monitoring and evaluation process. IUCN clearly needs its own monitoring and evaluation system. The external review team believes there is merit to the idea that at this point in time such monitoring and evaluation should not be set up as a separate programme or unit. However, it needs to be guided by a full-time senior advisor position. Monitoring and evaluation activities should become incorporated into each thematic and regional programme as an integral part of these programme activities. Moreover, monitoring and evaluation will be most effective when undertaken as a participatory process to develop and institutionalize reflective thinking and to encourage a learning culture within IUCN.
- c) Learning from experience may be enhanced whenever field activities have clearly defined objectives which can be measured by easily understandable indicators. We warn against engaging in laborious work focused on establishing base line information during project implementation. Normally, this should have been completed during the formulation of the project, or, there should be a clear understanding of what kind of information base, or adjustments to it, should be part of a project process. The definition of a small number of clear, simple and highly indicative criteria for project success (or failure) will in itself already be an exercise with great learning value. We believe considerable progress can be made within a relatively short period of time, if initial work was prioritized on just such a sample of projects rather than addressing from the outset the full portfolio of activities in the IUCN programme.
- d) IUCN headquarters should consider organizing on regular basis, say one week each spring, an annual senior-level review of experiences from the monitoring and evaluation of ongoing and recently completed projects. All senior staff at headquarters should be expected to participate actively in this review. Regional and country staff should be invited to participate. Explicit feed-back, integrating the consolidated technical judgments of the entire headquarters staff,

should be prepared in a written form immediately after each "Annual Spring Technical Review" and should be disseminated to all elements of the IUCN system.

- e) In addition to the above, regular thematic or regional review workshops may also be considered during other parts of the year, on key topics of interest to IUCN. Such workshops would be structured to come up with well defined products in terms of lessons learned, refinement of conservation-development approaches, contributions to technical, socio-economic, institutional and scientific knowledge and policy guidance. These workshops might also directly involve various interested partners from outside IUCN, and may thus have a potential for attracting separate external funding.

8.6 As earlier stressed, an effective learning process and institution will need a highly qualified core team at IUCN headquarters in order to give guidance to the process and to capitalize on the different experiences in the various regions, both to reinforce IUCN's own programmes and to disseminate them to its members, Commissions and the outside world. The external review team would emphasize that such guidance ought to be initiated in a participatory way and adopting a listening mode - rather than a top-down prescriptive approach. For that to become an institutional reality, the personal involvement, the direction, and the overall leadership of the Director-General will become essential.

9. COST STRUCTURE, FINANCIAL POLICIES AND FUND RAISING

9.1 The rapid rise in donor funding for IUCN during the 1980's was unique and exceptional to that period. Funding increases in such a relatively "easily available" form cannot be expected to be repeated in the foreseeable future. In fact, IUCN's overall funding has stagnated and has slowed down over the last three years. IUCN's financial base remains precarious. The ability to mobilize the required funding will depend very much on the cost-effectiveness of its organizational and administrative structure, in particular with regard to its governance costs and its headquarters costs.

9.2 In 1995 unrestricted funds constituted 18% of total income. About 75% of this unrestricted income consists of membership dues, Swiss tax rebate, publication sales, etc. The rest comes from grants from financial partners. Key donors provided 13% of the 1995 income in the form of general programme support - and a further 11% for restricted programme expenditures. The remaining bulk of the income - 58% of the total income in 1995 - was raised through project funding from various donors.

9.3 Governance costs would need careful attention. It may be useful to undertake a separate analysis of the historical development of this cost structure since 1980, relative to IUCN's unrestricted income. Under the new mode of IUCN operations the costs associated with membership services will inevitably become larger. But they need to be monitored carefully. Special scrutiny should be focused on the cost of organizing very large general assemblies (world conservation congresses) every three years, and, the costs associated with a Council having a relatively large number of members.

9.5 Headquarters costs, which rose relatively fast in the 1980's, reached a level in 1993 and 1994 when no further increases were considered appropriate. With priority attention devoted in recent years to establishing more regional and country offices, some increases in expenditures have been associated with the building of a global network of IUCN Secretariat offices. This policy has been strongly supported by the Director General and the Council. It seems sound. Within overall headquarters structure, the costs associated with management functions need to be examined critically for possible cost-savings in the future. Administrative support services also need special attention, including an exploration of opportunities for decentralization. At present, the relationships between headquarters costs, management costs, and, unrestricted income together with general program funding, should be subjected to further analysis. It may also be useful to conduct a special study of annual changes in these cost relationships since 1980.

9.6 The third critical area in IUCN's cost structure concerns the relationship between that part of headquarters cost which is specifically - and that which is not - devoted to technical and policy support to regional and country programmes. To the extent that mutual agreements are being reached on what specific senior supports services from headquarters will be provided under each field project, the costs of these services should be budgeted separately from all other types of technical and policy work at headquarters. It would seem appropriate to have these services either fully, or at least predominantly, funded under each new project.

