



# The IUCN Programme 2013–2016

Adopted by the IUCN World  
Conservation Congress,  
September 2012

nature+™



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## Summary

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The IUCN Programme 2013–2016 is driven by two features of life today: Global production and consumption patterns are destroying our life support system – nature – at persistent and dangerously high rates. And people, communities, governments and private actors are under-utilizing the potential power of nature and the solutions it can provide to global challenges in fields such as climate change, food security, social and economic development. IUCN terms these *nature-based solutions*.

Well into the UN Decade of Biodiversity and the implementation of the *Strategic Plan for Biodiversity 2011–2020*, the IUCN Programme 2013–2016 aims to mobilize communities working for biodiversity conservation, sustainable development and poverty reduction in common efforts to halt biodiversity loss and apply nature-based solutions to conserve biodiversity, enhance resilience, strengthen equity, reduce poverty and so improve the wellbeing of people on this planet.

The Programme builds upon IUCN's niche as the world's authority on biodiversity conservation, nature-based solutions and related environmental governance. It has three Programme Areas:

1. *Valuing and conserving nature* enhances IUCN's heartland work on biodiversity conservation, emphasizing both tangible and intangible values of nature.
2. *Effective and equitable governance of nature's use* consolidates IUCN's work on people-nature relations, rights and responsibilities, and the political economy of nature.
3. *Deploying nature-based solutions to global challenges in climate, food and development* expands IUCN's work on nature's contribution to tackling problems of sustainable development, particularly in climate change, food security and social and economic development.

The Programme is implemented through the combined force of the Secretariat (1,000 staff in global thematic programmes and nine regional programmes) working together with six IUCN Commissions, with more than 11,000 members who provide critical knowledge for Programme implementation. Under the One Programme Charter adopted by Council in May 2011, the 1,200 State, government and NGO Members of IUCN contribute where there is alignment with the IUCN Programme. The Programme relies on impact indicators for biodiversity, people and nature, and nature and development. This is IUCN's *raison-d'être*. Building on tight knowledge-policy-action links, the Programme promises to deliver *three global results* that are also adapted and applied by the IUCN regional programmes and Commissions:

1. Credible and trusted knowledge for valuing and conserving biodiversity leads to better policy and action on the ground.
2. Improved governance arrangements over natural resource management strengthen rights and deliver equitable conservation with tangible livelihoods benefits.
3. Healthy and restored ecosystems make cost-effective contributions to meeting global challenges of climate change, food security and social and economic development.

To raise resources for Programme implementation and more effective partnerships, IUCN is renewing its business model. Members support IUCN as a Union through subscriptions and donor framework funding. IUCN depends on official development assistance for three fourths of its overall budget. The Programme is supported by a new business model, aimed at enhancing flagship knowledge products, generating large-scale aid- or Member-funded programmes, and exploiting new sources of funding for policy influence and environmental governance beyond aid.

## Introduction

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The IUCN Statutes call for the Union to “pursue its objectives through an integrated programme of activities, formulated, coordinated and implemented by the Members and components of IUCN”, and specify that this Programme is to be adopted by the World Conservation Congress. In further specifying the roles of the components of IUCN, the Statutes state that the Commissions are established by the Congress based on “mandates within the IUCN Programme”, and the Secretariat is given the “responsibility of implementing the policy and the programme of IUCN”.

This document presents the *IUCN Programme 2013–2016*, as endorsed by Council in February 2012, following extensive consultations with the Members and components of IUCN during 2011.<sup>1</sup> This document was presented to Members of IUCN and adopted at the World Conservation Congress in Jeju, Republic of Korea in September 2012.

*A just world that values and conserves nature.* This is IUCN’s Vision. Nature is our life support system. The diversity of life and nature must be conserved for its own sake and also for development to be sustainable. This requires fundamental change in all dimensions of life and society, including politics and economics, far beyond IUCN’s mandate and capacities. IUCN advances nature-based solutions to halt the destruction of biodiversity<sup>2</sup> and to sustain development for all, especially the poorest people and communities who depend directly on nature for their livelihoods. A just world must guarantee equitable rights of access to biodiversity and nature’s benefits across generations, gender, and economic, social and geopolitical lines. This vision echoes the principles and values embodied in IUCN Resolutions on the Earth Charter and on the Intergenerational Partnership for Sustainability.

The values of biodiversity are both tangible and intangible. Biodiversity is a central component of many belief systems, contributing to cultural heritage, religious, emotional and aesthetic values. Biodiversity has existence value and bequest value. IUCN recognizes the ethical dimension of nature conservation. While some biodiversity values are reflected in economic decision making (e.g. crops and fibre), many non market values remain essentially invisible from an economic perspective.

IUCN’s mission is “To influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable.” The world needs IUCN’s leadership to address the growing crisis in biodiversity loss and to show how nature can provide solutions to the world’s most pressing issues – and how environmental governance can be improved for biodiversity conservation. IUCN is the leading provider of biodiversity knowledge, tools and standards used to influence policy, undertake conservation planning and guide action on the ground. As a Union, IUCN is well placed to bring together the key actors at all levels.

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<sup>1</sup> Consultations have been both on-line and face-to-face in the meetings of IUCN Council in May and November 2011 and at eleven Regional Conservation Fora: Asia: 27–30 September 2011, Incheon, Republic of Korea; Canada: 19–20 September 2011, Ottawa, Canada; Eastern and Southern Africa: 20–22 September 2011, Johannesburg, South Africa; Europe: 6–9 September 2011, Bonn, Germany; Mesoamérica/Caribbean: 5–7 October 2011, Santo Domingo, República Dominicana; North Africa: 5–7 October 2011, Rabat, Morocco; Oceania: 23–25 August, Brisbane, Australia; South America: 13–15 June, Lima, Peru; United States: 21 September, Washington DC, USA; West and Central Africa: 5–8 July, 2011, Brazzaville, Republic of the Congo; West Asia: 2–5 May 2011, Kuwait.

<sup>2</sup> The Convention on Biological Diversity (CBD) defines biodiversity as follows: “Biological diversity (‘biodiversity’) means the variability among living organisms from all sources including, *inter alia*, terrestrial, marine, and other aquatic ecosystems, and the ecological complexes of which they are part; this includes diversity within species, between species and of ecosystems”. In this document IUCN equates biodiversity with nature.

The IUCN Programme 2013–2016 reflects the *One Programme Charter*, adopted by IUCN’s Council in May 2011. The Programme aims to be relevant and mobilizing for all IUCN’s components, while recognizing that Members also have their own initiatives and activities that cannot be covered solely by the IUCN Programme. This is specified in the Charter: “This Charter calls upon the Secretariat, Commissions, and National and Regional Committees to work together to develop and implement the IUCN Programme collaboratively. It invites Members, where their priorities and capacities align with the Programme, to participate in its implementation.”

