

PREPARING FOR THE WORLD CONSERVATION CONGRESS:

A GUIDE TO PROPOSING SUCCESSFUL MOTIONS



PREPARED FOR

THE INTERNATIONAL FUND FOR ANIMAL WELFARE (IFAW)

BY

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TABLE OF CONTENTS

04

*Executive
Summary*

05

*Key Facts
Sheet*

06

Introduction

08

IUCN

10

Motions

13

*Motion
Structure*

14

*Motion
Template*

16

*Resolutions &
Recommendations*

17

*The Voting
Process*

18

Analysis

25

*WCC 2020
Timeline*

29

Conclusion

30

Bibliography

36

Appendices

EXECUTIVE SUMMARY

The International Union for the Conservation of Nature (IUCN) is the largest conservation network in the world, with over 1300 member organizations. Every four years IUCN Members meet for the World Conservation Congress (WCC) and set the IUCN agenda, or Programme, for the next four years. Members from all over the world propose action items addressing conservation issues. These action items are known as motions.

The IUCN is made up of the Secretariat, which implements the IUCN Programme; the Council, to which the Secretariat is accountable; the Commissions, which are composed of volunteer conservation experts; and the Members, who can propose and support motions. Members are assigned to different categories depending on the nature of their institution or organization. Different categories are granted different numbers of votes. For a motion to pass, it must receive a majority of votes in Category A (States and government agencies) and in Categories B (national and international non-governmental organizations) and C (indigenous peoples' groups) combined.

Upon passage, motions become Resolutions or Recommendations. Resolutions call on the IUCN to act while Recommendations request action and/or support from third parties, like governments.

An analysis of the past 3 WCCs revealed that almost all motions pass the voting process. What determined the success of motions was the degree of their implementation. We found that successful motions tended to have certain commonalities, such as specific language, clear assignment of responsibilities, and wide support among IUCN Members.



KEY FACTS ABOUT THE WCC

The WCC is held every 4 years. IUCN Members use the event and the period leading up to it to discuss and vote on motions, which then comprise the IUCN agenda for the following 4 years. The submission and discussion of motions, as well as the majority of voting, occurs online before the WCC event.

Most motions, provided they fulfill all basic requirements, are adopted and subsequently categorized as a Resolution (if directed to the IUCN Secretariat) or Recommendation (if directed to a third party).

In 2016, around 100 motions passed the Members' Assembly.

The WCC event has three parts: the Members' Assembly, the Forum, and the Exhibition. The latter two are open to the public.

Categories of Membership

IUCN has more than 1300 Member organizations which are divided into 4 categories:

Category A: States, government agencies, and political and/or economic integration organizations

Category B: National and international non-governmental organizations (NGOs)

Category C: Indigenous peoples' groups

Category D: IUCN Affiliates. These are non-voting Members

Different categories receive different numbers of votes (see body of report for details).

Votes from Category A are counted separately from Categories B and C, which are counted together. Motions must receive the majority of votes in both counts to pass.

Motions

Motions need one sponsor and at least five co-sponsors, for a total of (at least) six supporting Members. Co-sponsors must be from at least two global Regions.

Motions are submitted according to a strict timeline.

Motions consist of a Title, a Preamble, a Transitional Clause, an Operant Clause, and an optional Explanatory memorandum. The two major parts of a motion, each with a maximum of 500 words, are:

The Preamble (which explains the problem the motion is seeking to address and sets the scene for the proposed actions)

The Operant Clause (which states the proposed actions that the sponsors believe will help address the issue).

Resolutions and Recommendations

Resolutions and Recommendations are not legally binding, but are highly influential.

The relative success of a Resolution or Recommendation depends on the extent to which it is implemented. This depends on a variety of factors that will be explored in depth throughout this report.

Successful Resolutions & Recommendations share certain commonalities such as specific language, clear assignment of responsibilities, and wide support among IUCN Members.

INTRODUCTION

The world is experiencing a biodiversity crisis. The number of vertebrates living on earth has dropped by more than half in the last 40 years (McGill, Dornelas, Gotelli, & Magurran, 2015, p. 104), and the extinction rate is thought to be about 1,000 times higher than normal (Pimm et al., 2014, p. 987). We are currently on track for a sixth mass extinction (Barnosky et al., 2011, p. 51). There have been five others in the planet's history, but this would be the first caused by a single species - humans (Barnosky et al., 2011, p. 51).

Solving a problem of this magnitude necessitates leveraging the power of international institutions. There is power in collaboration. These convening bodies have the ability to gather the experience, strength, and authority of diverse groups and organizations, from governments to nonprofits to indigenous groups.

One such organization is the International Union for the Conservation of Nature (IUCN), the largest conservation network in the world. Every four years IUCN convenes its 1300+ Members at the World Conservation Congress (WCC). At this Congress, Member organizations propose actions - known as motions - for the Congress's approval. These motions, if voted on and passed, determine the global conservation agenda.

In 2018, the International Fund for Animal Welfare (IFAW) became a Member of IUCN.



IFAW has over 50 years of experience working to save threatened species. IFAW takes a holistic approach to conservation, meaning that they are concerned with individual animals, in addition to working at the species level. This makes them comparatively unique in the world of conservation NGOs.

IFAW will have the opportunity to offer their unique perspective at the next WCC.

The following report is intended as a tool to aid IFAW's preparation for and participation in the upcoming WCC. It likewise is designed to serve as a guide for any new (or existing) IUCN Member who wishes to more successfully navigate the process of writing and proposing a motion to the Congress.



The rules and regulations of IUCN and the WCC change periodically. We prepared this report as a guide for the 2020 WCC. Please check the IUCN rules and webpage for updates regarding future Congresses.

A close-up photograph of a crocodile's head, focusing on its eye and the scales around it. The crocodile is resting on a log or branch. The image is partially obscured by a white vertical bar on the right side, which contains text.

IUCN

IUCN was founded in 1948 and is the largest conservation network in the world. It reflects the goals and agendas of its Member organizations and is seen as a global conservation authority, helping to determine the conservation agenda worldwide.

Every four years, IUCN holds the World Conservation Congress. At this event, IUCN Members gather to debate and propose solutions to pressing conservation issues. They likewise set an agenda (known as the IUCN Programme) for the next four years (IUCN, 2019; IUCN, 2012; IUCN, 2016). These proposed actions, known as motions, are voted on. If passed, they become Resolutions and Recommendations which, while not legally binding, are highly influential.

IUCN is not the only global institution concerned with conservation. Other international conservation networks include the Convention on Biological Diversity (CBD), the Convention of Migratory Species of Wild Animals (CMS), and the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES). These institutions interact with each other (IUCN participated in the drafting of the text of CMS in the 1970s, and CITES was itself the result of a 1963 IUCN Resolution) (IUCN, 2009 & CITES n.d.). For more information on these networks, see Appendix A. These institutions interact with each other, echoing and amplifying each

other's agendas. Yet IUCN is unique in that, in addition to governments, it allows non-governmental organizations to be Members. This makes IUCN - and the WCC - the ideal forum for a non-governmental organization to get its priorities on the international agenda.

IUCN STRUCTURE

IUCN consists of: the Secretariat, the Council, the Members, and the Commissions (IUCN, 2014).

IUCN's Secretariat is led by the Director General and is composed of regional offices located around the world (IUCN, 2015; IUCN, 2019a).

The IUCN Secretariat is accountable to the IUCN Council, the administrative body of IUCN. The Council governs IUCN between WCCs, following the policies established at the Congress. The IUCN Council is also responsible for the Union's finances (IUCN, 2015a).

IUCN's approximately 1300 Member organizations include States, government agencies, non-governmental organizations (NGOs), indigenous peoples' organizations, scientific institutions, and business associations (IUCN, 2015b). Members propose actions that support and further the IUCN Programme (IUCN, 2012).

IUCN's six Commissions, each composed of volunteer experts, are: the Commission on Education and Communication (CEC), the Commission on Environmental Economic and Social Policy (CEESP), the World Commission on Environmental Law (WCEL), the Commission on Ecosystem Management (CEM), the World Commission on Protected Areas (WCPA), and the Species Survival Commission (SSC) (IUCN, 2015c). Within these Commissions are Specialist Groups (each focused on a particular species or topic) that provide knowledge, resources, and policy advice to Members and the Secretariat (2015c).

MOTIONS

Motions are the building blocks of the conservation agenda. Submitted by Members, they are preliminary drafts of decisions or actions that require the Congress's approval (IUCN, 2016, p. 39). Motions typically address conservation- and policy-related issues. By bringing local and regional issues to the forefront of the international agenda, Members can broaden awareness of these issues and cast a wider net for solutions. (Griffin et al., 2014, p.13). While not legally binding, motions can be highly influential. Motions can be used to enhance public pressure on governments, pushing them to take action on behalf of the environment. Moreover, they influence other international institutions that do have legal authority, such as CITES. For example, eleven WCC 2016 motions were CITES-related (IUCN, 2016a). Some of these motions requested governments to support the inclusion of species in CITES appendices, including the inclusion of pangolins in Appendix I and sharks and rays in Appendix II (2016a, p.47 & 221).

Regular Motions must:

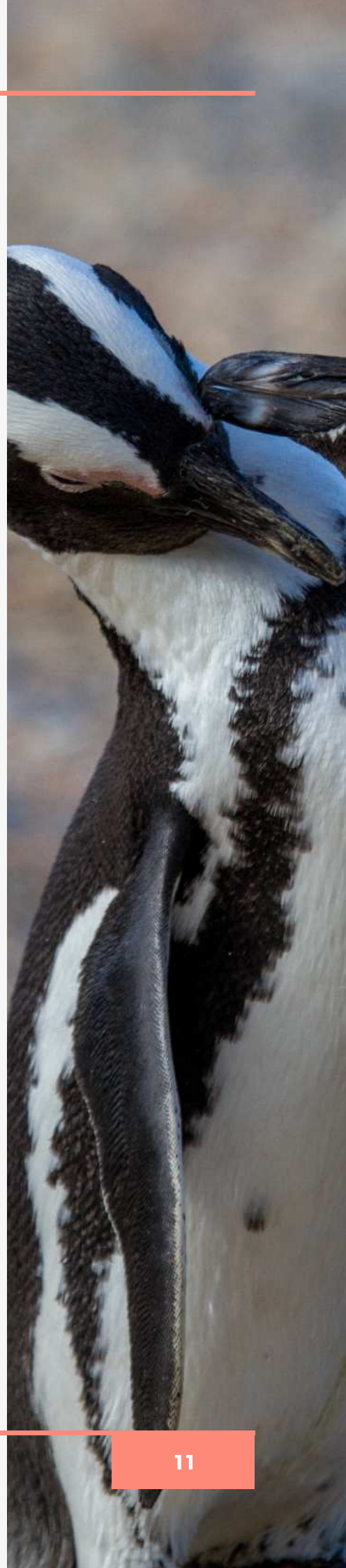
- Be submitted by the appropriate due date. This varies by year; for WCC 2020, the last day for submission is August 28, 2019 ("Welcome to IUCN 2020 congress | IUCN 2020 congress," 2019).
- Align with IUCN objectives.
- Address new issues or amend a previous IUCN motion (IUCN, 2018).
- Have one primary sponsor plus at least 5 other IUCN Members co-sponsoring. All must be up-to-date on membership dues, and co-sponsors must be from at least two regions. IUCN has defined 11 total (IUCN, 2018; Regions," 2015).
- Include the sponsor of the motion (1), the co-sponsors of the motion (at least 5), and a list of participants (e.g., IUCN Members and stakeholders in the relevant regions) consulted about the motion during its development, especially those assigned a role in its implementation (IUCN, 2018; IUCN, 2012a).