9.7 IUCN's funding strategy should be primarily based on its most interesting and attractive feature to most international development assistance agencies, namely its growing global system of regional and country offices, membership-based National Committees, and its global and regional advisory services from its commissions and other scientific and technical networks. As IUCN intensifies its learning functions this will also become an important element in its attractiveness to others. It must be able to highlight convincingly its own expertise and knowledge in actually implementing links between nature conservation and development. Its comparative strength in policy work would seem to be best based on its unique ability to provide interaction between membership involvement, its operational experiences, and its scientific and technical knowledge.

9.8 There is need for an overall coherent strategy for fund-raising that takes into account the growing role of the regional and country offices in this respect, and also the separate fund-raising activities being undertaken by the commissions, and the specific residual role for such activities to be conducted from headquarters.

10. MAIN FINDINGS AND RECOMMENDATIONS OF THE 1996 EXTERNAL REVIEW

10.1 The External Review Team has examined the broad objectives of IUCN's 1994-96 Programme and the follow-up to the recommendations of the previous external review conducted in 1993. It is our view that major progress has indeed been made in moving the Union forward on many of its main tasks: - making it more member focused, actively seeking a wider membership base, working to have the new National Committees and regional advisory bodies recognized as official parts of the organization, in delegating operational responsibilities to the established regional and country offices, in channeling more resources to the governance functions of the Commissions, and for intensifying the links between the three pillars of the Union - its membership, the Commissions, and the Secretariat. It is a major conclusion of the external review that IUCN's management has made good progress in programme implementation during this triennium and that it has utilized wisely its General and Specific programme support.

10.2 While much has been achieved over these three years, we have noted areas where substantial improvements may be achieved by more management attention and action:

- weak links between the regional programs and the technical programmes pursued at headquarters;
- excessive fragmentation of headquarters units and programmes;
- in some regions lack of focus and coherent regional work programmes;
- inadequate links between the policy issues which arise from the broad portfolio of IUCN's field activities and from the perspectives of members in developing countries, and, its global policy formulation;
- weak learning processes within the Union;

- a continuing insecure financial structure;
- the need for improved cost control systems in work programming and budgeting and also in regard to the governance and to overall management costs;
- a clearly articulated fund-raising strategy; and
- an inadequate gender balance among staff at middle- and higher-level positions at Headquarters. On this latter point we have been convinced that the Director-General will intensify his already strong recruitment efforts, and hence we have not included any main recommendation in this regard.

i) Programme Focus.

10.3 Our first main recommendation is to reinforce the view that a special strength of IUCN is the interaction of its three pillar. IUCN's programmes should be prioritized around a set of main activities wherein all three of these pillars are directly involved - with priority given to activities in which IUCN has an established reputation of first class professionalism: national parks and protected areas and species conservation, wetlands, forest conservation, marine and coastal areas, and with some flexibility for addressing additional ecosystems approaches where IUCN may have a clear comparative advantage from a scientific and technical perspective. Furthermore IUCN must ensure the appropriate integration of social, economic and institutional dimensions necessary to realize sustainable resource use, combining nature conservation with sustainable development in participatory approaches. Other programmes at headquarters should primarily focus on supportive functions to this core programme focus.

10.4 There is a recognized conflict between a trend within IUCN towards a widening of its mandate as a consequence of the holistic and broad definitions of nature conservation and sustainable development, and, the necessity for IUCN to prioritize more carefully on fields where it has a record of excellence, or where there is a very good potential for building such a record. We encourage caution in this regard. IUCN's programmes must sharpen its focus on activities at the country, regional and global levels where the entire IUCN (membership, commissions and secretariat) can exercise excellence within the above core programme focus.

10.5 A better interaction of field activities under different programme categories within the same geographic areas, can have more substantial synergistic effects and more tangible impact on the ground - as compared with the present often widely dispersed field activities under different programmes. Programming priorities should concentrate on activities that can interact within the same geographical areas.

ii) More Bottom-up Programming:

10.6 Our second recommendation relates to more bottom up programming. The current annual work programming and budget processing need more of a seamless interaction between regional programs and the headquarters technical programmes. They should be merged into a more integrated programming exercise. Based on overall guidance on programme focus by the Director-General, responsibility for the first step in the annual programming exercise should be delegated to the regional and country offices, in collaboration with the National Committees, where such programming capacity has be set up. This would provide for a more decentralized approach to determining overall programme priorities, including getting field office perspectives on where priority attention and help from headquarters will be needed - and also which policy work they would wish to see prioritized by IUCN.

10.7 The second step would then be for headquarters to respond explicitly to the priorities expressed through the field offices, to make sure that the reasoning has been made explicit and

clear, and to consider field activities in countries with active members but without fully functioning regional or country offices. The third step would focus on the work programs of the Commissions and explore opportunities for linkages with the Secretariat programmes. The next step relates to policy work at the headquarters. Having considered the priority signals expressed by the regions, policy work should then be determined from an overall global management point of view.