For the 2013–2016 period, IUCN will continue to take active part in international environmental governance and processes, including the *Strategic Plan for Biodiversity 2011–2020* and the Protocol on Access and Benefit Sharing (ABS), adopted by the UN Convention on Biological Diversity in 2010; the UN Decade for Biodiversity; the launch of the Intergovernmental Science-Policy Platform for Biodiversity and Ecosystem Services (IPBES); efforts to meet the 2015 target for achieving the Millennium Development Goals, and negotiations under various international conventions and fora, including the UN Framework Convention on Climate Change, the UN Convention to Combat Desertification, the Ramsar Convention on Wetlands, the Convention on International Trade in Endangered Species (CITES), the Convention on Migratory Species (CMS), the World Heritage Convention (WHC) and the UN Forum on Forests (UNFF).

### **The Niche and Programme Purpose of IUCN**

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IUCN is the world’s authority on conserving nature and natural resources for people’s livelihoods, setting standards, fostering policies and bringing together a diverse membership of States, government agencies and civil society for nature-based solutions to global challenges and environmental governance, aimed at sustainable development and biodiversity conservation on the ground.

During 2013–2016, IUCN aims to integrate the work of communities engaged in biodiversity conservation, nature-based solutions and sustainable development. Each element of the Programme purpose bridges the biodiversity, sustainability and development communities and addresses nature’s benefits to people’s livelihoods. During 2013–2016, IUCN will:

- Expand efforts to halt the loss of biodiversity and link-up with efforts for poverty reduction and sustainable development
- Develop and promote nature-based solutions to global, regional and local development challenges, providing tangible livelihood benefits and conserving biodiversity
- Support and influence the implementation of the Strategic Plan and use the Plan to advance development goals that apply nature-based solutions to enhance people’s livelihoods

IUCN’s unique features enable the Union to bring together its diverse membership of States, government agencies and civil society in common efforts for a strategy for sustainable development. With a mandate on nature and people, IUCN produces and disseminates science-based, applied knowledge on biodiversity and its conservation, drawn from its 1,200 Members, its six thematic Commissions, with more than 11,000 Commission members, and the Secretariat, with 1,000 staff. The knowledge -> policy -> action link, achieved jointly through the Union, makes IUCN the world’s authority on biodiversity conservation, nature-based solutions and related policy development and environmental governance. Four features summarize how IUCN works as a Union:

1. IUCN generates and disseminates credible and trusted knowledge on conservation and sustainable development
2. IUCN convenes and builds partnerships for action across governments and civil society

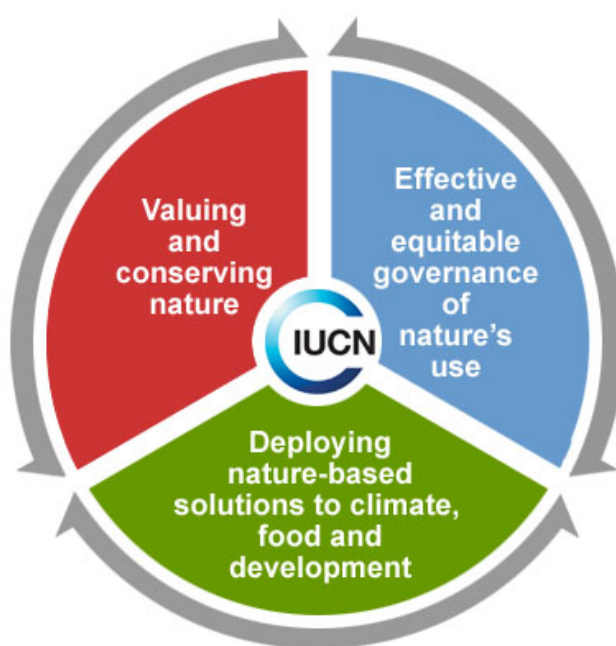
3. IUCN bridges local, regional and global policy and action
4. IUCN develops standards, influences practices and builds capacity for conservation and sustainable development.

Taken together, these features make IUCN distinct from others in the conservation, environment and sustainable development arena and enable the Union, its Members and components, to deliver a common Programme. Many organizations share the focus on knowledge-based policy making, standard-setting and action on the ground, but none with a membership and a science-foundation as robust and diversified as that of IUCN.

### The IUCN Programme Framework

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IUCN’s Programme builds on the Vision, *a just world that values and conserves nature*, and has been organized into three Programme Areas (see Figure 1, below).<sup>3</sup> The two Programme Areas *Valuing and conserving nature* and *Effective and equitable governance of nature’s use* represent the heartland of IUCN’s work. These are essential for biodiversity conservation and for influencing the economic, social and political processes that determine biodiversity loss, ecosystem management, nature-based livelihoods, and rights and responsibilities for nature. Under *Valuing and conserving nature*, IUCN will develop and use its world-class knowledge on biodiversity, and its associated tools and planning standards, to influence policy and action on the ground. Under *Effective and equitable governance of nature’s use*, IUCN will consolidate its experience from working with people and institutions, addressing how public and private decisions on nature and ecosystems affect biodiversity and livelihoods. This will lead to a set of principles, standards and tools for nature-related rights, responsibilities, governance and equity.



**Figure 1: IUCN’s Programme framework 2013–2016**

<sup>3</sup> The 1<sup>st</sup> draft Programme (May 2011) contained five Programme Areas. In response to advice and comments received, the distinction between core and thematic Programme Areas was dropped, and the three thematic Programme Areas were consolidated into one (“Deploying Nature-based Solutions to Global Challenges in Climate, Food, Economy”), which emphasizes IUCN’s specialization within nature-based solutions. The substance is retained, and the Programme framework has been made simpler. Subsequently, between the 2<sup>nd</sup> and 3<sup>rd</sup> drafts, “economy” was changed to economic and social development, or development in brief.

The third Programme Area – *Deploying nature-based solutions to global challenges in climate, food and development* – concerns the application of IUCN’s knowledge to sustainable development, empowerment and poverty reduction. Resilient nature is fundamental to societal and economic resilience. The Programme focuses on nature-based solutions as IUCN’s particular strength, not because nature provides the only solutions, but because this specialization allows IUCN, in partnerships with others, to address a wide range of global development challenges. Nature-based solutions offer multiple benefits simultaneously and therefore efficiently. This Programme Area focuses initially on nature-based solutions to climate change (including disaster risk reduction), food security, and economic and social development, but will over the course of the four-year Programme explore opportunities to broaden this approach to sectors such as health and access to energy.

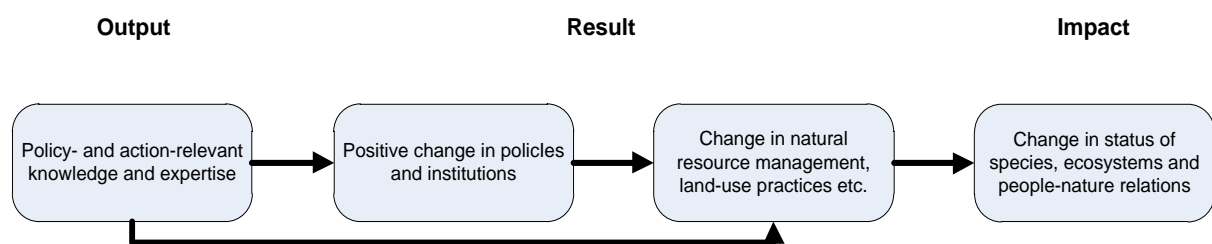
Figure 1 shows IUCN’s integrated work on nature, from the deep knowledge of biodiversity, through equitable governance of nature’s use, to the practical solutions for people and nature, and again to valuing and conserving nature. The knowledge -> policy -> action link is found within each of the three Programme Areas. Through their Regional Programmes 2013–2016, IUCN’s nine Regions will adapt and apply the Programme framework in accordance with the region-specific needs and work environments as well as the views expressed by Members and component representatives at the Regional Consultation Fora undertaken in 2011.