In addition, if Members present motions addressing issues outside their own States they should have evidence that action is required and be ready to present it upon request (IUCN, 2016b, p.39). If more information is needed, sponsors can append an Explanatory memorandum of no more than 500 words (2016b, p.40).

Submitted motions are then reviewed and revised by the IUCN Motions Working Group (Z. Pinzón, personal communication, Feb 8, 2019). The Motions Working Group combines similar motions and rejects those that are not in compliance with the Rules of Procedure, those that require actions out of the scope of IUCN, or those that are missing sponsors or lack representation from more than two Regions (IUCN, 2016a, p.5, Z. Pinzón, personal communication, Feb 8, 2019).

It is important to note that Motions may not be repeated verbatim at subsequent WCCs. However, motions may revisit subjects and action issues addressed at previous Congresses by recalling earlier, related motions. (Those that have done so in the past usually do not take the language directly from the previous Resolution or Recommendations, but cite the Code and Title, and rephrase the content of interest) (IUCN, 2016, p. 41).

If a motion is rejected or modified by the Motions Working Group, the motion's sponsor has the option to appeal the decision. (IUCN, 2016b, p. 41-43). The Motions Working Group or



the Resolution Committee can refer that particular motion to a specialized group (“ad hoc contact group of delegates”) to recommend a decision. If a decision is not achieved, the motion can be referred to discussion and voting at the Congress (2016, p. 41-43).

Motions approved by the Motions Working Group are made public and are available for electronic discussion for a period of at least two months (for the 2020 WCC, this lasts from December 11, 2019 to March 11, 2020) (IUCN, 2016b, p. 43; Z. Pinzón, personal communication, Feb 8, 2019). Members have the option to suggest amendments to motions during the online discussion. Sometimes these amendments are substantial enough to require further discussion during the congress.

The Motions Working Group decides whether a motion requires discussion beyond the capacity of the online forum (IUCN, 2016b, p. 38). Should this be determined to be the case, the motion is not submitted for the online voting process and is instead discussed and decided on at the Congress (IUCN, 2016b, p. 41-43). This most often occurs when the the issue is especially high profile, or when the motion is heavily debated or amended (2016b, p.41-43).

After the online discussion an electronic vote is opened for a period of time; this period is generally around 15 days in length (IUCN, 2016d, p. 1; & IUCN, 2019).



URGENT MOTIONS

In rare cases, motions that meet certain requirements for urgency may be submitted after the submission period is closed. The team does not anticipate IFAW needing to submit any urgent motions at this time, but wishes to provide pertinent details for future reference.

Urgent motions must:

- address issues that have arisen since the original submission deadline and therefore could not have been previously anticipated;
- involve topics that require an immediate response;
- be submitted between a week prior to the WCC and the closing of the plenary on the first day of the Members' Assembly;
- have 10 IUCN Members co-sponsoring from two different Regions; and
- comply with all the requirements of regular motions (IUCN, 2016b, p. 40 IUCN, 2018).

MOTION STRUCTURE

The four mandatory parts of a motion are the Title, the Preamble, the Transition Clause, and the Operant Clause. The Title has requirements, but its purpose is self-evident. The Preamble is a series of clauses that function as a list, outlining the issue the motion aims to address. The Transition Clause functions as a bridge between the Preamble and the Operant Clause. The Operant Clause, taken in its totality, describes the decisions to be made and the actions to be taken (assuming passage). Each clause within the Operant Clause requests or recommends an action. (See Appendix B and C for examples of common verbs seen in Preambles and Operant Clauses).

MOTION TEMPLATE

PART 1: WHEN OPERANT CLAUSE HAS NO SUBSECTIONS

Titles MUST be **10** words or less, and **BOLDED**.

TITLE

WCC-2016-Res-011-EN
Closure of domestic markets for elephant ivory

Codes are assigned by IUCN and are not the responsibility of the motion's sponsor

Titles are **NOT** full sentences, and do **NOT** end in a period

Preamble MUST be **500** words or less.

PREAMBLE

Each clause begins with a **verb** written entirely in **CAPITAL** letters. These tend to end in "ing" or "ed".

[ALARMED] that the illegal killing of elephants and trade in their ivory remains a major problem across much of Africa, threatens the survival of many populations of savannah and forest elephants, and undermines the ecological integrity of savannah and forest ecosystems^{1,2}

The end of each clause is punctuated with a **semicolon**, **EXCEPT** the penultimate clause, which ends with **“; and”**.

DEEPLY CONCERNED that the illegal killing of elephants and illegal elephant ivory trade threatens national security, undermines sustainable economic development in elephant range states including local communities that benefit from healthy wildlife populations, and is a serious risk to the lives of those charged with the protection of elephants and other species;

NOTING that any elephant ivory supply, including legal domestic markets, creates opportunities for the laundering of illegal elephant ivory under the guise of legality;

WELCOMING the joint commitments announced in September 2015 by US President Obama and Chinese President Xi to combat wildlife trafficking, including the commitment to “enact nearly complete bans on ivory import and export...and to take significant and timely steps to halt the domestic commercial trade of ivory” and welcoming the prohibition of domestic elephant ivory trade by the US in July 2016 and France in August 2016;

Preambles typically average 8-10 clauses, though there is no official maximum or minimum.

NOTING the Cotonou Declaration of 2015 by 25 African elephant range States which (among many issues) agreed to “support all proposals and actions at international and national levels to close domestic ivory markets worldwide” and acknowledging positive actions taken by a range of countries;

TAKING NOTE OF the African Elephant Action Plan and the African Elephant Fund, as an African-led initiative (with all 37 African elephant range states in support), which calls for addressing all key conservation issues for the African elephant, including the illegal killing and illicit trade in elephant ivory; and the Elephant Protection Initiative, as an African-led initiative (with 14 member countries to date), which calls for inter alia the closure of domestic markets for elephant ivory;

The penultimate clause of the preamble ends with **“; and”**.

Transition Clause always reads as follows: **“The World Conservation Congress, at its session in (Host City or Province, Country), (Date of Congress):”**

ACKNOWLEDGING that many range and consumer states have already announced that they have taken, are taking, or intend to take legislative and regulatory steps to close their legal domestic markets for elephant ivory^{3,4}; and¹

RECOGNISING IUCN's longstanding role in providing sound technical and scientific analyses, and supporting processes designed to conserve elephants notably for their ecological and societal benefits^{5,6}

The final clause of the preamble is punctuated with a **semicolon**.

TRANSITION CLAUSE

The World Conservation Congress, at its session in Hawai'i, United States of America, 1-10 September 2016^{1,2}

Transition Clause is always **BOLDED**.

Transition Clause always ends in a **colon**.

MUST be **500** words or less.

OPERANT CLAUSE

Each clause is numbered in **ASCENDING** numerical order. The numbers are followed by **periods**.

1. **[URGES]** the Director General to promote this Resolution, and encourage governments globally to close their domestic markets for elephant ivory as a matter of urgency^{1,2}

Clauses within Operant Clause may or may not have subsections. If clauses have **NO** subsections, the end of all but the final two clauses are punctuated with a **semicolon**.

2. **[REQUESTS]** the Commissions, especially the Species Survival Commission, the World Commission on Environmental Law, and other organisations with appropriate expertise, to provide relevant technical, legal and trade advice on the implementation of this Resolution to governments, upon request, on the issue of closing domestic markets for elephant ivory;

Each clause begins with an active **verb** written entirely in **CAPITAL** letters.

3. **[URGES]** the governments of countries in which there is a legal domestic market for elephant ivory, or any domestic commerce in elephant ivory, to make all necessary legislative and regulatory efforts to close their domestic markets for commercial trade in raw or worked elephant ivory;

4. **[CALLS ON]** IUCN Members to take advantage of CITES COP17, to be held in Johannesburg, South Africa in September 2016, to send an unambiguous message that elephants are protected globally and that in the face of extensive poaching, buying elephant ivory is harmful and unacceptable;

The end of the penultimate clause is punctuated with **“; and”**.

5. **[CALLS ON]** all governments, intergovernmental organisations, and non-governmental organisations to provide technical expertise and funding to states' governments and other entities engaged in combating wildlife trafficking to implement this Resolution, including clarifying definitions of closure appropriate to the national context, improving and implementing methods of tracing elephant ivory provenance and date of harvest, and building capacity for enforcement³; and¹

The final clause of the motion is punctuated with a **period**.

6. **[ENCOURAGES]** cross-border (transboundary) conservation projects focused on elephants, through policy and strategic development programmes, to contribute to strict compliance with bans on domestic markets for elephant ivory nationally and across boundaries^{4,5}

MOTION TEMPLATE

PART 2: WHEN OPERANT CLAUSE HAS SUBSECTIONS

If clauses within Operant Clause **HAVE subsections**, as seen in this example from WCC-2012-Res-028-EN, the following requirements apply:

Subsections are **indented**.

Subsections are noted with **lowercase** letters in **ALPHABETICAL** order. The lowercase letters are followed by **periods**.

Subsections begin with **verbs** written entirely in **lowercase** letters.

1. REQUESTS the Director General, IUCN Commissions and Members to undertake an in-depth study that:
- a. investigates the benefits of ecosystem services provided by intertidal wetlands, especially tidal flats and associated habitats, in East Asia with particular reference to the Yellow Sea, in relation to the benefits arising from the reclamation (land claim) or conversion of such habitats;
 - b. includes case studies focused on endangered birds and their habitats and develops habitat mapping as a tool and knowledge basis for selection, conservation and restoration of key sites for endangered birds;
 - c. provides a list of the key migratory waterbird sites and a network of experts to share experiences in the conservation and restoration of rice paddies, estuaries and intertidal wetlands as important habitats for endangered birds in the region; and
 - d. evaluates the status of endangered birds and their habitats and suggests prioritized sites requiring urgent conservation and restoration.

If a clause **HAS** subsections, the end of the primary clause ends in a **colon**.

The end of all but the final two subsections are punctuated with a **semicolon**.

The penultimate clause of a subsection ends with **“and”**.

The final subsection is punctuated with a **semicolon**, **EXCEPT** when it concludes the entire motion, in which case, it is punctuated with a period.

If more information on a motion is needed, sponsors can append an Explanatory memorandum of no more than 500 words (2016b, p.40). As the purpose of these memoranda is to further explain why a motion is necessary, and to provide additional technical information, they are not considered to be part of the motion itself. As such, they are not subject to review, discussion, or the voting process.

RESOLUTIONS AND RECOMMENDATIONS

Once a motion has passed the Congress, the Resolution Committee will classify it as either a Resolution or a Recommendation.

Resolutions are directed to the IUCN Secretariat and require action of the same (IUCN, 2016b, p. 39 & IUCN, 2018b, p. 2). These actions may include providing funds, offering technical expertise, addressing governments directly, or working with local committees to facilitate effective implementation of a Resolution. At the last three WCCs (2008, 2012, and 2016) the bulk of the motions that passed the Congress were Resolutions.

Recommendations urge or request action by a third party, such as a government (IUCN, 2016b, p. 39 & IUCN, 2018b, p. 2). In approving a Recommendation, the IUCN is endorsing a particular action, but the Secretariat does not necessarily act on its implementation..



THE VOTING PROCESS

For a motion to become a Resolution or a Recommendation it needs to pass the voting process. There are four membership categories: A, B, C, and D. Categories A, B, and C all have the right to vote. Category A's votes are counted alone while Category B and C's votes are counted together (IUCN, 2016b, p.13). For a motion to become a Resolution or Recommendation, it must receive a majority of the votes in both counts (IUCN, 2016b, p.13).