10.8 In order to carry out these functions effectively, IUCN must retain a strong senior-level corps of technical and policy expertise at headquarters. We would advise against possible relocation of the staffing capacities necessary to carry out the headquarters functions emphasized in our recommendations, including the senior advisory posts for the technical programmes and the main core of the commission secretariats.

iii) **Learning functions:**

10.9 The third recommendation concerns the need for IUCN to become more of a learning institution. A main objective for IUCN is to 'influence societies all over the world, to encourage and help them to conserve the integrity and diversity of nature'⁴. In order to meet that objective effectively, IUCN will have invest more in its own capacities to capitalize on lessons learned from its operational programmes, to relate them to policy advice and global issues, and also to disseminate and communicate these lessons widely. More explicit learning functions must be integrated into both programmes and individual projects.

10.10 It was frequently pointed out that IUCN has to excel as a knowledge-based institution, since its political impact is limited and since it cannot make its influence felt through providing substantial financial resources to its members. More intensified learning functions will advance IUCN's role as a knowledge-based institution. It must redefine its support and policy functions at regional and global levels in order to grow in a virtual learning organization that capitalizes on its field experiences, apply them to other, even different ecological and socio-economic settings, and translate them into innovative policy guidance. This will require a change in attitudes, sufficient highly qualified staff which are both able to give guidance to bottom-up learning processes in an interactive way, and to advocate policies necessary to achieve sustainable resource use. It will also require better priority setting and restructuring of the excessively fragmented technical programmes at headquarters.

10.11 We have three specific proposals which could help set the stage for such a change to have immediate impact:

- a) IUCN should make more effective the process of preparing annual programme assessments. These should merged into the annual work program and budget decision-making process towards the end of each year. The annual programme assessments should become active inputs into the annual decision making regarding allocation of resources. The merging of these two reporting processes would also provide for a better learning culture for deriving lessons from operations.
- b) An IUCN-specific monitoring and evaluation system should be designed and incorporated into programme and project designs on a regular basis, including the use of participatory methods and a limited number of key indicators to measure impact.
- c) Regular Union-wide reviews on ongoing and completed activities should be institutionalized and regional thematic review workshops should be encouraged. Such reviews and workshops would be structured to come up with well defined products in terms of lessons learned, possible refinement of conservation-development approaches, contributions to

⁴ IUCN's redefined mission statement: The Strategy of IUCN, 1994

technical, socio-economic, institutional and scientific knowledge, and, which impact these might have on policy guidance and technical advice provided by IUCN at international fora.

iv) Operational approaches

10.12 Several of the Technical Programmes and the policy activities conducted by IUCN have had difficulties in searching for effective operational approaches. Some have been seen to be excessively donor-driven, while some others have had difficulties in being understood and accepted at country and regional levels in developing countries. The well-established Wetlands Programme has been very effective in interacting with local knowledge and adapting itself to developmental concerns by local people. The present Forestry Conservation Programme have made good progress in working with regional offices in building technical capacities and has also pioneered project evaluations which have provided strategic operational lessons. The Sustainable Use Initiative has been noted for new and apparently effective approaches to working with members and field offices. Even though it is new, and its output has not yet been produced and assessed, it seems to embrace interesting elements for replication among IUCN's technical programmes - through a decentralized and regionalized network, listening to local view, seeking to understand their developmental situations, bringing out different regional perspectives, and actively encouraging the support of other parts of IUCN. The National Committees have considerable potential for the formulation of national programs and projects involving both government, business and the civic society, as well as for national reporting and information systems for environmental conventions.

10.13 The fourth recommendation proposes that IUCN, on the basis of the more seasoned experiences of its Wetlands and the Forest Conservation Programmes, explore how some of the elements of the Sustainable Use Initiative may be included in order to form the basis for more explicit operational guidance to the field offices and to the National Committees, as well as to the headquarters, on programme and project design.

v) Operationally linked policy work

10.14 We support the need for IUCN to continue to be involved in policy work related to its main thematic areas of established professional excellence, as mentioned in para. 10.3 . The fifth recommendation suggests that IUCN's comparative advantage in conducting policy work remain within those areas where it builds on its own operational experiences, the work of the commissions, and where it can build on close interaction with its global membership.

vi) Commissions and voluntary networks

10.15 The sixth recommendation relates to the commissions and the scientific networks. As one of its three pillars, the commission system is recognized as a very valuable asset for IUCN. There is broad agreement that the activities of the commissions should become more closely coordinated with those of IUCN's regional and country programmes and also its technical programmes. We would recommend that a separate study be initiated on the commission structure that can best harness the potential of the large voluntary network of experts associated with IUCN - and how the activities of the commissions may be able to enhance more directly the activities to be undertaken under IUCN Programmes.

vii) Cost management

10.16 The seventh recommendation concerns IUCN's cost structure. It is of utmost importance for IUCN's future that it can exercise tight cost control on its global administrative system. The continuing trend towards further regionalization and decentralization of operational responsibilities will inevitably lead to an increasingly larger share of budget expenditures being

carried out through the regional and country offices. Yet, the key overall management, and the most senior-level technical and policy staff capacities should be maintained at headquarters.