The Programme framework shows both continuity and change relative to the 2009–12 Programme. The continuity is the focus on nature conservation and natural resources – IUCN is not a broad environment and development organization. The change vis-à-vis the current Programme consists of:

- More emphasis on *valuing* nature in the first Programme Area, addressing direct financial, broader economic and other intangible values.
- Compiling and profiling IUCN’s work on *decision making, management and governance* of nature’s use and natural resources in a central Programme Area.
- Consolidating IUCN’s work on *nature-based solutions* to global challenges, allowing IUCN to offer standards and methodologies for nature-based approaches eventually in many sectors.

### Global Programme Results

IUCN achieves its results through influence on policies and institutions at all levels. With its extensive network of regional and national offices and Members and Commission members all over the world, IUCN is, in effect, also a field-based organization. Impact on the ground in the form of biodiversity conservation and use of nature-based solutions, to the benefit of people and nature, is the ultimate rationale of IUCN. This is seen in Figure 2. IUCN delivers *outputs* under its control and aims at *results* that also depend on many other factors, and which *impact* on biodiversity conservation and people-nature relations.

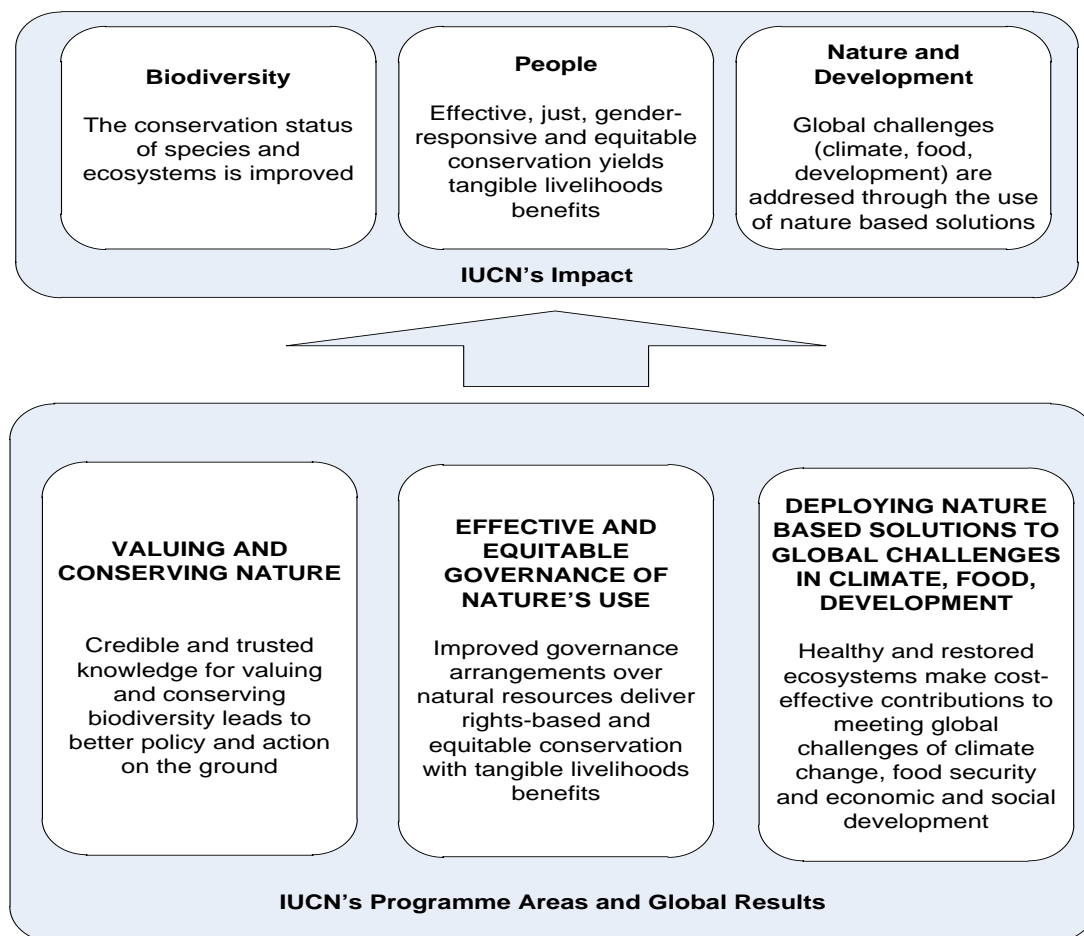


**Figure 2: A simplified results chain for IUCN**



Ultimately, the IUCN Programme aims to secure the use of the terrestrial and marine areas of this planet in a way which conserves nature and sustains people’s livelihoods. This requires a network of connected protected areas, covering the most important areas for biodiversity, and integrated into healthy and resilient landscapes and seascapes. Even when IUCN influence goes via policies and institutions, the impact of IUCN operations has a geographical dimension: species and their habitats, protected areas, key biodiversity areas, ecosystems, sustainably managed biomes, people’s dependence on natural resources, and nature-based solutions to climate change, food security, etc.

This enables a common focus in impact monitoring across IUCN programmes: IUCN outputs and results shall contribute to improved and sustainable interaction of nature and people in protected areas and healthy landscapes and seascapes. This is shown in Figure 3.



**Figure 3: IUCN’s intended impacts and global results**

Table 1 summarizes the *impact*, the common *impact indicators*, the *global results* and the *results indicators* of the three Programme Areas. Some of the indicators need refinement and development, e.g. those based on the IUCN Red List of Ecosystems, which is not yet in operation. The outputs and results of the IUCN Secretariat’s global thematic and regional programmes must contribute to the three global results shown. The *results* indicators will be developed to assist these programmes in monitoring and reporting on their results.