Category A (IUCN, 2016b, p. 3, 13, & 14)

Category A consists of States, government agencies, and political and/or economic integration organizations (e.g., the European Union).

- State Members have 3 votes. These may be exercised collectively, or they may be split between a government's representatives and the representatives of agencies within that government. The government would receive 2 of the 3 votes, and any additional agencies would share the remaining 1 vote.
- Government agencies from non-Member States, regardless of the number of agencies, have one vote.
- Member States within political and/or economic integration organizations decide how to exercise their votes.

Category B (IUCN, 2016b, p. 3 & 13)

Category B consists of national and international non-governmental organizations (NGOs).

- National non-governmental organizations have one vote.
- International non-governmental organizations have two votes.

Category C (IUCN, 2016b, p. 3 & 14)

Category C consists of indigenous peoples' organizations.

- Indigenous peoples' organizations have the right to one vote.

Category D (IUCN, 2016b, p. 3)

Category D consists of Affiliate Members do not have the right to vote in the motions process. (They do share other privileges, like the right to express opinions on applications of prospective Members, but these privileges are not the focus of this report).

ANALYSIS

Determining how to make a WCC motion a success necessitated defining what success meant in this context. Resolutions and Recommendations from the 2008, 2012, and 2016 WCCs were analyzed in depth, with a particular focus on what factors helped motions a) pass the Congress, and b) result in effective implementation. It became apparent that nearly all well-constructed motions pass the Congress. Ensuring successful implementation is the more significant hurdle. A motion was therefore deemed to be a success by our team only if some measurable component of the resulting Resolution or Recommendation was achieved.

STRATEGIES FOR SUCCESS

Despite the fact that the successful motions studied in depth by our team focused on different conservation topics, commonalities were observed in their content. These commonalities are, we believe, transferable to future motions.

Title

The Titles of the successful motions generally functioned as “soft” calls to action. They were kept relatively general, while still being specific enough to serve as effective summaries of the motion.

Preamble

The Preambles of the successful motions tended to build logically towards the conclusions drawn (i.e., the actions recommended) in the Operant Clause. A rough pattern was observed regarding the order of the points made, and the points generally fell into one of the following categories:

- Why the the problem matters
- Extent of the problem
- Causes of the problem
- History of the issue within IUCN

-
- Related legislation (from governments, UN, CITES, etc.)
 - Benefits of solving the problem
 - Celebrating efforts to solve the problem
 - Noting signs of hope and progress

The Preambles tended to begin with the nature of the problem or the history of the problem within IUCN, and tended to end by noting signs of hope, or celebrating efforts to solve the problem. See Table 1 for examples.



TABLE 1

EXAMPLES OF SUCCESSFUL PREAMBLE CLAUSES

CATEGORY	EXAMPLE CLAUSE	ANALYSIS
HISTORY OF ISSUE WITHIN IUCN	"RECOGNISING THE MISSION OF IUCN IN PROMOTING THE CONSERVATION OF BIOLOGICAL DIVERSITY;" (WCC-2016-RES-094) (IUCN, 2016A)	CONNECTS THE MISSION OF IUCN WITH THE AIMS OF THE MOTION
CAUSES OF PROBLEM AND EXTENT OF PROBLEM	"AWARE THAT ISLAND SPECIES ARE VULNERABLE TO INVASIVE PREDATORS AND DISEASES, AND THAT NATIVE HAWAIIAN BIRDS ARE AMONG THE MOST CHALLENGING TO CONSERVE GIVEN THE SEVERITY OF THREATS THEY FACE, AND THE DIVERSITY OF INVASIVE SPECIES AND PATHOGENS PRESENT IN HAWAII;" (WCC-2016-RES-094) (IUCN, 2016A)	GIVES THE MOTION A SENSE OF URGENCY
CELEBRATING EFFORTS TO SOLVE THE PROBLEM	WELCOMING THE MANY EXISTING PUBLIC AND NONPROFIT INITIATIVES AIMED AT STEMMING HAWAIIAN BIRD DECLINES, THE INTEREST OF THE IUCN SPECIES SURVIVAL COMMISSION (SSC) IN THIS ISSUE, AND THE RECENT INITIATIVE BY THE STATE OF HAWAII TO STRENGTHEN BIOSECURITY;" (WCC-2016-RES-094) (IUCN, 2016A)	RECOGNIZES THOSE THAT HAVE DONE NEW WORK AND, BY HIGHLIGHTING SUCH WORK, EXERTS PRESSURE ON OTHER BODIES TO DO THE SAME

Operant Clause

Though the content of a motion's Operant Clause will vary widely, depending on the topic or issue being addressed, certain factors seemed to be consistently associated with successfully implemented motions. They use direct language, have a high degree of specificity, assign clear responsibilities, and take political realities into account. Unsuccessful motions, by contrast, try to achieve broad goals without specifying actionable steps, use open-ended language, propose actions that run counter to policies of the relevant government, or propose actions where successful implementation would depend on factors (scientific, biological, or environmental) beyond human control.

TABLE 2

COMPARING SUCCESSFULLY AND UNSUCCESSFULLY IMPLEMENTED RESOLUTIONS AND RECOMMENDATIONS

SUCCESSFUL	UNSUCCESSFUL
DEFINITIONS	
SOME MEASURABLE COMPONENT(S) OF THE RESOLUTION OR RECOMMENDATION WAS ACHIEVED	SOME MEASURABLE COMPONENT(S) OF THE RESOLUTION OR RECOMMENDATION WAS NOT ACHIEVED
KEY COMPONENTS IDENTIFIED	
• USE DIRECT LANGUAGE • HAVE HIGH DEGREE OF SPECIFICITY • ASSIGN CLEAR RESPONSIBILITIES • SUGGEST POLITICALLY FEASIBLE ACTIONS • HAVE WIDE ORGANIZATIONAL SUPPORT AND STAKEHOLDER ENGAGEMENT (PREFERABLY INFLUENTIAL ACTORS) • ADDRESS AN URGENT ISSUE • ARE BASED ON EXTENSIVE RESEARCH • TAKE INTO ACCOUNT POLITICAL FEASIBILITY	• TRY TO ACHIEVE BROAD GOALS WITHOUT ACTIONABLE STEPS • USE OPEN-ENDED LANGUAGE • PROPOSE ACTIONS THAT RUN COUNTER TO POLICIES OF THE RELEVANT GOVERNMENT • PROPOSE ACTIONS WHERE THE SUCCESSFUL IMPLEMENTATION WOULD DEPEND ON FACTORS (SCIENTIFIC, BIOLOGICAL, OR ENVIRONMENTAL) BEYOND HUMAN CONTROL
EXAMPLES	
WCC 2016 RESOLUTION 011: CLOSURE OF DOMESTIC MARKETS FOR ELEPHANT IVORY • CONCISE LANGUAGE • WIDE ORGANIZATIONAL SUPPORT: BACKED BY VARIOUS SECTORS (PRIVATE AND PUBLIC) AND TYPES OF ORGANIZATIONS (NATIONAL AND INTERNATIONAL) LEADING TO EFFECTIVE COLLABORATION (IUCN, 2016A, P.36-37)	WCC 2016 RESOLUTION 019: PROTECTION OF WILD BATS FROM CULLING PROGRAMS • RUNS COUNTER TO POLICIES OF THE RELEVANT GOVERNMENT: DESPITE SUPPORT FROM MULTIPLE NGOS, THE U.S., U.K. AND MAURITIUS GOING INTO THE WCC, THE MAURITIAN GOVERNMENT ANNOUNCED PLANS IN 2018 TO REDUCE THE BAT POPULATION BY

- STAKEHOLDER ENGAGEMENT (PREFERABLY INFLUENTIAL ACTORS): MANY NGOS AND INGOs OUTSIDE IUCN HAVE HELPED GOVERNMENT'S COMBAT DOMESTIC IVORY MARKETS

20%. THIS DECISION WAS IN DIRECT CONFLICT WITH THE 2016 RESOLUTION (IUCN, 2016A, P.54-55; UNIVERSITY OF BRISTOL, 2018)

WCC 2012 RESOLUTION 028:
CONSERVATION OF THE EAST ASIAN-
AUSTRALASIAN FLYWAY

- WIDE ORGANIZATIONAL SUPPORT: PRESENTED BY MORE THAN 25 SPONSORS FROM DIFFERENT COUNTRIES (IUCN, 2012A, P.87)
- EXTENSIVE RESEARCH: BACKED UP THE NEED FOR ACTION
- POLITICALLY FEASIBLE: 100% APPROVAL FROM CATEGORY A (IUCN, 2016C) & SUCCESSFUL IMPLEMENTATION BY THE REPUBLIC OF KOREA

WCC 2008 RESOLUTION 4.025:
AVOIDING EXTINCTION OF THE
VAQUITA PORPOISE

AND

WCC 2016 RESOLUTION 017:
ACTIONS TO AVERT THE EXTINCTION OF
THE VAQUITA PORPOISE (PHOCOENA
SINUS)

- DEPENDS ON SCIENTIFIC, BIOLOGICAL, OR ENVIRONMENTAL FACTORS BEYOND HUMAN CONTROL: DESPITE RESOLUTIONS AT THE PAST THREE WCCS, THE VAQUITA POPULATION HAS CONTINUED TO DECLINE DUE TO LACK OF ENFORCEMENT. THE MEXICAN GOVERNMENT'S PERMANENT BAN ON GILLNETS HAS FAILED TO PREVENT ILLEGAL TOTOABA FISHING (IUCN, 2008; IUCN, 2012B; IUCN, 2016B, P.50-51; IUCN, 2017)

WCC 2008 RECOMMENDATION 024:
CONSERVATION OF THE HABITAT OF
THE IBERIAN LYNX (IUCN: COMITÉ
ESPAÑOL, 2011)

- URGENT ISSUE: THE SPECIES WAS CLASSIFIED AS "CRITICALLY ENDANGERED" AT THE TIME (THE POPULATION IS CURRENTLY TRENDING UP, AND IT IS NOW CONSIDERED "ENDANGERED" RATHER THAN "CRITICALLY ENDANGERED" (RODRÍGUEZ & CALZADA, 2015).)

WCC 2016 RESOLUTION 043:
SECURING THE FUTURE FOR GLOBAL
PEATLANDS

- LACKS DEFINITIVE METRICS FOR EVALUATION: MADE IT DIFFICULT TO ASSESS IMPLEMENTATION
- OPEN ENDED LANGUAGE: ALLOWS FOR LEEWAY IN INTERPRETATION BY GOVERNMENTS, LEADING TO INEFFECTIVE POLICY OR SUBPAR ENFORCEMENT

Summary of Analysis

Our analysis revealed that successful motions tend to share certain characteristics. First, they tend to use specific language and assign clear responsibilities, minimizing confusion and facilitating effective implementation. Second, they address issues that are urgent, motivating Members to take action. Third, they generally have obtained the support of influential Members. (A good example would be WCC 2008 Recommendation 024: Conservation of the Habitat of the Iberian Lynx, which benefited from a network of concerned organizations that had been working on the issue for a long time (IUCN: Comité Español, 2011, p. 16). Prominent international NGOs, for instance, (F. Launay, personal communication, March 8, 2019) have experience in the Congress, as well as connections with Members from different Regions. Their support can draw the attention of other IUCN Members and help secure votes from different Regions. Fourth, successful motions are usually backed by supporting research and data, objectively demonstrating that a problem exists and requires intervention. Such information also subsequently facilitates effective implementation.

Moreover, in some instances, the lack of resources or personnel capacity may prevent governments, NGOs, or any Member from successfully implementing policies, while in others both human activity and ecology of the species prevent successful government intervention. Per our analysis, this can result in incomplete or ineffective implementation.