10.17 Three sets of cost relationships will merit special attention. The first relates to the relationship between unrestricted income and the overall cost of governance. The second concerns the relationship between the sum of unrestricted income and general programme support, and, overall headquarters costs, including specific management costs.

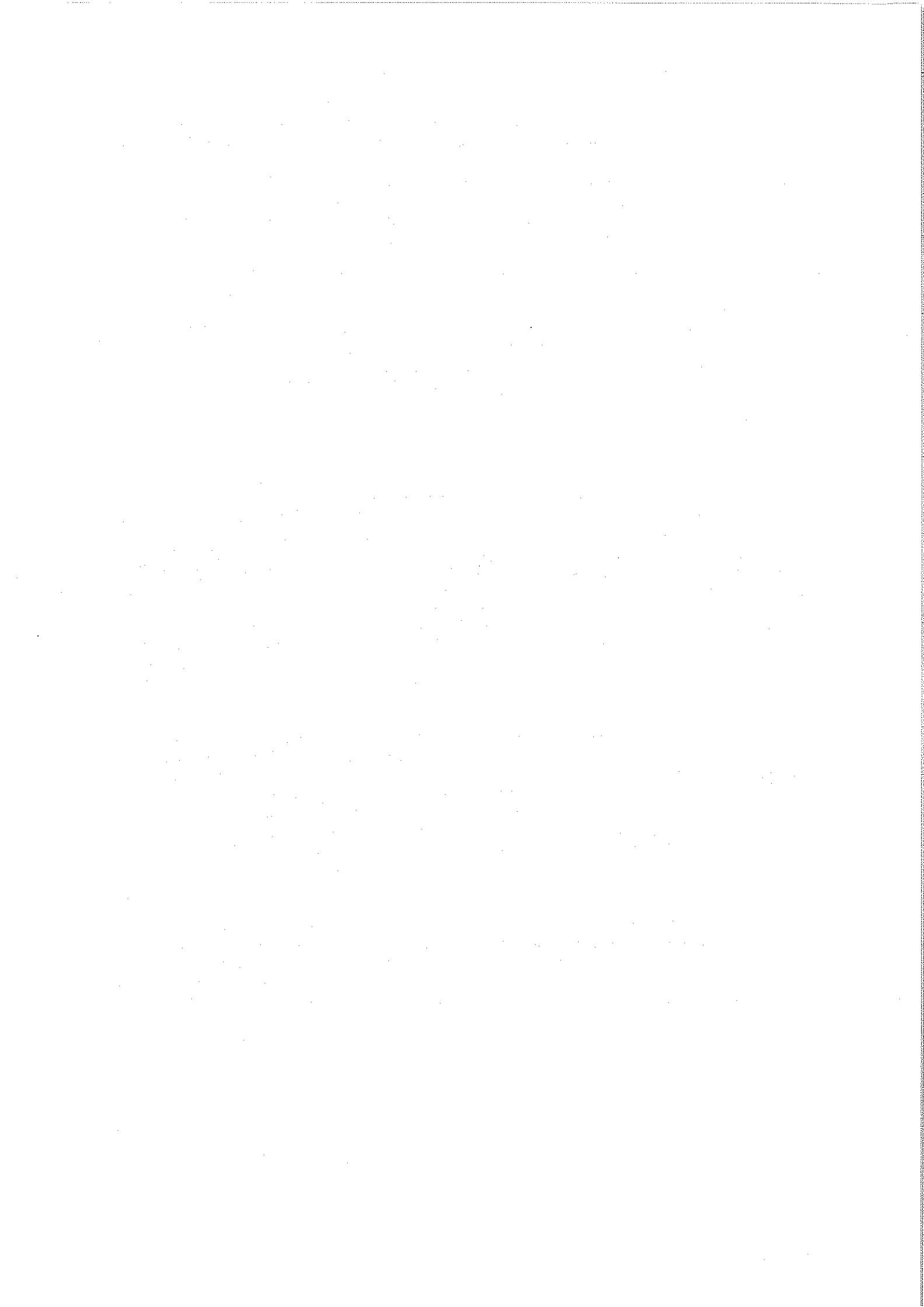
10.18 Safeguarding the core substantive functions needed to be performed at headquarters (described earlier), at the same time as one critically examines how these costs can be trimmed to a level where its budget can be considered to represent a very "lean" cost structure, will be one of the most difficult, yet perhaps most important, balancing acts which the Director-General will have to perform in the foreseeable future. The third cost category to be monitored specifically relates to those headquarters costs which are mutually accepted to be directly attributable to serving specific needs of projects being handled through regional and country offices.

viii) Strategic elements for future fund-raising

10.19 The eighth recommendation concerns some key elements which should receive special attention in formulating a coordinated funding strategy for IUCN. With the Regional and Country Offices becoming more active focal points for raising funds for IUCN's country and regional projects, and with separate fund-raising also being undertaken by some of the commissions, it is very important that IUCN can articulate a coherent overall funding strategy for the Union. The headquarters programmes will obviously require continued support in the form of unrestricted programme funding. Their roles and justification will become more easily understandable if they are derived from a better integration into the regional and country programmes. Some headquarters services can be justified by the need to exercise independent quality control and to provide policy guidance to the Regional Programmes. IUCN's special strength as a membership-focused institution with high scientific and technical excellence, combined with strong "learning" functions, is a goal as well as a justification for increased core funding.