**Table 1: Intended impact, global results and results indicators, and common impact indicators**

Impact	Global results and results indicators	Common impact indicators
<b>Valuing and conserving nature</b>		
<p><b>The conservation status of species and ecosystems is improved</b></p>	<p><i>Credible and trusted knowledge for valuing and conserving biodiversity leads to better policy and action on the ground</i></p> <p>Indicators:</p> <ol style="list-style-type: none"> <li>1. Extent, representativeness and connectivity of effectively managed protected areas</li> <li>2. Proportion of identified key biodiversity areas within and outside protected areas</li> <li>3. Number of exports of data from the IUCN Red List</li> <li>4. Extent to which IUCN advice and positions are followed in CBD, CITES and WHC</li> </ol>	<p>The proportion of the most important areas for biodiversity effectively managed for the conservation of species, ecosystems and genetic diversity</p>
<b>Effective and equitable governance of nature's use</b>		
<p><b>Effective, just, gender-responsive and equitable conservation yields tangible livelihoods benefits</b></p>	<p><i>Improved governance arrangements over natural resources deliver rights-based and equitable conservation with tangible livelihoods benefits</i></p> <p>Indicators:</p> <ol style="list-style-type: none"> <li>1. Enhancement of institutional and governance arrangements based on a new IUCN natural resource governance framework</li> <li>2. Extent of protected areas managed in accordance with the IUCN's natural resource governance framework</li> <li>3. Area (in ha.) of agriculture, fisheries and forestry managed according to IUCN's natural resource governance framework</li> <li>4. Extent of high seas administered in accordance with the ecosystem approach and IUCN's natural resource governance framework</li> </ol>	<p>Increased contribution from sustainably managed natural resources to household members</p>
<b>Deploying nature-based solutions to global challenges in climate, food and development</b>		
<p><b>Global challenges (climate, food, development) are addressed through the use of nature-based solutions</b></p>	<p><i>Healthy and restored ecosystems make cost-effective contributions to meeting global challenges of climate change, food security and economic and social development</i></p> <p>Indicators:</p> <ol style="list-style-type: none"> <li>1. Extent of incorporation of nature-based solutions in policies on climate change, food security and economic and social development at international, national and corporate levels</li> <li>2. Extent (in ha.) of resilient and diverse landscapes sustainably managed, protected or restored for food, climate change or economic benefit</li> <li>3. Number of governments and public/private companies that have incorporated biodiversity values into planning and/or accounting systems</li> </ol>	<p>Trends in benefits that people derive from selected ecosystem services (e.g. gender-differentiated changes in security of water access and food)</p>

To the extent possible, the *impact* indicators will be measured once every four years to show how IUCN's influence is contributing to changes on the ground, without claiming direct attribution. The impact indicators are common to IUCN's three Programme Areas and can also be used by IUCN Members, components<sup>4</sup>, partners and Multilateral Environmental Agreements. They will be the basis for measuring change across all IUCN programmes and projects:

- *The proportion of the most important areas for biodiversity effectively managed for the conservation of species, ecosystem functions and genetic diversity*: This impact indicator is based on two data sets – Key Biodiversity Areas and the World Database on Protected Areas. The impact is measured through The IUCN Red List Index which can demonstrate genuine changes in conservation status of sets of species as a result of conservation action. It can also be disaggregated to show trends in regions, ecosystems, habitats, and taxonomic groups. It is already adopted as one of two biodiversity indicators for the Millennium Development Goals (MDGs). The IUCN Red List of Ecosystems, once developed, will be able to be used to develop an index to measure the risk of losing critical ecosystem functionality, to show changes in ecosystem status over time.
- *Increased contribution from sustainably managed natural resources to household members*: This is a proxy indicator that measures changes in gender-differentiated benefits and services flowing from ecosystems and management of natural resources. The indicator serves as a means of showing how conditions are improving when rights are secure for specific populations (rural and coastal populations are suggested) and also as a signal that nature-based solutions are delivering economic solutions.
- *Trends in benefits that people derive from selected ecosystem services (e.g. gender-differentiated changes in security of water access and food)*: This is an indicator that serves as a proxy for measuring benefits from nature-based solutions to climate change and food security. Water access and food security can serve as an indication of changes due to climate change adaptation.

The global *results* and the proposed *results indicators* of Table 1 are discussed in the relevant Programme Area sections below.

### **Programme Area: Valuing and conserving nature**

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Biological diversity ('biodiversity') underpins ecosystem functioning and the provision of ecosystem services, and is essential for human well-being. Its elements – ecosystems, genes and species – and the processes that maintain them interact in ways, some as yet unknown, to sustain the life support systems of this planet. Amongst others, biodiversity provides food security, human health, clean air and water; contributes directly to local livelihoods and economic development; and is essential to achieve the Millennium Development Goals, including poverty reduction and gender equity. Yet, despite the fundamental importance of biodiversity for life on this planet, it continues to be lost. There are overwhelming indications of continuing decline in biodiversity.<sup>5</sup> The target set by the world's governments in 2002 to halt the loss of biodiversity by 2010 was not met, either internationally or nationally in any part of the world.

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<sup>4</sup> The IUCN Statutes (Article 15) describe the components of IUCN as: (a) the World Conservation Congress; (b) the Council; (c) the National and Regional Committees and Regional Fora of Members; (d) the Commissions; and (e) the Secretariat.

<sup>5</sup> Multiple assessments have clearly documented the major challenges for biodiversity and conservation, including the Millennium Ecosystem Assessment, the IUCN Red List of Threatened Species and the Global Biodiversity Outlook 3. For example see Butchart, S.H.M., et al. 2010. Global biodiversity: indicators of recent declines. *Science* 328: 1164-1168.03-1509.

There is also mounting evidence that conservation works. Targeted conservation action can result in conservation success, when compared with that anticipated without such efforts. Successful interventions, sometimes through the enactment of law and policy, include species recovery programmes, establishment of protected areas, restoration of ecosystems, control of invasive species, re-introduction programmes, *ex situ* conservation measures and effective management programmes, all of which IUCN addresses through this Programme Area. Conservation successes resulting from action are described and quantified by IUCN in Hoffmann et al, 2010.<sup>6</sup> This is a classic example of how data from the IUCN Red List can feed into on-the-ground conservation action to deliver tangible and successful results.

Nevertheless, the current level of action is outweighed by the magnitude of threat, and conservation responses need to be substantially scaled up to combat the extinction crisis. In other words, IUCN, and indeed the global conservation community, needs to do a lot more of what works.

This Programme Area seeks to address the direct pressures on biodiversity and to ensure that its use is sustainable in order to safeguard ecosystems, species and genetic diversity. IUCN aims to address these pressures through work to reduce the rate of loss of natural habitats (the biggest driver of biodiversity loss), including forests, peatlands, wetlands and drylands, principally through facilitating the establishment and effective management of protected areas of all categories and governance types, and ensuring that such areas protect the most important areas for biodiversity.

A further significant driver of biodiversity loss, invasive alien species, poses a major threat to biodiversity and ecosystems services, with consequent impacts on people's livelihoods. IUCN will continue to address this serious challenge through the provision of information on the management of pathways for their introduction, and guidelines on their control. It also incorporates work to have the values of nature reflected in policy and markets as well as national accounting and planning systems, which builds on The Economics of Ecosystems and Biodiversity (TEEB) study.

### **Justification**

Valuing and conserving nature is the heartland and at the core of IUCN's work with strong mandates from two main sources. Members have passed a wealth of Resolutions over the past four World Conservation Congresses, mandating IUCN to address the issues of valuing biodiversity (addressing the full range of diversity of concepts and values of nature), threatened species, and protected areas including World Heritage sites, and ensuring that the use of natural resources is sustainable. A step change is now needed in ambition, urgency, investment and action to conserve biodiversity.

In October 2010, the Parties to the Convention on Biological Diversity meeting in Japan adopted a new Strategic Plan for Biodiversity to galvanize action for biodiversity conservation. The vision of the *Strategic Plan for Biodiversity 2011–2020* and the Aichi Targets is a world of "Living in harmony with nature" where "By 2050, biodiversity is valued, conserved, restored and wisely used, maintaining ecosystem services, sustaining a healthy planet and delivering benefits essential for all people." The United Nations General Assembly declared a UN Decade for Biodiversity for the same period. The IUCN Programme 2013–2016 supports the implementation of the Strategic Plan and has been built to show, monitor and report on exactly where IUCN will contribute to the achievement of the twenty Aichi Targets. This Programme Area makes a direct contribution to many of the targets of the Strategic Plan. In particular IUCN contributes to the achievement of the targets under Strategic Goals B and C.