For the full text of some of the motions referenced in this report, see Appendix D.

WCC 2020 TIMELINE

This IUCN-WCC 2020 timeline was retrieved from the official WCC 2020 website. The highlighted portions identify important dates, including the opening and closing of motion submission, Forum proposal(s), Exhibition registration, online discussion, and online voting (IUCN, 2019).

DEADLINE	COMPONENT	ACTION ITEM
2 MAY 2019	MOTION	CALL FOR MOTIONS OPENS
2 MAY 2019	FORUM SESSIONS	CALL FOR PROPOSALS OPENS
15 MAY 2019	MOTION	PROPOSITION OF AMENDMENTS TO THE IUCN STATUTES OPENS
16 JULY 2019	FORUM SESSIONS	SESSION PROPOSALS TECHNICAL REVIEW START
17 JULY 2019	FORUM SESSIONS	CALL FOR PROPOSALS CLOSES AT 13:00 GMT
20 AUGUST 2019	FORUM SESSIONS	SESSION PROPOSALS TECHNICAL REVIEW END
28 AUGUST 2019	MOTION	CALL FOR MOTIONS CLOSES AT 13:00 GMT

24 SEPTEMBER 2019	REGISTRATION	REGISTRATION OPENS
24 SEPTEMBER 2019	REGISTRATION	HOTEL BOOKING OPENS
24 SEPTEMBER 2019	REGISTRATION	EXCURSION BOOKING OPENS
24 SEPTEMBER 2019	EXHIBITION	EXHIBITION BOOKING OPENS
1 OCTOBER 2019	FORUM SESSIONS	LIST OF ACCEPTED SESSIONS PUBLISHED IN ORIGINAL LANGUAGE
15 OCTOBER 2019	FORUM SESSIONS	ACCEPTED FORUM SESSIONS PUBLISHED
30 OCTOBER 2019	MOTION	PUBLICATION OF ALL SUBMITTED MOTIONS IN ORIGINAL LANGUAGE
15 NOVEMBER 2019	FORUM SESSIONS	SESSION ORGANIZERS CREATE EVENT PROFILES
19 NOVEMBER 2019	FORUM SESSIONS	DRAFT FORUM PROGRAMME PUBLISHED
27 NOVEMBER 2019	MOTION	PUBLICATION OF ALL SUBMITTED MOTIONS IN ALL LANGUAGES
11 DECEMBER 2019	MOTION	ONLINE DISCUSSION OPENS

11 DECEMBER 2019	MOTION	DEADLINE TO SUBMIT IUCN STATUTE AMENDMENTS AT 13:00 GMT
16 JANUARY 2020	EXHIBITION	BOOKING SYSTEM FOR EXTRA EQUIPMENT OPENS
15 FEBRUARY 2020	MOTION	MEMBERS' ACCREDITATION OPENS
11 MARCH 2020	MOTION	ONLINE MOTIONS DISCUSSION CLOSSES AT 13:00 GMT
11 MARCH 2020	MOTION	DRAFT AGENDA AND DOCUMENTS PUBLISHED
11 MARCH 2020	REGISTRATION	DEADLINE FOR EARLY BIRD REGISTRATION
11 MARCH 2020	FORUM SESSIONS	DEADLINE FOR SESSION ORGANIZERS TO SUBMIT TITLES AND AGENDAS
1 APRIL 2020	MOTION	FINAL MOTIONS PUBLISHED
25 APRIL 2020	MAIN CONGRESS EVENTS	CONGRESS OFFICIAL SCHEDULE PUBLISHED
29 APRIL 2020	MOTION	ELECTRONIC VOTING ON MOTIONS OPENS
11 MAY 2020	FORUM SESSIONS	SYSTEM TO RECEIVE POWERPOINT PRESENTATIONS FROM SPEAKERS EMBEDDED IN WEBSITE/LAUNCHED

12 MAY 2020	REGISTRATION	STANDARD REGISTRATION CLOSURES
13 MAY 2020	MOTION	ELECTRONIC VOTING ON MOTIONS CLOSURES AT 13:00 GMT
14 MAY 2020	MOTION	SECOND SUBMISSION DEADLINE FOR NEW/URGENT MOTIONS
29 MAY 2020	MOTION	RESULTS OF ELECTRONIC VOTES ON MOTIONS PUBLISHED/EMBEDDED IN WEBSITE
9 JUNE 202	REGISTRATION	ONSITE REGISTRATION OPENS
11 JUNE 2020	MAIN CONGRESS EVENTS	WELCOME TO MARSEILLE CONGRESS/EXHIBITION OPENS
12 JUNE 2020	MAIN CONGRESS EVENTS	FORUM OPENS
16 JUNE 2020	MAIN CONGRESS EVENTS	MEMBERS' ASSEMBLY OPENS
19 JUNE 2020	MAIN CONGRESS EVENTS	CONGRESS CLOSING CEREMONY

CONCLUSION

The information in this report is current as of May 2019 and the conclusions and recommendations herein are based on our team's detailed analysis. One of the report's primary goals was to demystify the WCC and facilitate IFAW's debut at WCC 2020, helping them contribute as effectively as possible to the common good. Yet this report also aims to be useful more broadly, having impacts that will extend beyond any one motion, or even any one Congress. The template and information in this report will hopefully facilitate the motions process for any organization working to protect the world's biodiversity, making it easier for them to navigate a complex institution. The more organizations that can successfully make their voices heard and contribute their knowledge to institutions like IUCN, the more effective those global institutions will be at slowing, and perhaps halting, the biodiversity crisis.



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APPENDIX A

Other International Agreements

Convention on Biological Diversity (CBD)

The Convention on Biological Diversity (CBD) consists of 196 nations, and each of the nations appoints a National Focal Point to represent it in its dealings with the CBD Secretariat (Convention on Biological Diversity, 2009). Many of the influential nations that participate in CBD are likewise involved in the WCC. This, combined with CBD's diverse and wide-ranging areas of interest ("Thematic Programmes and Cross-Cutting Issues," n.d.), increases the likelihood of overlapping agendas and successful coordination between the two organizations. The Resolutions from the 2008, 2012, and 2016 WCCs that reference CBD are wide-ranging. In 2016 alone CBD was mentioned in thirteen WCC Resolutions & Recommendations (IUCN, 2016f). Most of these suggest using CBD decisions to help meet the Aichi Biodiversity Targets created through CBD's "Strategic Plan for Biodiversity." CBD has a Conference of Parties (CoP) every two years and the WCC takes place every four. It is therefore generally the case that the WCC and CBD cycles converge, with both events occurring in the same year. This will be true in 2020, with the WCC taking place in June and CBD COP15 happening the following October.

Convention on the Migratory Species of Wild Animals (CMS)

The Convention on the Migratory Species of Wild Animals (CMS) was established in 1979. With 127 government parties, it provides a "global platform for the conservation and sustainable use of migratory animals and their habitats" (CMS, n.d.). Every three years CMS holds a Conference of the Parties (COP) where decisions are adopted to improve the conservation of migratory species and their habitats. CMS acts as a framework convention that allows the creation of other tools for the conservation of species, including Memorandums of Understanding (MOU) and Action Plans ("Appendix I & II of CMS | CMS," 2018). IUCN participated in the drafting of the text of the convention in the 1970s (IUCN, 2009) and in 2003 the organizations signed a Memorandum of Cooperation (MOC) officially establishing collaboration when it came to exchanging scientific

information, proposing species for the CMS appendices, providing technical support to help implement actions plans, advising CMS regarding MOU negotiations, and assisting each other in capacity building (CMS-IUCN, 2003). Additionally, CMS has been highly involved in different working groups and programs within IUCN including the Species Survival Commission (SSC), the Global Species Programme, and the Environment Law Programme (IUCN, 2009). Multiple WCC Resolutions recall CMS decisions, MOUs, and Action Plans. WCC-2016-Res-022 (“Conservation measures for vultures, including banning the use of veterinary diclofenac”), for example, recalled the “guidelines to prevent the risk of Poisoning to Migratory Birds” adopted by Resolution 11.15 of CMS COP11 (IUCN, 2016g). The 2016 WCC influenced decisions taken during CMS COP12 the following year. The next CMS COP will take place in February 2020, a couple of months prior to the 2020 WCC (Ministry of Environment, 2019). CMS and the WCC influence each other. IUCN takes CMS decisions into account when setting its 4 year agendas, appendices, and MOUs, and CMS takes IUCN resolutions into account when drafting decisions.

International Whaling Commission (IWC)

The 89 Member governments in the International Whaling Commission (IWC) are involved in producing non-legally binding resolutions focused on whale conservation and the management of whales and whaling (“Future direction of IWC & special permit whaling on IWC agenda,” n.d.). IWC and WCC have historically supported each other’s resolutions. For example, the 2016 WCC Resolution entitled “Concerns about whaling under special permits” referred to the IWC as the “appropriate global authority for management of whaling” (IUCN, 2016h). The IWC proposed a resolution a month after the 2016 WCC focusing on the need to improve the whaling permit process (IWC, 2016). The IWC holds Commission Meetings every two years and their next meeting will be in Slovenia a few months after the 2020 WCC in late September 2020 (Summary of Main Outcomes, n.d.). Since the WCC precedes the IWC Meeting, it is possible the motions and topics covered in Marseille will influence those to be discussed in Slovenia.

CITES

The Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) is a voluntary international agreement started in 1975 between governments and regional economic integration organizations (e.g., the European Union) to ensure “that international trade in specimens of wild animals and plants does not threaten their survival” (“CITES opens to accession by regional economic integration organizations | CITES,” n.d.; “What is CITES? | CITES,” n.d.). The current 183 Parties protect over 35,000 species with legally-binding controls (“What is CITES? | CITES,” n.d.). Although CITES formed as a result of a 1963 IUCN resolution, WCC and CITES are not official partners. However, CITES is referenced in numerous resolutions at each WCC (11 resolutions at the 2016 WCC) and CITES referred to the 2016 WCC motion to close domestic ivory markets in CITES’ Conf. 10.10 (Rev. CoP17) (CITES, n.d-a). CITES holds a Convention of the Parties (CoP) every two to three years. The next CoP (CoP18) was scheduled to be held in May 2019 (“CITES,” n.d-b) but has been postponed. Exact dates are yet to be determined (Higuero, 2019).