10.20 New innovative funding mechanisms should be tried and tested, since the conventional project funding concepts in use among most international agencies have well recognized weaknesses. A broader array of funding approaches for IUCN activities will likely become increasing important in the future. Local endowments, trust funds, guarantee schemes, and capital venture funds should have considerable potential in this regard. Further exploration of very practical approaches to debt-conversion operations would also merit attention. In particular, IUCN should highlight its skills in implementing measures which can effectively bridge nature conservation and development objectives.

10.21 It would seem very advantageous if IUCN could demonstrate convincingly in its fund-raising strategy that it has very low governance costs and also a lean headquarters cost structure, that it has a member-focused bottom-up approach to operational programming, and an effective global administrative system with good project management capacities. IUCN should also emphasize its scientific and technical excellence in major thematic programs, and that it will soon have in operation a very effective monitoring and evaluation system which can boost its own learning functions and make the results of these available to others.



ATTACHMENT 1

TERMS OF REFERENCE

EXTERNAL REVIEW OF THE IUCN PROGRAMME AND COMMISSIONS

INTRODUCTION

On the basis of the agreement between Sida and IUCN an external review, commissioned by the Director General, was undertaken of the IUCN 1990 - 1993 Programme in October 1993. The review was undertaken by an international team of five members and apart from Sida, also the Development Cooperation Agencies of the Governments of the Netherlands, Switzerland and the United States of America contributed by providing members to the team. The report of the review was presented to the General Assembly in Buenos Aires in January 1994 and has been taken into consideration in the further development of the Union and its Programme.

Since then, IUCN has signed new framework agreements with notably the Governments of Denmark, Finland, the Netherlands, Norway, Sweden, Switzerland and Italy; several of them call for an external review of the Programme during the contracting period.

In addition to this, the General Assembly, at its meeting in Buenos Aires in January 1994 passed a resolution (19.2) calling for an external review of the Commissions during the triennium. At a meeting of the IUCN Council in November 1995, it was decided to review two Commissions, namely the Commissions on Species Survival (SSC) and National Parks and Protected Areas (CNPPA).

At the time of the annual Donors' conference in October 1995, it was agreed with the above donors that an external review of the Programme should now be undertaken. It was also agreed that it should be combined with a review of the Commissions. Further, it was agreed that in order to provide for continuity in the review process, the team should preferably be led by Mr. Leif Christoffersen who headed the 1993 review team; one more member of the previous review team should, if possible, also be included.

The donors further requested that the review should seek to establish to what extent the interventions of IUCN has had an effect on the ground; could it be established that IUCN activities lead to more sustainable resource management regimes? It was acknowledged that it was difficult to determine precisely the relationships between interventions of a project or programme and changes that have taken place on the ground since a range of other, non-project or programme related factors have also had an influence. In spite of this limitation, it was agreed that the review should study at least two projects more thoroughly from this point of view.

RELEVANT BACKGROUND MATERIAL TO BE TAKEN INTO CONSIDERATION BY THE REVIEW TEAM

The 19th Session of the General Assembly (GA) of IUCN approved, in January 1994, the Triennial Programme for the period 1994-1996. This decision included the recommendations made by the General Assembly Programme Committee which in turn, endorsed the recommendations of the 1993 external review. All these decisions, documented in the proceedings of the GA therefore provide the formal basis for the review of the Programme.

Likewise, Resolution 19.2 of the GA, as mentioned above, provides the formal base for the review of the Commissions. Subsequently, The IUCN Council has decided to limit the review to two Commissions, namely SSC and CNPPA.

By adopting Resolution 19.1, the GA approved the Strategic Plan for the Union. This plan provides the underlying principles for the work of the Union and will accordingly form part of the background documentation for the review.

During the Triennium, the Director General has prepared a document entitled "Time to Choose" which sets out the DG's vision on decentralization and its consequences with regard to the structure of the global Secretariat. A document entitled "IUCN in the 21st Century - A Discussion Paper" has also been prepared. This paper and a discussion around it among staff from Headquarters, Regional and National Offices and Commission Chairs in September 1995, has provided an input into a first draft of the draft Triennial Programme for the 1997-1999 period, to be adopted by the World Conservation Congress in Montreal in October 1996.

Following a meeting between the President, all Commission Chairs, the Director General and Secretariat staff closely related to the Commissions, a document entitled the "Sonloup Accord" was prepared. This paper sets out basic principles relating to the working relationships between the Commissions, the Secretariat and the members. Progress reports for 1994 and the first six months of 1995 have also been prepared, as have annual budgets for 1994, 1995 and 1996. End-of-year and six-monthly financial statements are available for 1994 and 1995 as well as an audit report for 1994 and monthly financial monitoring reports.

All the above documents will be made available to the review team as relevant background material.