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<sup>6</sup> Hoffmann, M., et al. 2010. The impact of conservation on the status of the world's vertebrates. *Science* 330: 1503-1509; see also Vié, J.-C., Hilton-Taylor, C. and Stuart, S.N. (eds.) 2009. *Wildlife in a Changing World. An Analysis of the 2008 IUCN Red List of Threatened Species™*. IUCN, Gland, Switzerland.

Goal B: Reduce the direct pressures on biodiversity and promote sustainable use:

- Target 5: Habitat loss reduced
- Target 9: Invasive alien species combated

Goal C: Improve the status of biodiversity by safeguarding ecosystems, species and genetic diversity:

- Target 11: Protected areas increased
- Target 12: Extinction prevented
- Target 13: Genetic diversity maintained

IUCN's work on valuation – and its entire Programme, including the work of the Commission on Education and Communication (CEC) – will contribute to three additional targets:

- Target 1: Public awareness increased
- Target 2: Values of biodiversity recognized
- Target 20: Financial resources increased

### **Approach and results**

The Programme Area is based on the simple premise that better knowledge about biodiversity, the threats it faces and the conservation measures that can be taken, will help drive action. By combining world-class knowledge, standards and tools with a mobilized network of Members and partners, real change in policies and action on the ground to conserve biodiversity is possible.

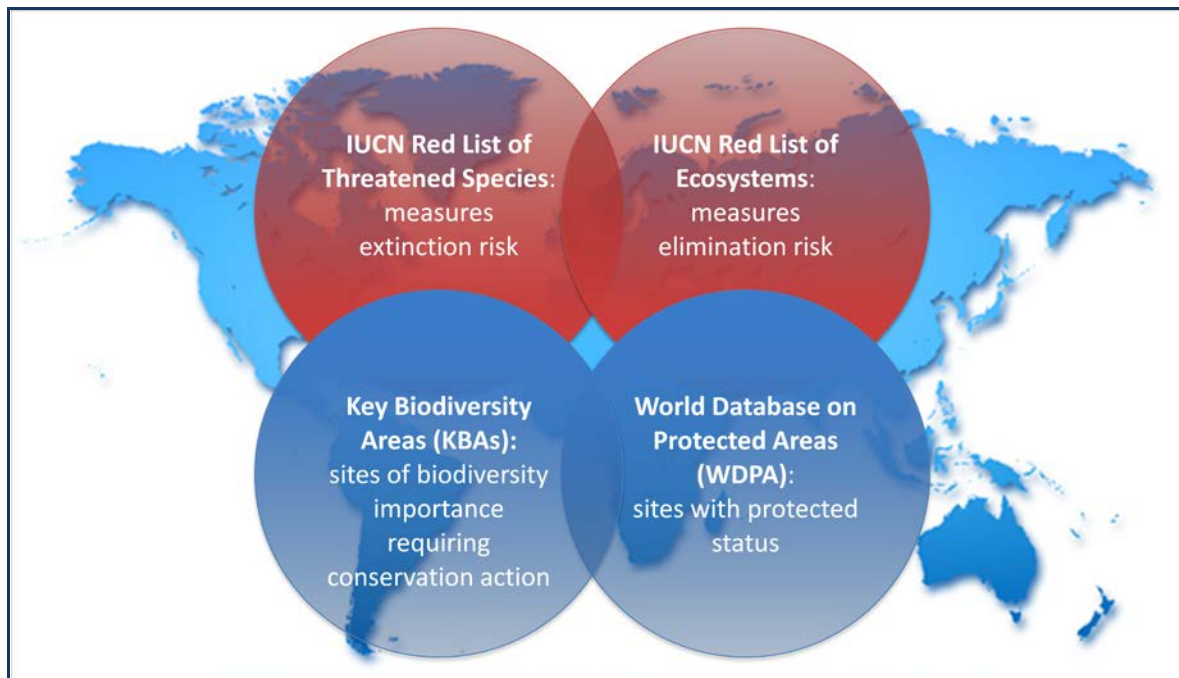
IUCN has a long history of creating and providing credible and trusted knowledge on biodiversity, notably through the expertise and support of the Species Survival Commission (SSC) and the World Commission on Protected Areas (WCPA). IUCN will continue its leading role in providing such cutting edge science-based knowledge and analysis based on the further development of our flagship knowledge products. More focus will be given to exploring the generation of knowledge that directly leads to policy influence and conservation action on the ground.

A key priority is to expand the taxonomic coverage of the IUCN Red List of Threatened Species by assessing plants, invertebrates and fungi to make it truly representative of biodiversity as a whole. The IUCN Red List of Threatened Ecosystems will, when developed, provide information on the elimination risk of ecosystems and complement the information provided by the IUCN Red List of Threatened Species. In particular it offers the opportunity to firmly embed conservation in land use planning and national development. It will help make the linkages between ecosystem and human well being, provide a means of assessing and rewarding good ecosystem performance such as through payments for ecosystem services, as well as make strong links to land use planning.

All IUCN's related knowledge products will be strengthened, which will require ongoing investment, for use in effective conservation planning, especially through working to make better conceptual and operational linkages between them. Harmonization of standards for criteria, data collection and management systems will help facilitate such linkages – to leverage IUCN knowledge products for protection of the world's most important sites for biodiversity (KBAs; see Figure 4). Figure 4 brings forward the critical importance of global coverage of these biodiversity datasets.

More specifically, work to complete a conservation standard (utilizing criteria derived from the IUCN Red List of Threatened Species and the IUCN Red List of Ecosystems), to identify the most important sites for biodiversity on land and in the sea (key biodiversity areas) will be finalized and comprehensively applied. This will bring together approaches to identify Important Bird Areas, Important Plant Areas, and in the marine realm, Ecologically and Biologically Significant Areas (EBSAs). The approach will complement species conservation guidelines and strategies developed to

conserve wide ranging species, such as large predators or migratory species that have ranges extending beyond KBA sites. Once identified, IUCN will seek to ensure the protection of these sites.



**Figure 4: Valuing and conserving nature: Developing standards for criteria, data collection and systems and leveraging IUCN knowledge products to protect the world’s most important sites for biodiversity (KBAs)**

Nature is valuable and nature is priceless: in addition to promoting the economic values of biodiversity (see also below on nature-based solutions), IUCN will continue to promote the cultural and other intangible values of nature. As the TEEB study demonstrated, it will be more expensive to continue with business as usual than to deal with the consequences of further degradation in biodiversity. IUCN will promote the incorporation of biodiversity values into development strategies and planning processes as well as into private sector and government accounting systems. This will make biodiversity a factor in the development agendas of countries and help give biodiversity greater visibility to policy makers.