APPENDIX B

Example Verbs For The Preamble

UNDERSTANDING

NOTING

REALIZING

GIVEN

AWARE

ALARMED

DISTURBED

CONCERNED

FURTHER CONCERNED

TAKING INTO ACCOUNT

RECALLING

HIGHLIGHTING

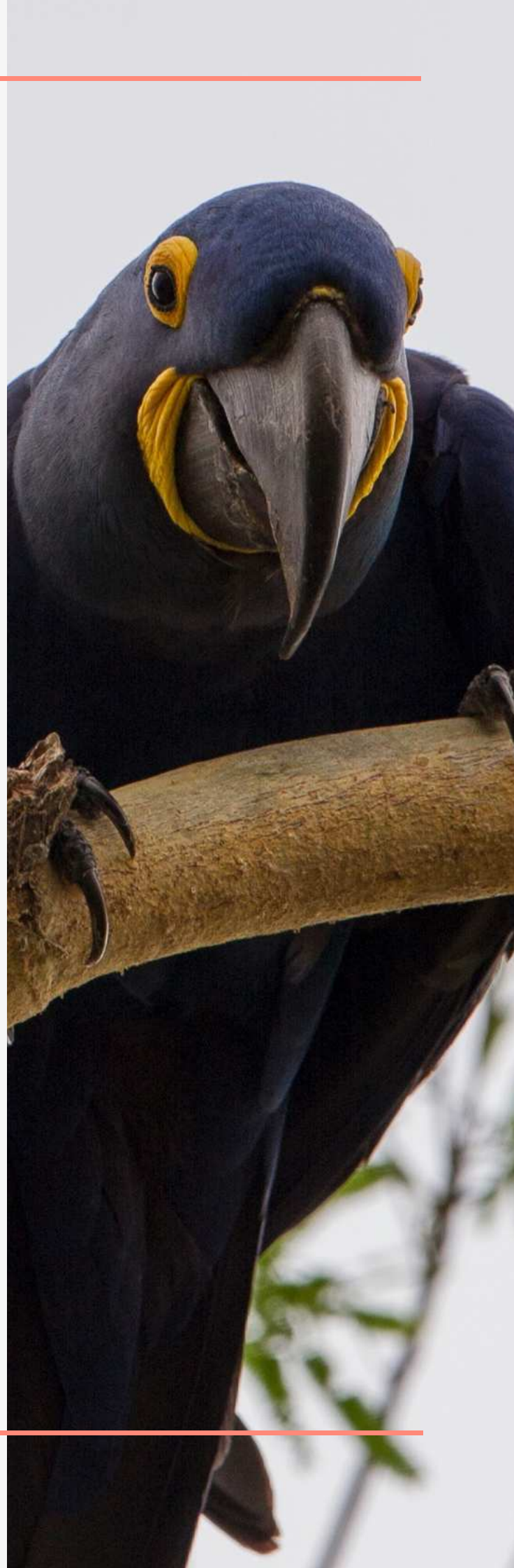
CONVINCED

EMPHASIZING

AFFIRMING

COMMENDING

WELCOMING



APPLAUDING
ENCOURAGED
THANKING



APPENDIX C

Example Verbs For The Operant Clause

CALLS ON

CALLS UPON

ENCOURAGES

URGES

REQUESTS

INVITES

ASKS



APPENDIX D

MOTIONS REFERENCED

4.024 Conservation of the habitat of the Iberian Lynx *Lynx pardinus*

AWARE that the Iberian Lynx is symbolic of the conservation of Mediterranean ecosystems, and that it is an endemic species in Spain and Portugal;

CONSIDERING that the Iberian Lynx was once distributed throughout the Iberian Peninsula, but that its numbers have been declining at least since the 19th century to the point where its current world population is estimated at between 150 and 200 animals;

RECOGNIZING that the loss of and damage to its natural habitats, in both present and potential areas of distribution, is one of the main factors leading to declining numbers in the wild;

FURTHER RECOGNIZING that the habitat of the Iberian Lynx is also the habitat of many other species with an unfavourable conservation status and that conservation of the Iberian Lynx benefits a whole community of flora and fauna;

NOTING that transport and hydrological infrastructure projects, urban development, changes in land use and alterations to the habitat caused by the intensification of agriculture and certain hunting activities are having a serious impact on the habitat of the Iberian Lynx;

AWARE that bilateral and multilateral funding bodies have promoted projects that have negative effects on the integrity of the habitats of the Iberian Lynx; and

RECOGNIZING the efforts made in the past few years by various administrations towards the recovery of this species and its habitat;

The World Conservation Congress at its 4th Session in Barcelona, Spain, 5-14 October 2008:

1. RECOMMENDS to the Governments of Spain and Portugal, as well as to the Governments of the Autonomous Communities of Andalucía, Castilla-La Mancha, Extremadura, Castilla y León, and Madrid, pertaining to the Spanish State, to give, within the framework of their sectoral policies, greater priority to conservation of the habitat of the Iberian Lynx;
2. URGES bilateral and multilateral funding bodies, as well as national, autonomous and local governments, not to authorize projects or participate in financial investments that may have negative effects on the habitats of the Iberian Lynx; and
3. REQUESTS IUCN's members to promote conservation of the habitat of the Iberian Lynx throughout its present and potential areas of distribution;

In addition, the World Conservation Congress, at its 4th Session in Barcelona, Spain, 5-14 October 2008, provides the following guidance concerning the implementation of the IUCN Programme 2009-2012:

4. REQUESTS the Director General, with the assistance of IUCN's Commissions, to promote conservation of the habitat of the Iberian Lynx throughout its present and potential areas of distribution.

State and agency members of the United States refrained from engaging in deliberations on this motion and took no national government position on the motion as adopted for reasons given in the U.S. General Statement on the IUCN Motions Process.

4.025 Avoiding extinction of the Vaquita porpoise *Phocoena sinus*

RECALLING that the *IUCN Red List of Threatened Species* has classified the Vaquita - a porpoise species endemic to the Upper Gulf of California, Mexico - as 'Vulnerable' in 1978, 'Endangered' in 1990 and 'Critically Endangered' since 1996;

FURTHER RECALLING Resolution 19.61 *By-Catch of Non-Target Species* adopted by the 19th IUCN General Assembly (Buenos Aires, 1994), which expressed concern that the by-catch rate at that time posed a serious threat to the Vaquita, and urged states and organizations to adopt reasonable measures to minimize the by-catch of non-target species, including limiting the fishing of target species if necessary;

RECOGNIZING that the scientific committee of the International Whaling Commission (IWC) and the International Committee for the Recovery of the Vaquita (CIRVA) agree on the need to eliminate gill nets from the Vaquita's entire habitat immediately, since they constitute the greatest single cause of Vaquita mortality;

THANKING the President of Mexico for his commitment to the Vaquita, by including it in the Conservation Programme for Endangered Species 2007-2012, and the Ministry for the Environment and Natural Resources for developing a socio-economic compensation strategy for the reduction of fishing, the elimination of gill nets and the increased surveillance of the Upper Gulf of California and Colorado River Delta Biosphere Reserve;

ALSO THANKING the Governments of Canada, Mexico and the United States, and Mexican and international conservation groups that have supported the scientific, technical and financial side of the process to provide the institutional support needed to ensure that the proposal for the recovery of the Vaquita becomes a reality in the medium term;

COMMENDING IWC Resolution 2007-5 for the concern expressed about the Vaquita, and its request to the international community to support Mexico's efforts to eliminate by-catch of the Vaquita;

ALARMED that, despite two decades of generalized international concern, the species' population is believed to have decreased to a mere 150 individuals;

NOTING that the market demand for shrimp from the Upper Gulf of California drives the fishing activities in the Vaquita's habitat;

RECOGNIZING that the socio-economic effect on the region's fishing communities of the elimination of gill nets should be taken into account;

CONCERNED that the implementation of the current recovery plans lacks the support of Mexico's National Commission of Aquaculture and Fisheries (CONAPESCA), which is delaying the elimination of permits and gill nets from the Vaquita's habitat, by focusing on a lesser threat to the species, such as the level of the flow of the River Colorado towards the Upper Gulf; and

ALSO CONCERNED that illegal fishing continues in the Vaquita's habitat and because surveillance efforts are insufficient;

The World Conservation Congress at its 4th Session in Barcelona, Spain, 5-14 October 2008:

1. URGES the National Commission for Natural Protected Areas of the Ministry of Environment and Natural Resources (SEMARNAT-CONANP), and the National Commission of Aquaculture and Fisheries of the Ministry of Agriculture, Livestock, Rural Development, Fisheries and Food (SAGARPA-CONAPESCA) of Mexico to sign an intersectoral agreement, the contents of which:
 - (a) establish immediately a gill-net fishing exclusion zone that covers the entire Vaquita Refuge decreed by the SEMARNAT on September 8th, 2005;

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- (b) continue withdrawal of fishing and gill-net permits in the Upper Gulf of California and River Colorado Delta Biosphere Reserve between 2009 and 2012, simultaneously promoting productive alternatives and means of fishing that are safe for the Vaquita;
 - (c) allocate financial resources to ensure the longterm strategy;
 - (d) implement effectively the Action programme for the protection of the Vaquita (PACE); and
 - (e) reinforce the monitoring and surveillance of the Upper Gulf of California and River Colorado Delta Biosphere Reserve;
2. URGES CONAPESCA, the fishing agency of the Mexican Government, to:
- (a) complete a register of all legal fishermen in the Upper Gulf of California in order to gain a better understanding of the fishing activities in the Vaquita's habitat;
 - (b) publish this register on their website and the transparency portal of the Federal Institute of Access to Public Information (IFAI);
 - (c) work in collaboration with the Federal Attorney's Office for Environmental Protection (PROFEPA) in order to ensure compliance with the fishing and environmental regulations in the Vaquita Refuge;
 - (d) implement, in collaboration with CONANP, a single registration and identification system for vessels authorized to operate in the Upper Gulf of California, in order to eradicate illegal fishing;
 - (e) ensure that a mechanism for the provision of economic compensation is developed for the withdrawal of fishing permits in the Upper Gulf of California before the end of the 2008 shrimp fishing season; and
 - (f) promote a change to Vaquita-friendly fishing techniques among fishing communities in the Upper Gulf of California;
3. RECOMMENDS that all organizations, states, sponsors and private importers of shrimp from the Upper Gulf of California, including, but not limited to, Ocean Garden Products, support the Mexican Government, providing technical and financial support in order to eliminate gill nets, and to promote economic alternatives and means of fishing that are safe for the Vaquita in the Upper Gulf of California region;
4. ENCOURAGES the Governments of Canada and the United States of America to continue to support the strategy for the conservation of the Vaquita and to provide Mexico with technical and financial assistance in order to protect the Vaquita through the *North American Conservation Action Plan for the Vaquita (NACAP Vaquita)*, which has the approval of the Canadian Government; and
5. URGES governments and appropriate international organizations to follow the example of Mexico and its many partners that have mobilized to prevent the extinction of the Vaquita, seeking solutions to prevent the extinction of other cetaceans, which are threatened through incidental capture in fisheries;

In addition, the World Conservation Congress, at its 4th Session in Barcelona, Spain, 5-14 October 2008, provides the following guidance concerning implementation of the IUCN Programme 2009-2012:

6. ASKS the Director General to provide, as far as possible, technical and scientific help to Mexico in order to avoid the extinction of the Vaquita.