OBJECTIVES OF THE REVIEW

Within the overall framework of assessing IUCN's past performance and providing recommendations for improvements, the review has six main objectives:

- i) To assess to what extent IUCN has implemented the 1994-1996 Programme as approved by the 19th Session of the General Assembly and to evaluate the quality of the work done.
- ii) To assess to what extent IUCN has been able to use general programme support and programme specific support to improve the implementation of its programme and develop its programming process with the active involvement of the membership and the commissions, so as to take better advantage of its unique institutional character and respond to the recommendations of the 1994 General Assembly.
- iii) To assess to what extent the programme responds to the needs and requirements of members and partners through discussions with them in the field (evaluate customer satisfaction).
- iv) To evaluate progress in the decentralization and regionalization process, an important theme in the Strategy and in the Director General's policy.
- v) Comment on the extent to which the recommendations of the previous review have been acted upon by IUCN.
- vi) Evaluate to what extent the Commissions on Species Survival (SSC) and National Parks and Protected Areas (CNPPA) have implemented their mandates as approved by the General Assembly and the process of achieving greater integration between Commissions, the Secretariat and the IUCN membership in programme planning and implementation.
- vii) Visit three field projects and explore what impact they may have on conservation and sustainable resource management regimes and how they are related to larger policy issues.

SPECIFIC TASK TO BE UNDERTAKEN

In order to provide an answer to the overall objectives of the review, the evaluation team will undertake the following specific tasks and evolve a set of recommendations as summary conclusions of the review:

- i) Analyze and provide comments on the policy guiding the programme as well as the approach and delivery system now being pursued in its programming and programme implementation process, as spelt out in the strategic plan and reflected in the decentralization process being pursued by the Secretariat.
- ii) Analyze and provide comments on the decentralization process, including its financial and staffing consequences. What has it meant with regard to the regional and national programmes to respond to the needs of members and partners? What has it meant for headquarters based technical programmes in terms of demands on their resources to backstop regions and how has this effected their ability to pursue a global agenda?
- iii) Analyze and provide recommendations on, in particular, the following selected components of the programme: Western Africa Regional Programme, Central America Regional Programme, Biodiversity Programme, Social Policy Programme and the Forest Programme. The objectives and aims of these programme components will be analyzed as well as planning and implementation procedures, in particular as they are related to the decentralization process. The integration of social, cultural and institutional factors into field programmes and projects will be considered, as well as the degree of dialogue maintained with NGOs, local communities and policy-makers in central and local government structures concerned. The aim of the analysis will be to assess the validity of the activities in relation to the conservation and sustainable development agenda as well as the mission of IUCN.
- iv) Three field projects will be visited in order to explore what impacts they may have on the conservation and sustainable resource management regimes and how they are related to the larger policy issues referred to under point iii) above. The three projects will be the Gaya project in Niger, the Forest project at Bayano in Panama and the Sustainable Use project in Laguna El Jocotal in El Salvador.
- v) To analyze and provide comments and recommendations on IUCN's work programming and budgeting procedures as related to support provided to it, and in particular, the procedures related to planning, utilization, monitoring and reporting on general programme and programme restricted funds provided by donors.
- vi) To analyze and provide comments and recommendations on IUCN's reporting on the results of its activities as it is done through the Annual Progress and Assessment reports and the semi-annual reports submitted to Donors and Council.
- vii) To analyze and provide comments and recommendations on the activities and operations of the commissions. How have the commissions implemented their mandates? How does the interaction with the Secretariat programmes that provide the focal points for the Commissions function? To what extent are the Commissions' programmes interlinked with those of the secretariat? How do the Commissions interact with the regional programmes?

The review should primarily address the two Commissions mentioned above but also assess to what extent the current Commission system appropriately reflects programmatic and conceptual requirements of IUCN.

All the above tasks will be reviewed in relation to the programmatic support provided by the donors. The recommendations will provide guidance as to how future programme support might be more productively applied within the organization and the programme with the aim of supporting IUCN's mission more efficiently.

APPOINTMENT OF THE REVIEW TEAM

The evaluation team will be appointed by the Director General of IUCN in consultation with interested donor agencies. The team will consist of five members, one will have as a specific brief to review the commissions. At least two members of the team will be from developing countries. The Team leader will be a person proposed by Sida. All team members must have extensive developing country experience, possess global knowledge of natural resource management issues and have a basic acquaintance with IUCN. At least one member of the team will have extensive organizational experience of the type of organization that IUCN represents. No member of the team will have worked extensively for IUCN.

TIMING, ORGANIZATION AND REPORTING

The review will be undertaken during a three-week period (21 days) in late March early April 1996. The team will spend four days at headquarters for initial briefings and reading of background material. For the following ten days, the team will divide itself into three sub-groups. One group will visit West Africa, one group will visit Central America and the person with the responsibility for reviewing the commissions will have discussions with Commission chairs and/or their representatives. The team will thereafter return to IUCN headquarters for further discussions with staff and for report-writing (five days). A draft report will be presented one day before departure to the Director General and the following day the report will be presented and discussed with the Director General and selected staff. The team will prepare the final report within two weeks after having left headquarters; two working days are set aside for this purpose for members of the team and four days for the team leader; meaning that the contract with the team leader will be for a total of 23 days.