Knowledge must be used. IUCN will leverage its knowledge, standards and tools for policy influence and to support action on the ground, particularly action undertaken by IUCN Members. IUCN has a long history of working with the biodiversity related conventions, and in fact was responsible for drafting many of them. In its engagement with the Convention on Biological Diversity, the World Heritage Convention and the Convention on the International Trade of Endangered Species, IUCN has unparalleled expertise and is specifically and consistently requested by governments to assist in numerous ways in relation to their operation and implementation. IUCN will continue to support these and other conventions such as the Ramsar Convention.

The biodiversity related conventions have agreed to adopt the Strategic Plan for Biodiversity as their own framework for action, which increases the potential for synergy. IUCN will capitalize on such synergy and focus in particular on work to support implementation of the Aichi Targets, promoting the use of IUCN knowledge to measure progress towards the achievement of these targets.

**GLOBAL RESULT for “Valuing and conserving nature”:**

***Credible and trusted knowledge for valuing and conserving biodiversity leads to better policy and action on the ground***

IUCN will continue to create credible and trusted knowledge on biodiversity. This will be based on the further development of IUCN’s knowledge products with an increasing focus on providing knowledge that leads to policy influence and action on the ground. Building better links between these products will facilitate an increased focus on effective conservation planning, notably through work to complete and apply a conservation standard to identify the most important sites for biodiversity on land and in the sea (key biodiversity areas) to complement conservation planning that targets specific species. IUCN will leverage its knowledge for policy influence and to support action on the ground, especially through implementation of the biodiversity-related conventions and the Strategic Plan for Biodiversity.

The intended impact and impact indicators are presented in Table 1 above. In relation to the IUCN Red List Index, which can demonstrate genuine changes in conservation status of sets of species as a result of conservation action, it should be noted that the extinction crisis is so severe, and resources so limited, that examples of improved status are few and far between.

Four *results indicators* are proposed for this Programme Area, based on IUCN’s own knowledge products:

1. Extent, representativeness and connectivity of effectively managed protected areas. This is measured through the IUCN/UNEP/WCMC World Database on Protected Areas (WDPA).
2. Proportion of identified Key Biodiversity Areas within and outside protected areas. This is measured through the overlap of Protected Areas with identified Key Biodiversity Area data sets.
3. Number of exports of data from downloads of the IUCN Red List of Threatened Species; number of mentions of The IUCN Red List in scientific literature. Downloads of information for a stated purpose are being tracked.
4. Extent to which IUCN advice and positions are followed in CBD, CITES, Ramsar and WHC. This measurement needs to be developed.

**Programme Area: Effective and equitable governance of nature’s use**

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People everywhere depend directly or indirectly on biodiversity for their well-being. Nature is a precondition for growth and prosperity of human societies. There is growing evidence that the direct economic value of this support is enormous though not well recognized. Recent studies suggest that natural resources regularly and directly contribute 25% – 30% of many rural and coastal peoples’ household income in low and middle income countries. However, historically the State has tended to retain authority over natural resources excluding or heavily regulating local control. The direct consequence of this is that nature’s benefits are not equitably shared and, in many situations, natural resources are poorly managed. Governance over natural resources is a problem of the State, or other powerful influences, expropriating too much control over resources. In some areas, with the so-called global commons, notably the high seas, there is the opposite challenge that there is little if any control over the management of these resources.

Natural resource governance is shaped by the norms, institutions and processes that determine how power and responsibilities over the resource are exercised, how decisions are taken, and how citizens – men and women – participate in the management of natural resources. The quality of

these decision-making processes is one of the singular most important determinants as to the contribution ecosystems make to human well-being and the long-term prospects for successful biodiversity conservation. Sharing power, responsibility and benefits in natural resource management, as well as strengthening governance arrangements, including legal entitlements, to make decisions more transparent, inclusive and equitable, are good for both people and biodiversity. This is the basis of a just world that is capable of valuing and conserving nature.

This Programme Area will contribute to recognizing and respecting the rights of people who live close to and rely on nature and also help governments, communities and the private sector put in place credible and robust measures to improve natural resource governance – both policy making and implementation. IUCN will bring together strands of established rights and governance work under a new framework that will help add more coherency and consistency of approach to this complex issue. IUCN will work with its Members, components and partners systematically to strengthen conservation and natural resource governance, including helping to facilitate fair resolution of contentious issues and ultimately, improve the flow of nature's benefits to natural resource dependent peoples.

### **Justification**

Many IUCN activities already address governance, rights, equity, entitlements and gender as cross-cutting themes. There is a growing realization within the Union that there remains a need for greater consistency, focus and coherence on this issue across the Secretariat and Commissions. The Union's work in this area – how decisions about conservation and natural resource use are made and implemented and how the costs and benefits need to be shared – must be a constant and prominent feature of its Programme. This approach is supported by a strong mandate from Members. In addition to the Union's Vision and Mission, there are over 100 IUCN Congress resolutions that deal directly with and unambiguously link conservation science and practice with social justice and equity. The work of the Commission on Environmental Law (CEL) is central to this area.

There are also mandates from beyond IUCN to address these issues. IUCN's work will help deliver the *Strategic Plan for Biodiversity 2011–2020* and implement the recently adopted Protocol on Access and Benefit Sharing, which has as its objective the fair and equitable sharing of benefits arising from the utilization of natural resources, thereby contributing to the conservation and sustainable use of biodiversity. Several international mechanisms such as the United Nations Declaration on the Rights of Indigenous Peoples are pushing governments to improve social equity for marginalized groups – including recognition of rights with respect to natural resources.

This Programme Area makes a direct contribution to many of the targets of the Strategic Plan for Biodiversity, particularly Strategic Goal D to enhance the benefits to all from biodiversity and ecosystems and Strategic Goal E to enhance implementation through participatory planning, knowledge management and capacity building, specifically:

- Target 14: Ecosystems are restored and safeguarded
- Target 16: Nagoya Protocol on Access to Genetic Resources and the Fair and Equitable Sharing of Benefits Arising from their Utilization is in force
- Target 18: Traditional knowledge respected and reflected in implementation of the Convention

Furthermore, by developing tools and approaches that foster better natural resource governance this Programme Area will help establish the pre-conditions necessary for the achievement of Target 11 (Protected areas), particularly with respect to recognizing and advancing Community Conserved Areas and conservation areas within Indigenous People's Territories, as well as Targets 6 and 7 (sustainable management of marine and terrestrial natural resources).