WCC-2012-Rec-142-EN

Actions to avert the extinctions of rare dolphins: Maui's dolphins, Hector's dolphins, Vaquita porpoises and South Asian river and freshwater dependent dolphins and porpoises

RECALLING that IUCN has had a longstanding concern about human impacts on small cetaceans, and in particular endangered dolphins and porpoises;

RECALLING that Articles 61(4) and 119(1)(b) of the United Nations Convention on the Law of the Sea (UNCLOS), which are also reflected in the Food and Agriculture Organization of the United Nations (FAO) *Code of Conduct for Responsible Fisheries*, require States to manage fisheries in such a way as to, *inter alia*, take into consideration the effects on species associated with or dependent upon harvested species and to ensure that they are not threatened by those fisheries;

RECOGNIZING Article 8(f) of the Convention on Biological Diversity (CBD) which impels Parties to: "promote the recovery of threatened species, *inter alia*, through the development and implementation of plans or other management strategies";

NOTING also that IUCN Resolution 18.28 *Convention on the Conservation of Biological Diversity* adopted by the 18th IUCN General Assembly (Perth, 1990) and preceding the adoption of the Convention on Biological Diversity in 1992, urged "negotiating parties to ensure that primary efforts in developing the Convention are directed towards fully comprehensive conservation of biological diversity and that the primary focus is on wild genetic resources and the conservation of biological diversity *in situ*";

AFFIRMING IUCN's strong commitment to the conservation of marine species and habitat, as reflected in Resolution 2.20 *Conservation of marine biodiversity* adopted by the 2nd IUCN World Conservation Congress (Amman, 2000), and Recommendations 1.17 *Coastal and Marine Conservation and Management* and 1.37 *Marine Protected Areas* adopted by the 1st IUCN World Conservation Congress (Montreal, 1996); and other resolutions;

AWARE that the Yangtze River Dolphin (*Lipotes vexillifer*) is thought to be extinct although still formally classified by IUCN as Critically Endangered;

RECALLING Resolution 19.61 *By-Catch of Non-Target Species* adopted by the 19th IUCN General Assembly (Buenos Aires, 1994), which expressed concern that the by-catch rate at that time posed a serious threat to the Vaquita (*Phocoena sinus*) in the Gulf of California, Mexico, and urged States and organizations to adopt reasonable measures to minimize the by-catch of non-target species, including limiting the fishing of target species if necessary;

NOTING that the 2nd World Conservation Congress (Amman, 2000) in Recommendation 2.71 *Cooperative regional action plan for the conservation of river dolphins (Platanista spp. and Lipotes spp.) in the South Asian region* called on governments and other parties to take urgent action to protect the four freshwater dolphin species, out of which the Ganges River Dolphin (*Platanista gangetica*), Indus River Dolphin (*Platanista minor*) and the Yangtze River Dolphin are found exclusively in the Asian region;

RECALLING that Resolution 2.71 noted that the distributions of the Ganges and Indus River Dolphins stretch across political boundaries in various river systems, and that it recognized that as a consequence of its distribution, the Ganges River Dolphin is part of the natural heritage and resources shared by four nations, i.e. Bangladesh, Bhutan, India and Nepal;

RECALLING FURTHER that there are other threatened populations of river dolphins and porpoises in the South East Asian region, like the sub-populations of Irrawaddy Dolphins (*Orcaella brevirostris*) in the Mahakam river of Borneo, Indonesia, in the Ayeyarwady river of Myanmar and in the Mekong River of Cambodia and Lao PDR; and the Yangtze subspecies of Narrow-ridged Finless Porpoise (*Neophocaena asiaeorientalis*) in the Yangtze river and associated lake systems, China; as well as threatened populations of freshwater-dependent dolphins, like the subpopulation of Indo-Pacific Hump-backed Dolphins (*Sousa chinensis*) in the eastern Taiwan Strait;

NOTING that the *IUCN Red List of Threatened Species* has classified the Vaquita, or Gulf of California Harbour Porpoise, a species endemic to the Upper Gulf of California, Mexico, as Vulnerable in 1978, Endangered in 1990 and Critically Endangered since 1996;

CONSCIOUS that Resolution 4.025 *Avoiding extinction of the Vaquita porpoise* Phocoena sinus adopted by the 4th IUCN World Conservation Congress (Barcelona, 2008) called for the avoidance of the extinction of the Vaquita porpoise and laid down a range of measures to achieve this and that the Mexican government and others have responded to these calls but that the situation remains extremely precarious;

NOTING that the report of the fourth Meeting of the International Committee for the Recovery of Vaquita (CIRVA) held in Ensenada, Mexico from 20–23 February 2012, notes that the Vaquita has continued to decline, with an estimated reduction of nearly 60% between 1997 and 2008 and that possibly as few as 220 porpoises remained in 2008, and recommends the removal of all gillnets and other entangling gear from the entire range of Vaquita;

RECOGNIZING the concern for the status of the Vaquita expressed by the International Whaling Commission (IWC) Scientific Committee (IWC 2012), which reaffirmed that the only reliable approach for saving the species is to remove entangling gear from areas where the animals occur, and recommended such removal from the upper Gulf of California immediately;

AWARE that the *IUCN Red List* has also classified the Maui's Dolphin subspecies (*Cephalorhynchus hectori maui*), which is resident along the west coast of the North Island of New Zealand, as Critically Endangered;

NOTING that scientists have in 2012 estimated that the Maui's Dolphin population has only 55 individuals (excluding calves), has very low fecundity and is also susceptible to gill netting, boat strike and other human impacts;

ALSO NOTING that the *IUCN Red List* has classified the New Zealand Hector's Dolphin (*Cephalorhynchus hectori*) as Endangered;

AWARE of the advice given by the IUCN Species Survival Commission (SSC) and the SSC Cetacean Specialist Group to the New Zealand Government on the need to expand the areas of protection from gill netting and trawling to cover the entire range of the Maui's and Hector's Dolphins;

RECOGNIZING the recent recommendations of the IWC Scientific Committee (Panama, 2012) requesting the ban of gill nets and trawl fisheries from the entire Maui's Dolphin range, as well as adequate observer coverage;

AWARE of the advice of the SSC Cetacean Specialist Group over the decades, and in particular that Group's advice in relation to the 2002–2010 Conservation Action Plan for the world's cetaceans;

COMMENDING the Mexican, New Zealand and South Asian governments and others for the measures already taken; and

ALSO AWARE that with greater protection the Maui's Dolphin, the Vaquita and some of the river dolphins may yet be pulled back from the brink of extinction;

The World Conservation Congress, at its session in Jeju, Republic of Korea, 6–15 September 2012:

1. URGES the New Zealand Government to:
 - a. urgently extend dolphin protection measures, with an emphasis on banning gill net and trawl net use from the shoreline to the 100 metre depth contour in all areas where Hector's and Maui's Dolphins are found, including harbours;
 - b. to increase immediately the level of monitoring and enforcement with an emphasis on requiring 100 per cent observer coverage of any gill net or trawling vessels allowed to operate in any part of the range of Hector's and Maui's Dolphins until such bans can be implemented; and
 - c. to report such action and monitoring and enforcement results;
2. URGES the Mexican government, its agencies and fishers, IUCN Members, the Secretariat, IUCN Commissions and the various agencies and partners to vigorously and resolutely pursue the measures outlined in Resolution 4.025 and further measures to better protect the Vaquita;
3. URGES the Mexican Government to:
 - a. eliminate Vaquita by-catch by removing entangling gear from the entire range of Vaquita;
 - b. expedite approval and adoption of the small shrimp trawls as an alternative to gill nets and prohibitions on shrimp fishing with gill nets throughout the entire range of the Vaquita; and
 - c. continue research on technologies to replace gill netting for finfish in order to facilitate and hasten the implementation of item a, above;
4. CALLS ON all range States of the river dolphins and porpoises (*Platanista* spp., *Orcaella brevirostris* and *Neophocaena asiaeorientalis*) and the freshwater-dependent dolphins (*Sousa chinensis*) in the South Asian region to redouble their efforts and cooperation with each other and with IUCN, its Members, SSC and others to protect these species and populations from fishing pressure, pollution and other impacts, along the lines of Resolution 2.71 and the advice of experts since; and
5. ASKS the IUCN SSC and Cetacean Specialist Group to assist in monitoring and reporting the existence and numbers of all of these threatened dolphin species.

The State Member New Zealand provided the following statement for the record:

“New Zealand is committed to the protection of Maui’s and Hector’s Dolphins, but is unable to support the proposed motion because it is not consistent with New Zealand government policy on mitigating fishing related risks to them.

New Zealand has extensive measures in place to protect Maui’s Dolphins on the West Coast of the North Island throughout their core range—including a ban on the use of commercial set nets out to 7 nautical miles from Pariokariwa Point to North of the Kaipara Harbour. There is no evidence that the 100m depth contour in the proposed motion reflects the limit of Maui’s Dolphin or Hector’s Dolphins entire range. For this reason, New Zealand does not consider it an appropriate basis on which to base its management actions and New Zealand is therefore unable to support the motion.”

WCC-2016-Res-017-EN**Actions to avert the extinction of the vaquita porpoise (*Phocoena sinus*)**

NOTING that the IUCN Red List classifies vaquita, a porpoise endemic to Mexico, as Critically Endangered;

RECALLING Resolution 19.61 *By-Catch of Non-Target Species* (Buenos Aires, 1994) expressing concern that bycatch rates threaten the vaquita's survival;

RECALLING Resolution 4.025 *Avoiding extinction of the Vaquita Porpoise* *Phocoena sinus* (Barcelona, 2008) urging establishment of a gillnet exclusion zone covering Mexico's vaquita refuge, promotion of vaquita-safe fishing and adequate monitoring and surveillance;

CONCERNED that the 7th meeting of the International Committee for the Recovery of the Vaquita (CIRVA) (2016) found the vaquita in imminent danger of extinction with an abundance estimate of *around 60 individuals* and recommended that Mexico permanently ban gillnet fishing throughout the vaquita's range and use all available tools to stop illegal fishing and trade in totoaba (*Totoaba macdonaldi*);

THANKING the President of Mexico for expanding the vaquita protected area, establishing a two- year gillnet ban, increasing inspections and surveillance, and compensating fishing communities;

ALARMED that the 6th meeting of CIRVA (2015) estimated an annual rate of decline of 31% from 2011 to 2014 and recommended that Mexico make the gillnet ban permanent;

RECOGNISING the concern of the International Whaling Commission and its Scientific Committee's endorsement of the CIRVA recommendations at its 66th meeting;

NOTING that the Expedition Vaquita 2015 survey in late 2015 preliminarily concluded that it will take at least 40 years to rebuild the population to 2008 levels;

CONCERNED that the demand for and illegal trade in totoaba drives fishing activities that kill vaquitas;

RECOGNISING the effects on fishing communities from the elimination of gillnets;

NOTING that the Official Mexican Standard (NOM-002-SAG/PESC-2013) provides for a 3-year period to remove shrimp gillnets and transition to vaquita-safe shrimp trawls;

CONCERNED that illegal fishing continues; and

FURTHER CONCERNED that research on vaquita-safe fishing has been lacking;

The World Conservation Congress, at its session in Hawai'i, United States of America, 1-10 September 2016:

1. REQUESTS the Director General and the Species Survival Commission to provide, as far as possible, technical and scientific help to Mexico in order to prevent the vaquita's extinction;
2. URGES the Mexican Government to:
 - a. make permanent the gillnet ban throughout the entire vaquita range;
 - b. expedite implementation of the Official Mexican Standard NOM-002-SAG/PESC-2013 and the use of small shrimp trawls as an alternative to gillnets throughout the Upper Gulf of California shrimp fishery;
 - c. increase funding for, and expedite research on, additional technologies and techniques for catching finfish to facilitate and hasten the implementation of gillnet alternatives in these fisheries and establish an international review panel to evaluate the design and implementation of this programme; and

d. review current compensation programmes to ensure full compensation to fishermen and communities supporting vaquita-safe alternatives;

3. CALLS ON all organisations, states, sponsors, gear manufacturers and seafood importers to support the Mexican Government, provide technical and financial support for eliminating gillnets and promote economic alternatives and means of fishing that are vaquita safe; and

4. URGES all governments and competent international organisations, especially the Convention on International Trade in Endangered Species (CITES) and INTERPOL, to assist any and all countries where totoaba products are found in markets or in transit, including Mexico, the United States and other countries, in combating the illegal international trade in totoaba products.

State and agency Members of the United States voted against this motion with Amendment 1 and abstained during the vote on this motion with Amendment 2 for reasons given in the U.S. General Statement on the IUCN Motions Process.