BACKGROUND DOCUMENTATION

Listing of the documents mentioned in the introduction.

ATTACHMENT 2

EXTERNAL REVIEW TEAM MEMBERS' BACKGROUND INFORMATION

Leif E. Christoffersen (Norway) was the team leader. With a background in economics he served with the World Bank in various management capacities until 1992, including five years as head of the Environment Division for the Africa Region. In Norway he chairs the Board of GRID-Arendal, an international foundation associated with UNEP in the field of environmental information, and he heads a programme committee under the Norwegian Research Council. He also serves as Chairman of Scandinavian Seminar College, a Danish foundation focusing on policy issues related to international education and the environment. He is member of the Natural Resources Policy Consultative Group on Africa at the World Resources Institute in Washington DC. He was the team leader for the external review on IUCN's 1991-93 Programme. He now heads his own consulting firm. Recently he has been advising the Secretariat of the Global Environment Facility on various operational policy matters.

Peter Laban (The Netherlands) is a consultant for the ETC Foundation. In The Netherlands, specializing on ecological agriculture, natural resource management, and rural development. His educational background covers tropical forestry, soil science and rural development economics from Wageningen Agricultural University. From 1974 to 1982 he worked in Senegal, Nepal and Burkina Faso on forest and natural resource inventory, and community forestry projects. He then served eight years with the International Agricultural Centre in Wageningen (IAC), advising his government on projects in community forestry and rural development, and also carrying out numerous consultancies in Africa and Asia. He coordinated the IAC course on community forestry programmes. Since joining ETC in 1994 he has worked with NGOs on rural development, sustainable land use, and natural resource management.

Ramon Perez Gil Salcido (Mexico) is a biologist who is Director of the Private Sector Research Center on Sustainable Development in Mexico City. For more than a decade he served as Deputy Director, and Secretary of the Board, of the Institute of Natural History in the State of Chiapas. During 1983-85 he was Director of Wildlife Services for the Government of Mexico. A founder and Director of the School of Biology at the Science and Arts University in Chiapas, he also helped to establish a Wildlife Research Center (FAUNAM), which he managed during 1975-79. For many years he has been very active in a wide range of IUCN activities, including SSC. Conservation International and the Nature Conservancy have awarded him with Conservation Fellowships. He has been responsible for a WWF Rainforest Project and has provided advisory services to a number of Mexican and international agencies.

Nampaa Nangoun Sanogho (Mali) is a forester who is heading the Village Land Management Programme (Gestion des Terroirs Villageois) in the Planning and Statistics Unit of the Ministry of Rural Development and Environment in Mali. For six years he served as Director of National Parks and Wildlife Reserves and subsequently ten years as Director General of the Forest Department. He has been instrumental in involving his country in IUCN activities, including the creation of RAMSAR sites in the wetlands along the Niger river, and the wildlife reserve of Banifing. Desertification has been a major challenge and he has participated in most of the fora of the Inter-State Committee for Draught and Desertification Control (CILSS). As Advisor on Natural Resource Management to his Minister, Mr. Sanogho was the coordinator of the Mali National Report to UNCED. He has carried out numerous consultancies to international agencies in wildlife management, natural resource management, desertification control, and village land management.