## Approach and results

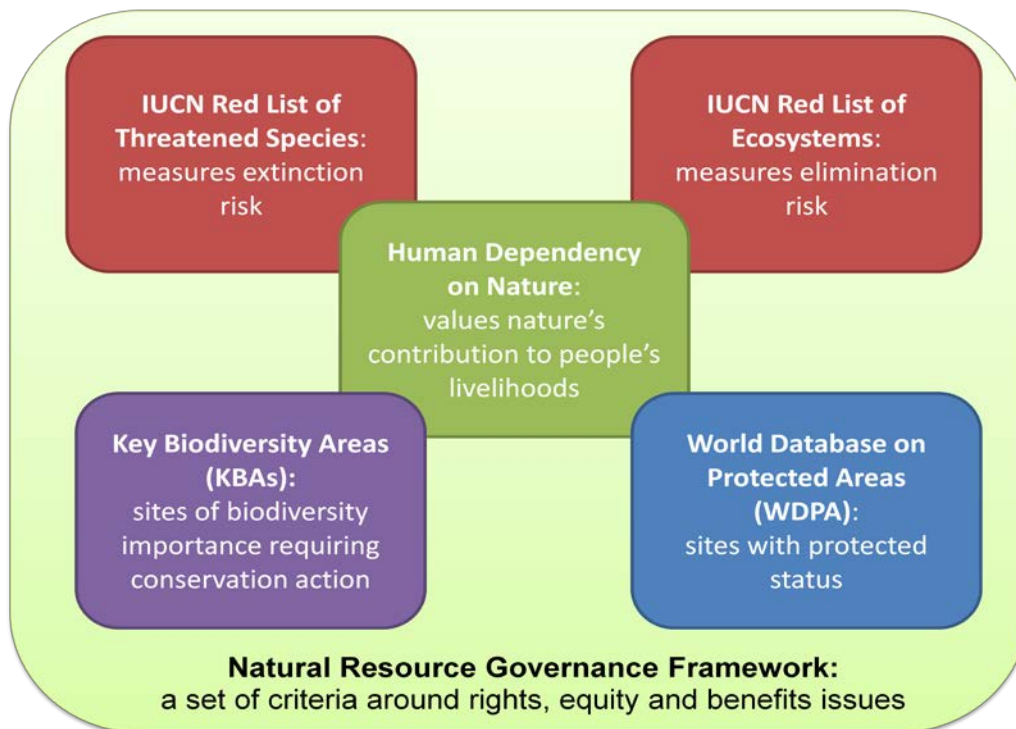
IUCN has linked conservation and sustainable development for many years. IUCN's work will create a robust set of principles, standards and tools, consolidating what already exists, and convening and empowering stakeholders to design solutions that influence policy, governance and action. Central to this will be the development of a framework for the robust and independent assessment of the status of natural resource governance. This knowledge product will draw on the broad range of social science embodied in the Commission on Environmental Economic and Social Policy (CEESP) and the Commission on Environmental Management (CEM) with the ultimate aim of being the "go-to" resource and standard on natural resource governance in a similar way that The IUCN Red List of Threatened Species is the definitive authority on the conservation status of species.

The formulation of criteria for the natural resource governance framework should include consideration of the rule of law, rights and equity, and the principle of non-regression as indicators of the quality of decision making and the distribution of benefits. The framework will not lead to "categories" like in the Red Lists and will not be judgmental with a scoring framework. More explicitly than the IUCN Red Lists, the framework should encourage and guide people, including decision makers on how to make natural resource governance more effective and equitable. The framework will seek to link up with existing frameworks, such as the Natural Resource Charter and possible outcomes from the Rio+20 Conference related to access to information.

Achieving this will involve consolidating previous experience, systematically learning from activities across IUCN and mobilizing the Union and its partners – many of whom come from the most vulnerable segments of society – to develop, test and refine these new flagship tools. Conservation must effectively incorporate equity, rights and responsibilities in policy, governance and action at all levels. IUCN will demonstrate how these issues are linked, show-casing the best solutions available in order to change policy and deliver tangible benefits to people and communities. IUCN will produce a state of the art knowledge product that will periodically assess the direct contribution of well governed natural resources to people's livelihoods, particularly in rural and coastal areas.

- Metrics will be systematically incorporated in all relevant IUCN project interventions to ascertain natural resource contribution to rural and coastal income, using a modified toolkit that IUCN has already tested and deployed. These data will be differentiated by gender and other social groupings as well as the institutional arrangements under which natural resources are governed.
- IUCN will build and maintain a central authoritative database (similar to that for the IUCN World Database on Protected Areas) that acts as a global repository for information on natural resource dependency and which draws on the work of the IUCN Commissions, Members, Secretariat, other components and partners.
- IUCN will conduct a periodic (every 2–4 years) meta-analysis using existing literature in an attempt to document global numbers of natural resource dependant people and the general governance arrangements over the resources they rely on.
- Drawing on the various datasets, IUCN aims to produce a flagship knowledge product that attempts to quantify global and regional total values for the contribution of natural resources to the household income of rural and coastal communities and track changes over time. A recent analysis of this sort estimated that the total direct contribution to rural households from forests alone exceed an annual figure of 130 billion USD / per year.

Figure 5 shows, firstly, how the database on Human Dependency on Nature will link up with IUCN's biodiversity databases, and secondly how the Natural Resource Governance Framework aims to assist decision makers at all levels to manage and govern the use of nature. The five datasets shall provide the best possible knowledge base for effective and equitable governance of nature's use.



**Figure 5: A Natural Resource Governance Framework aimed at improved governance of the world's key biodiversity sites and of human dependency on nature**

***GLOBAL RESULT for "Effective and equitable governance of nature's use"***

***Improved governance arrangements over natural resources deliver rights-based and equitable conservation with tangible livelihoods benefits***

IUCN will consolidate its long-standing interventions around the theme of rights, equity and governance into this new Programme Area. It will develop a new natural resource governance framework and associated knowledge products. IUCN will support its Members, governments, private sector partners and natural resource stewards and managers to apply this tool as a means of identifying opportunities to strengthen on-the-ground natural resource governance. Through its own initiatives and those of its partners, IUCN will track the degree to which these changes lead to tangible improvements in people's livelihoods as well as in biodiversity conservation. IUCN will leverage this growing body of knowledge to contribute to the delivery of the Strategic Plan for Biodiversity and to promote concrete nature-based solutions in post-2015 international development goals. The intended impact and impact indicators are presented in Table 1 above. Four *result indicators* are proposed for this Programme Area:

1. Enhancement of institutional and governance arrangements based on a new IUCN natural resource governance framework
2. Extent of protected areas managed in accordance with IUCN's natural resource governance framework
3. Area (in ha.) of agriculture, fisheries and forestry managed according to IUCN's natural resource governance framework
4. Extent of high seas administered in accordance with the Ecosystem-based Approach (see next Programme Area) and IUCN's natural resource governance framework

IUCN will invest in systematically collecting and collating evidence on the extent and role of biodiversity and natural resources in the lives of rural and coastal communities, and how different institutional and political arrangements influence the flow of benefits and to whom. IUCN will use the 2013–2016 Programme period to develop, test and apply this framework methodology with the intention that it will be used to independently assess status and trends in natural resource governance.

### **Programme Area: Deploying nature-based solutions to global challenges in climate, food and development**

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These are turbulent times for the world's decision makers. Financial and economic crises and uncertainties reduce the attention and resources allocated to long-term systemic challenges, including poverty, biodiversity loss and global warming. The slow progress in climate negotiations means that many options for early action are being foreclosed, with the certainty that future strategies to avoid dangerous climate change will be more demanding and more expensive.

The resilience of the earth's life support system is threatened by increased consumer demand, fossil fuel consumption and the ethical obligation of providing – soon – nine billion people the opportunity of a decent life. Previous approaches to restrain or even arrest such pressures have only had limited results. As IUCN is not a broad-based environmental organization it often lacks the capacity and expertise to address many of these threats effectively and directly. For example, IUCN is not well placed to deal with issues such as energy efficiency, population & demographics, industrial pollution and waste management. IUCN's expertise lies squarely in the field of conservation of nature and the management of natural resources.