WCC-2012-Res-028-EN

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

NOTING that the East Asian-Australasian Flyway (hereafter EAAF) supports more migratory waterbird species – and a higher proportion that are globally threatened – than any other flyway in the world especially the Yellow Sea region, which is of critical importance;

ALARMED that 24 waterbird species dependent on intertidal wetlands are listed as globally Threatened or Near Threatened on the *IUCN Red List of Threatened Species*, including the Critically Endangered Spoon-billed Sandpiper (*Eurynorhynchus pygmeus*); the Endangered Red-crowned Crane (*Grus japonensis*) and the Black-faced Spoonbill (*Platalea minor*); and the Vulnerable Swan Goose (*Anser cygnoides*), the White-naped Crane (*Grus vipio*), the Hooded Crane (*Grus monacha*) and Saunders's Gull (*Larus saundersi*);

CONCERNED that the situation is deteriorating rapidly with an additional nine species under review for classification as Threatened or Near Threatened, apparently linked to the unprecedentedly rapid rate of conversion of intertidal wetlands to other forms of land use in the EAAF (faster than the rate of tropical forest loss), thus generating an urgent need for specific research and cooperation for the restoration and management of these habitats;

NOTING that the rate of loss of intertidal wetlands is particularly severe around the Yellow Sea (as much as 50% in the last 30 years) and is continuing in key areas across the flyway;

FURTHER NOTING that less than 5% of intertidal areas of most EAAF countries are Ramsar sites or protected areas;

ACKNOWLEDGING the ongoing efforts of INGOs such as BirdLife International, the International Crane Foundation, the World Wide Fund for Nature, and Wetlands International to conserve these endangered birds and their habitats in the region;

RECALLING previous commitments to intertidal wetland conservation made by Ramsar Convention Contracting Parties in Resolutions VII.21 and VIII.4 and in Goal 2 of the Strategic Plan 2009–2015;

NOTING the commitment of the Republic of Korea at the 10th Conference of the Parties to the Ramsar Convention in 2008 (paragraph 22, Ramsar Resolution X.22) that “intertidal mudflats should be preserved and that no large-scale reclamation projects are now being approved in the Republic of Korea”;

RECOGNIZING the activities of the EAAF Partnership, an endorsed regional initiative within the framework of the Ramsar Convention, which provides an international framework for the conservation of migratory waterbirds and their habitats;

AWARE that the decline in biodiversity along the EAAF is a clear indication of the decreasing availability of productive intertidal ecosystems and a warning of potential future ecological disasters, including irreversible impacts on fisheries, that could adversely affect human health and livelihoods, and undermine investments;

RECALLING that all countries along the EAAF are Parties to the Convention on Biological Diversity (CBD) and have adopted the *Strategic Plan for Biodiversity 2011–2020* and the Aichi Targets, of which Targets 5, 12 and 14 are particularly relevant;

DEEPLY CONCERNED that if urgent action is not taken to address the loss of intertidal wetlands, ability to meet the Aichi Targets will be seriously impaired; and

NOTING the independent report “IUCN situation analysis on East and Southeast Asian intertidal habitats, with particular reference to the Yellow Sea (including the Bohai Sea)” produced in August 2012 by the IUCN Species Survival Commission (SSC) with the Asia Regional Office, as context for this motion;

The World Conservation Congress, at its session in Jeju, Republic of Korea, 6–15 September 2012:

1. REQUESTS the Director General, IUCN Commissions and Members to undertake an in-depth study that:
 - a. investigates the benefits of ecosystem services provided by intertidal wetlands, especially tidal flats and associated habitats, in East Asia with particular reference to the Yellow Sea, in relation to the benefits arising from the reclamation (land claim) or conversion of such habitats;
 - b. includes case studies focused on endangered birds and their habitats and develops habitat mapping as a tool and knowledge basis for selection, conservation and restoration of key sites for endangered birds;
 - c. provides a list of the key migratory waterbird sites and a network of experts to share experiences in the conservation and restoration of rice paddies, estuaries and intertidal wetlands as important habitats for endangered birds in the region; and
 - d. evaluates the status of endangered birds and their habitats and suggests prioritized sites requiring urgent conservation and restoration;
2. ENCOURAGES governments along the EAAF to recognize the international importance of their intertidal wetlands for biodiversity and ecosystem services, halting further approval of intertidal mudflat reclamation (land claim) at priority sites for biodiversity, irrespective of protection status, until a full assessment of the economics of ecological services and identification of biodiversity needs can be completed;
3. FURTHER ENCOURAGES governments along the EAAF, in view of the importance of cooperation between countries for achieving effective management, to develop international and national action plans by 2014 to secure the future of this fundamentally important resource, focusing on:
 - a. agreeing on the key sites for endangered birds that require urgent conservation and restoration, leading to the conservation, before 2020, of at least 10% of the intertidal zone as sustainably managed protected areas;
 - b. strengthening the Ramsar Convention (including encouraging ratification by the Democratic People’s Republic of Korea) to highlight the importance of key sites and improve funding and capacity to manage them;
 - c. strengthening protected area legislation and management, including increasing flexibility regarding the integration and control of human activities, to ensure achievement of conservation objectives;
 - d. ensuring that enhanced coastal zone planning results in stability of the biodiversity of the intertidal zone by embracing the principles of sustainable development and specifically by fully considering the ecological services and dependent biodiversity of tidal flats and associated habitats in integrated planning that incorporates appropriate Strategic Environmental Assessment and Environmental Impact

Assessment processes, including appropriate site selection that considers alternatives, design to reduce impacts, compensation for unavoidable residual damage, and monitoring to assess mitigation effectiveness and trigger adaptive management;

- e. restoring impounded internationally important intertidal wetlands through increasing tidal exchange to such sites;
 - f. strengthening levels of awareness, transparency and public participation as regards the importance, values and benefits of tidal flats and associated habitats;
 - g. improving understanding of bird conservation needs via increased population monitoring and research on migratory bird patterns and ecological requirements; and
 - h. using the EAAF Partnership, a Ramsar Regional Initiative, as a mechanism for implementing a clear strategy to guide investments, programmes and activities for strengthening habitat and species protection along the EAAF; and
4. FURTHER REQUESTS the Director General and IUCN Commissions (to the extent possible within available resources) to:
- a. provide assistance to governments along the EAAF, and particularly those around the Yellow Sea, to find sustainable means of managing intertidal wetlands that meet the needs of economic development and biodiversity conservation, and to provide support to the proposed or existing national and international action plans as required;
 - b. provide assistance to IUCN Members to provide technical advice, contribute to awareness raising, capacity building and management action; and
 - c. report to the next IUCN World Conservation Congress on progress achieved.

WCC-2016-Res-019-EN
Protection of wild bats from culling programmes

ACKNOWLEDGING that bats, over one fifth of terrestrial mammals, are among the most endangered species;

AWARE of alarming declines in bat populations globally, due to anthropogenic pressures such as habitat degradation, fragmentation and destruction, roost disturbance, climate change, bushmeat trade, disease and a history of persecution;

ACKNOWLEDGING that bats are long-lived mammals where females usually give birth to one young per year, reproductive rates are low and populations slow to recover from disturbance and declines;

RECOGNISING that bats have an essential role in the natural world, as insect predators and, through their seed dispersal and pollination services, are crucial to the regeneration of forests and to agriculture as a result of critical relationships with wild food crops such as cashew and durian;

FURTHER RECOGNISING that ecosystem services offered by bats are globally worth billions of US dollars annually, but are rarely evaluated or considered in natural capital accounts and policy decisions;

MINDFUL that bats remain an extremely misunderstood group of species, with many negative perceptions driving their persecution;

CONCERNED that misinformation about bats causing economic damage and transmitting diseases is exacerbating the human-bat conflict, and that lack of institutional and enforcement capacity (and willingness) are impacting bats in many regions;

ALARMED that due to perceived negative impacts on fruit harvests and human health, governments are legalising, condoning and implementing culling of bats, without a supporting scientific basis;

CONSCIOUS that culls of bats to mitigate disease may amplify the risk to human populations through increased contact rates of people with bats, changes in the dynamics of disease transmissions among bats, and stress-related increases in disease transmission;

DEEPLY CONCERNED that the loss or decline of bats has a negative impact on other species, and the critical ecosystem services they provide; and

RECOGNISING IUCN's interventions to avert government culling of wild bat populations;

The World Conservation Congress, at its session in Hawai'i, United States of America, 1-10 September 2016:

1. CALLS ON the Director General, the Species Survival Commission and the World Commission on Protected Areas, to provide technical and scientific support to governments and other agencies to ensure evidence-based approaches for the management of sustainable bat populations;
2. CALLS ON all IUCN State Members to allocate funding for the protection of bats and to provide incentives for conservation, adequate legislation and deterrent penalties to achieve this goal;
3. CALLS ON all IUCN Members to promote education about bats in order to dispel myths and human negativity towards bats and to foster understanding and co-habitation with people;
4. URGES governments to seek non-lethal solutions/mitigation measures to conflicts between humans and bats, as part of a strategy that combines scientific research on bat ecology and ecosystem services, as well as on life-history characteristics that support population models; and

5. URGES governments to not authorise or sanction culls of wild bat populations unless there is peer-reviewed evidence of the significant impact of bats on food security or public health, all non-lethal solutions have been exhausted, there is clear scientific evidence and opinion that a cull will resolve the issue and not threaten species survival, and any decision to authorise a cull is underpinned by rigorous scientific evidence regarding the population structure and dynamics of the species and understanding of the impact of the proposed cull.

Support for increased conservation effort for Hawai'i's threatened birds

RECOGNISING the mission of IUCN in promoting the conservation of biological diversity;

AWARE that island species are vulnerable to invasive predators and diseases, and that native Hawaiian birds are among the most challenging to conserve given the severity of threats they face, and the diversity of invasive species and pathogens present in Hawai'i;

ALSO AWARE of the impact of climate change on many native Hawaiian birds, including with warmer temperatures the climb of disease-carrying mosquitoes into previously disease-free elevations impacting crucial bird habitat;

CONCERNED that these drivers have contributed to placing the United States among the countries with the fastest declines in native avian species abundance and status in the Red List Index;

REMINDED that conservation technology is catching up with the challenge, and that a number of specific techniques, such as habitat restoration, fencing, translocation and predator control/eradication, are already successfully benefitting the conservation, restoration and recovery of Hawai'i's birds;

NOTING that resources available for the recovery of Hawai'i's threatened birds are currently insufficient;

ALSO RECOGNISING the critically important role played by native birds in traditional Hawaiian culture, and the importance of native birds in the ecology of Hawaiian forests, wetlands and other ecosystems as pollinators, dispersers, and members of the overall food web;

ALARMED at the continuing recent declines evident in Hawaiian birds despite current conservation efforts, especially forest birds on Kaua'i where extinctions of two species may be imminent without significantly expanded urgent action, and noting the recent publication of new alarming evidence confirming the continued rapid decline among Kaua'i's forest birds; and

WELCOMING the many existing public and non-profit initiatives aimed at stemming Hawaiian bird declines, the interest of the IUCN Species Survival Commission (SSC) in this issue, and the recent initiative by the State of Hawai'i to strengthen biosecurity;

The World Conservation Congress, at its session in Hawai'i, United States of America, 1-10 September 2016:

1. REQUESTS the Director General to support SSC in engaging with existing initiatives to help advance Hawaiian bird conservation, and form a new working group of stakeholders to elevate the issue, support conservation implementation, and report on progress – including to the 2020 IUCN World Conservation Congress;
2. CALLS ON the Governments of the United States and the State of Hawai'i to urgently and fully implement the Hawaiian Bird Conservation Action Plan, Hawaiian Forest Bird Recovery Plan, and other relevant Hawaiian bird recovery plans, to seek additional resources from partners as are needed to avoid any additional bird extinctions and declines in the Hawaiian Islands, and to expedite the review, exploration and development of all appropriate techniques to control or eradicate invasive alien mosquitoes and other invasive alien species;
3. RECOMMENDS that Hawaiian birds be formally recognised as a part of the U.S. avifauna, and included in appropriate lists of birds maintained by relevant institutions, such as conservation organisations and birdwatching organisations, sufficient to increase the focus of appropriate constituencies on these birds and their conservation; and
4. RECOMMENDS full implementation of the Hawai'i Interagency Biosecurity Plan that was released by the state of Hawaii at the 2016 IUCN World Conservation Congress.