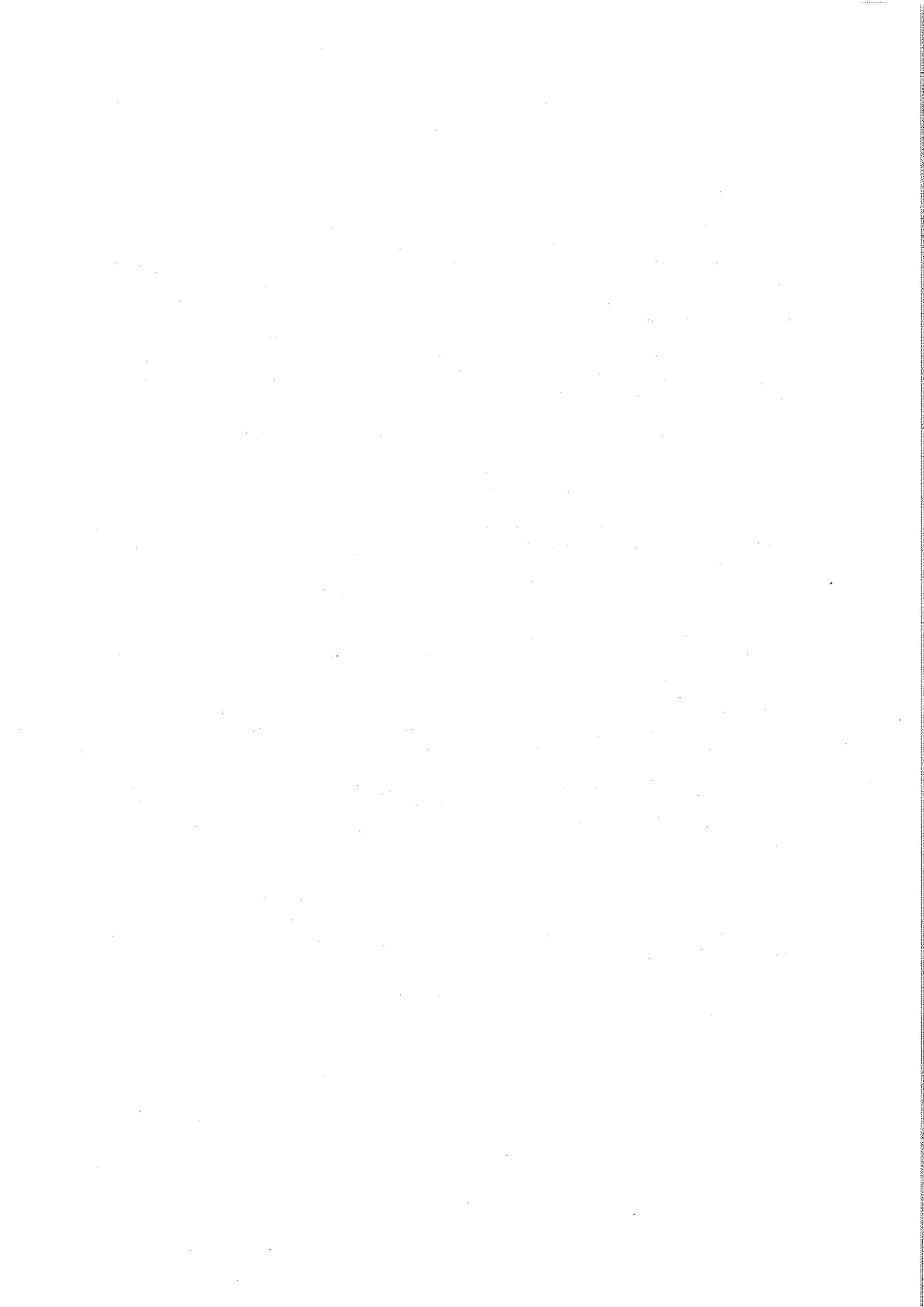
Arne Schiotz (Denmark) is a biologist who from 1964 to 1996 served as Managing Director of a public aquarium and museum in Copenhagen. He has worked with the taxonomy and biology of African amphibia, based on fieldwork in West- and Eastern Africa. Besides dealing with a wide range of conservation issues in Denmark, his international work includes three years with an environmental project in Bhutan. Since 1992 he has been closely associated with WWF. During 1980-83 he served as WWF-International's Director of Conservation in Gland, when he worked closely with IUCN. As a consultant he has given advice on various issues related to sustainable development. Recently he was appointed member of the advisory council for Denmark's environmental fund for developing countries and the Arctics (DANCED).



ATTACHMENT 3

RECOMMENDATIONS FOR FUTURE EXTERNAL REVIEWS

1. The importance of external reviews is well recognized by both IUCN and its General Assembly. The experiences of the two external reviews in 1993 and 1996 permit some reflections on the effectiveness and efficiency of such reviews. Each of these external reviews covered IUCN's global programmes over a triennium. They were carried out by five individually appointed consultants over a period of three weeks, involving analysis of a huge amount of documentation and conducting numerous interviews at headquarters and among selected field offices of IUCN. Members of the Commissions and other IUCN networks as well as funding partners were contacted in many instances. Both external reviews included visits to the sites of a small sample of key IUCN projects under implementation, with associated meetings and interviews with government officials, project staff and beneficiaries, and with local members of IUCN.
2. This is a very laborious and ambitious assignment which may be improved by the following step:
 - a) The members of the review team must be able to serve on a full-time basis throughout the entire period of assignment. No single exception should be made in this regard;
 - b) The review team should be selected and appointed as least three months before the start of the review; in order to give an opportunity for team members to contact each other and to plan the best course of action for the review;
 - c) It would be useful to include at least one member of the previous review team;
 - d) The team members should have available, about two months before the review, the terms of reference and the main documents regarding IUCN policies, strategies, programmes and selected projects relating to the assignment;
 - e) Internal assessments should be undertaken by IUCN itself, prior to the external review, for the regional programmes to be visited, for the programmes of special emphasis under the external review, and also for the overall triennium programme;
 - f) Allow for some preliminary meetings, in Gland or perhaps by way of telephone conference calls, between the team members and the appropriate senior staff at headquarters, no less than one month before start of the review, in order to finalize the TOR and to decide on the field visits to be undertaken;
 - g) Inform the regional and country offices to be visited at least one month before the start of the review in time to make the necessary preparations, so that the external review team can meet a maximum number of concerned persons (IUCN members, local partners, local members of the Commissions, donor representatives, and related international agencies and NGOs associated with the IUCN Programme);
 - h) Expand the assignment period to four weeks for the entire process of preparation and implementation of the review.



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