WCC-2016-Res-043-EN
Securing the future for global peatlands

NOTING that peatlands occur in every continent of the world;

RECOGNISING that peatlands occupy 3% of the Earth's land surface area yet store more carbon than all the world's vegetation, including all forests, and that damaged peatlands release two gigatonnes of carbon to the atmosphere each year, equivalent to the carbon emissions of all air travel;

RECOGNISING that peatlands are among the most valuable ecosystems on Earth (also providing clean water and playing a key role in flood management), and support a wide range of rare, specialist and threatened biodiversity, and are valuable as a palaeontological archive;

RECOGNISING that peatlands are areas of geological interest on our planet and that they are of great scientific interest in recording climate evolution, the composition of the atmosphere, geological processes and agents, as well as biodiversity during the Quaternary Period;

WELCOMING the recognition by international environmental agreements and initiatives, including the Convention on Biological Diversity (CBD) and the Ramsar Convention, of the importance of peatlands for climate change, biodiversity conservation, and a wide range of ecosystem services, and RECALLING that the restoration and sustainable use of peatlands has long been recognised as a priority under such activities but that implementation of these has been largely ineffective;

RECOGNISING that a workshop held during the IUCN World Conservation Congress at its session in Jeju, Republic of Korea (2012) called for IUCN to provide a focus for peatland action, for work with the business and private sector to secure funding, and for support to international efforts to share good practice and science relating to peatlands;

ACKNOWLEDGING the commitment to action for peatlands in the draft IUCN Programme 2017- 2020, the work of National Committees, such as the IUCN National Committee for the United Kingdom Peatland Programme, and the work of Members such as Wetlands International;

GRATEFUL that the IUCN National Committee for the United Kingdom has pioneered procedures to re-wet peat, to restore biodiversity, reduce emissions and sequester greenhouse gases;

TROUBLED that peat is being lost rapidly through peat forest fires, conversion of peatlands for agricultural uses, mining for fuel, mining to sell in horticulture, and to enable construction;

ALARMED at the potential for catastrophic loss of carbon, biodiversity and harm to water systems if action is not taken to halt the loss of peatlands and to restore damaged peatlands;

ALSO ALARMED that in Borneo and Sumatra and the Malay Peninsula peat forests are being increasingly drained, sometimes unlawfully burned, and converted to oil palm plantations, causing severe fires, harm to water systems, and catastrophic loss of carbon and biodiversity, and that this peat destruction has released such vast amounts of CO₂ that this region now contributes greenhouse gas emissions comparable to those of China or the USA, a sign it is time for action to be taken to halt the loss of peatlands and to restore damaged peatlands; and

CONCERNED that globally, there exists no legal provision for the stewardship of peat and peatlands, unless coincidentally peatland is located in a designated protected area or is subject to wetland preservation laws;

The World Conservation Congress, at its session in Hawai'i, United States of America, 1-10 September 2016:

1. RECOMMENDS that the Commission on Ecosystem Management should develop or endorse an existing scientific definition of peatland to be applied by the United Nations Food and

Agricultural Organization (FAO) in its Soils Charter, by the Ramsar Convention in its classification of wetland type, and by IUCN;

2. REQUESTS the World Commission on Environmental Law to prepare draft legislation for nations to use as a guideline recommending how to preserve and restore peatlands and how to include them alongside forests in all relevant intergovernmental agreements relating to climate change, geodiversity and biodiversity;
3. CALLS ON National Committees to cooperate with the Secretariat, Commissions and Members in developing or contributing to country-focused programmes to protect, restore and sustainably manage peatlands taking cognisance of the strategic actions of the FAO 'guidance for climate change mitigation by conservation, rehabilitation and sustainable use of peatlands' and the ongoing work of the Ramsar Convention particularly under Ramsar Resolution XII.11 on peatlands, climate change and wise use (2015);
4. URGES states to place a moratorium on peat exploitation until their legislation is strengthened to ensure peatlands are protected or managed through wise use principles; and
5. RECOMMENDS states to give appropriate consideration to the importance of the preservation of peatlands when implementing activities to reduce deforestation and forest degradation.

State and agency Members of the United States abstained during the vote on this motion for reasons given in the U.S. General Statement on the IUCN Motions Process.

Improving the conservation and management of the silky shark, the thresher sharks and mobula rays

ALARMED that the IUCN Shark Specialist Group estimates that one-quarter of shark species (sharks, skates, rays, chimaeras) are threatened with extinction, primarily due to overfishing;

AWARE that sharks play an integral role in marine ecosystems, and that many sharks have life-history characteristics that make them intrinsically susceptible to overfishing;

RECALLING Recommendation 5.144 *Conservation and management of threatened sharks* (Jeju, 2012), which recommended that Parties to the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) should consider inclusion on CITES Appendices of shark species that are subject to international trade;

CONCERNED that silky shark (*Carcharhinus falciformis*), thresher sharks (*Alopias* spp.) and mobula rays (*Mobula* spp.) are intrinsically susceptible to overfishing, traded internationally, and at great risk for population depletion due to insufficient controls on exploitation;

RECALLING that listing of species on CITES Appendix II does not prohibit trade, but rather ensures trade is controlled in order to avoid use incompatible with these species' survival;

COMMENDING the CITES Parties that sponsored and supported the listings of the porbeagle shark (*Lamna nasus*), oceanic whitetip shark (*Carcharhinus longimanus*), scalloped hammerhead shark (*Sphyrna lewini*), smooth hammerhead shark (*Sphyrna zygaena*) and great hammerhead shark (*Sphyrna mokarran*), and both species of manta ray (*Manta* spp.) on Appendix II at the 16th meeting of the Conference of the Parties (CITES COP16, Bangkok, 2013);

RECOGNISING the global collective effort undertaken by the CITES Parties and Secretariat, the United Nations Food and Agriculture Organization, and nonprofit organisations to ensure that countries have the tools needed to fully implement these listings and that only sustainable trade in these species continues; and

APPLAUDING the Governments of Sri Lanka, the Maldives and Fiji for proposing the Appendix II listings of silky shark, thresher sharks and mobula rays, respectively, at CITES COP17 (Johannesburg, September 2016);

The World Conservation Congress, at its session in Hawai'i, United States of America, 1-10 September 2016:

1. REQUESTS all CITES Parties to support the inclusion of the silky shark (*Carcharhinus falciformis*), bigeye thresher shark (*Alopias superciliosus*), common thresher shark (*Alopias vulpinus*), pelagic thresher shark (*Alopias pelagicus*), and nine species of mobula rays (*Mobula* spp.) on Appendix II of CITES to ensure international trade in their products does not threaten their survival and sustainability, and, where needed, allow for the recovery of these species' populations, taking into account the status of the species in the IUCN Red List of Threatened Species and other relevant information¹; and
2. URGES all shark and ray range States, market states, fishing States, other entities, and relevant Regional Fisheries Management Organisations to take into consideration all available sources of scientific data, advice, and assessments, including the IUCN Red List of Threatened Species, and to adopt environmentally precautionary, science-based management measures with strong monitoring and enforcement controls to prevent illegal, unreported and unregulated (IUU) fishing, and to ensure that overfishing of silky shark, thresher sharks, and mobula rays does not occur and their populations are at sustainable levels.

¹ See end of first operative paragraph: It is hereby affirmed that the support of the Congress for the inclusion of these species in CITES Appendix II does not in any way prejudice the independence, or determine the findings, of the IUCN/TRAFFIC Analyses of Proposals to Amend the CITES Appendices.

Closure of domestic markets for elephant ivory

ALARMED that the illegal killing of elephants and trade in their ivory remains a major problem across much of Africa, threatens the survival of many populations of savannah and forest elephants, and undermines the ecological integrity of savannah and forest ecosystems;

DEEPLY CONCERNED that the illegal killing of elephants and illegal elephant ivory trade threatens national security, undermines sustainable economic development in elephant range states including local communities that benefit from healthy wildlife populations, and is a serious risk to the lives of those charged with the protection of elephants and other species;

NOTING that any elephant ivory supply, including legal domestic markets, creates opportunities for the laundering of illegal elephant ivory under the guise of legality;

WELCOMING the joint commitments announced in September 2015 by US President Obama and Chinese President Xi to combat wildlife trafficking, including the commitment to "enact nearly complete bans on ivory import and export...and to take significant and timely steps to halt the domestic commercial trade of ivory" and welcoming the prohibition of domestic elephant ivory trade by the US in July 2016 and France in August 2016;

NOTING the Cotonou Declaration of 2015 by 25 African elephant range States which (among many issues) agreed to "support all proposals and actions at international and national levels to close domestic ivory markets worldwide" and acknowledging positive actions taken by a range of countries;

TAKING NOTE OF the African Elephant Action Plan and the African Elephant Fund, as an African-led initiative (with all 37 African elephant range states in support), which calls for addressing all key conservation issues for the African elephant, including the illegal killing and illicit trade in elephant ivory; and the Elephant Protection Initiative, as an African-led initiative (with 14 member countries to date), which calls for inter alia the closure of domestic markets for elephant ivory;

ACKNOWLEDGING that many range and consumer states have already announced that they have taken, are taking, or intend to take legislative and regulatory steps to close their legal domestic markets for elephant ivory; and

RECOGNISING IUCN's longstanding role in providing sound technical and scientific analyses, and supporting processes designed to conserve elephants notably for their ecological and societal benefits;

The World Conservation Congress, at its session in Hawai'i, United States of America, 1-10 September 2016:

1. CALLS ON the Director General to promote this Resolution, and encourage governments globally to close their domestic markets for elephant ivory as a matter of urgency;
2. REQUESTS the Commissions, especially the Species Survival Commission, the World Commission on Environmental Law, and other organisations with appropriate expertise, to provide relevant technical, legal and trade advice on the implementation of this Resolution to governments, upon request, on the issue of closing domestic markets for elephant ivory;
3. URGES the governments of countries in which there is a legal domestic market for elephant ivory, or any domestic commerce in elephant ivory, to make all necessary legislative and regulatory efforts to close their domestic markets for commercial trade in raw or worked elephant ivory;
4. CALLS ON IUCN Members to take advantage of CITES COP17, to be held in Johannesburg, South Africa in September 2016, to send an unambiguous message that elephants are protected globally and that in the face of extensive poaching, buying elephant ivory is harmful and unacceptable;

5. CALLS ON all governments, intergovernmental organisations, and non-governmental organisations to provide technical expertise and funding to states' governments and other entities engaged in combating wildlife trafficking to implement this Resolution, including clarifying definitions of closure appropriate to the national context, improving and implementing methods of tracing elephant ivory provenance and date of harvest, and building capacity for enforcement; and

6. ENCOURAGES cross-border (transboundary) conservation projects focused on elephants, through policy and strategic development programmes, to contribute to strict compliance with bans on domestic markets for elephant ivory nationally and across boundaries.

International Council for Game & Wildlife Conservation provided the following statement for the record:

"The International Council for Game and Wildlife Conservation, represented by its Director General, Mr. Tamás Marghescu, would like to formally declare that the Contact Group of this Motion on September 7th and then again on the 9th deliberately deleted the previously agreed text in the preamble related to the clarification that this Motion does not deal with legal elephant trophies, as they cannot be traded commercially anyway. We kindly request that the Point of Order made by Mr. Marghescu at the Members' Assembly is minuted and a footnote accompanies the final Motion as an important clarification, namely that legal elephant trophies are not subject of this Motion."