Where IUCN has a real, perhaps unique, advantage is in the application of its knowledge, standards and practices on nature and natural resource management as solutions to issues of broader global relevance. None of the major 21<sup>st</sup> century challenges of global warming, food security, and economic and social development can be resolved through nature-based solutions alone, but all of these issues depend to some degree on the health and functionality of the earth's ecosystems, whether on land, in coastal areas or in the oceans. The Millennium Ecosystem Assessment and The Economics of Ecosystems and Biodiversity (TEEB) study clearly demonstrate the significant values that biodiversity and ecosystem services make to national and global economies. Healthy, diverse and well managed ecosystems lay the foundation for practical, nature-based solutions to global problems, and IUCN has the skills, insights and expertise to help mobilize these options in a cost effective and sustainable manner.

Apart from providing effective solutions to major global challenges, nature-based solutions also deliver clear biodiversity benefits in terms of diverse, well-managed and functioning ecosystems. They must be cost efficient relative to other solutions. As nature-based solutions are designed to reach beyond the conservation community they need to be easily and compellingly communicated as well as being measurable, verifiable and replicable. Finally they must be designed and implemented in such a way as to respect and reinforce communities' rights over natural resources. Annex 1 provides a description of the principles behind nature-based solutions.

## Justification

Do nature-based solutions really contribute to biodiversity conservation? Is helping others to solve problems that lie outside the immediate concern of biodiversity conservation for its own sake consistent with IUCN's vision and mission? The answer is an emphatic "yes" in three respects:

- Deploying nature-based solutions is good for biodiversity conservation in that it leverages support, commitment and resources from other sectors. These non-conservation sectors may consider improved ecosystem functionality, more habitat for species and greater genetic diversity as co-benefits but they still constitute tangible conservation gains.
- IUCN's mission directs the Union to "ensure that any use of natural resources is equitable and ecologically sustainable". One of most effective ways to achieve this is the promotion of options that other sectors will embrace and whose success is commensurate with the health and integrity of natural systems.
- While food security, climate change and economic and social development may lie outside the immediate and daily challenges of conserving and managing nature and natural resources, they have major impacts on the status and trends of ecosystems, species and genetic resources over the longer term. For example, poorly managed fish stocks have negative consequences for both people and nature. Nature-based solutions offer the conservation community a pro-active choice to contribute to mitigating these global problems while at the same time alleviating long-term pressures on the natural resource base.

Halting the loss and degradation of natural systems and promoting their restoration have the potential to contribute over one third of the total mitigation of **climate change** that science says is required by 2030. Functional and resilient ecosystems are proven to reduce the impacts of extreme climatic events on the most vulnerable. As mentioned above, recent evidence shows that natural resources regularly account for 25% – 30% of rural and coastal people's direct income and hence are critical for **food security**. The figure for forests resources alone amounts to a previously unaccounted for USD 130 billion each year, which is clearly an under-estimation when one takes into account that over 1 billion people rely on fish as their primary source of protein.

Industries based on minerals and natural resources contribute significant shares of GNP in many countries and often generate over 50% of foreign exchange earnings. Poor countries cannot forego these opportunities of **social and economic development**, yet the extractive industry has a poor track record in terms of environmental stewardship and fair compensation and revenue sharing with affected, natural resource dependent communities. Industry environmental practices need to undergo a transformational step change rather than incremental adjustments. IUCN's business and biodiversity programme engages businesses that are willing to undertake such change.

IUCN Members have passed 16 resolutions related to climate change, over 40 resolutions on food security and several resolutions on better integration of conservation in economics. Given that nature-based solutions reach out into other sectors – mobilizing new champions and new resources for biodiversity – they can provide an effective mechanism to support the implementation of the Strategic Plan for Biodiversity, particularly Strategic Goal A to mainstream biodiversity across government and society, Strategic Goal B to reduce direct pressures and promote sustainable use and Strategic Goal D to enhance the benefits to all from biodiversity and ecosystems, specifically:

- Target 2: Values of biodiversity recognized
- Target 5: Habitat loss reduced
- Target 6: Towards sustainable management of fisheries
- Target 7: Sustainable management (agriculture, aquaculture and forestry)
- Target 14: Ecosystems are restored and protected

- Target 15: By 2020, ecosystem resilience enhanced

Nature-based solutions should also contribute to Strategic Goal E to enhance implementation through participatory planning, knowledge management and capacity building, notably:

- Target 19: Knowledge and technologies improved and shared
- Target 20: Financial resources increased

### **Approach and results**

IUCN's starting point for nature-based solutions is its knowledge, capacity and experience of managing ecosystems. IUCN Commissions and Secretariat have established competency in the functioning and biophysical limits of natural systems; how these functions can be valued; how to facilitate equitable agreements among stakeholder groups on the optimal mix of ecosystem services; how the benefits should be shared; how to identify durable institutional arrangements to manage the resources; how to adapt management strategies to the unexpected, and how to improve the resilience of the ecosystem and the livelihoods of the people who depend on it.

IUCN has a broad suite of tools to support the implementation of nature-based solutions, including FLOW which is a methodology to facilitate equitable water sharing arrangements; CRISTAL (Community-Based Risk Screening Tool – Adaptation and Livelihoods) which is a toolkit to help establish climate change adaptation strategies based on local conditions, strengths and needs; Net Positive Impact Validation Protocol which is a framework to help large footprint companies implement and verify strategies to transform their environmental impact; and economic valuation of natural capital. As a complement to these tools IUCN is in the process of developing the IUCN Red List of Ecosystems – a global standard for the assessment of ecosystem status with important direct applications to both land use and national development planning.

On **climate change**, IUCN advances two principal nature-based solutions – Ecosystem-based mitigation (including REDD+) and Ecosystem-based Adaptation – aimed to influence specific sectoral policies and to demonstrate their effectiveness on the ground. IUCN will continue to generate knowledge on the impacts of climate change on biodiversity and develop solutions that properly address the rights of vulnerable groups including indigenous peoples.

IUCN will build new alliances with the **food security** community to incorporate the largely overlooked contribution of natural ecosystems into existing national and international food security strategies. Specifically IUCN will:

- Promote and disseminate science-based knowledge and lessons on the role and extent to which biodiversity conservation, ecosystem management and wild harvested products underpin food security
- Advocate for increased equity in the use of natural resources and ecosystem services between smallholder farming and fishing systems and industrial large-scale food production, with a particular focus on the importance of safeguarding the integrity of local food systems
- Promote gender equality to guarantee that women and men can have access to, participate in and benefit equally from food security initiatives
- Identify opportunities to pilot ecosystems-based approaches in conjunction with established food security strategies, enhancing the stability of production and utilization
- Advocate for the recognition of the role of biodiversity conservation, ecosystems and nature-based solutions to complement the existing food security strategies undertaken by mainstream development organizations

Finally on **economic and social development**, IUCN will build on the recent work of TEEB, which demonstrates the unrecognized values that biodiversity makes to national and global economies. In particular, IUCN will work with governments, the private sector and civil society to identify opportunities to transform the practices of key economic sectors that negatively impact natural systems and the livelihoods of people who depend on them. Specifically, IUCN will:

- Generate sector-specific knowledge on the role and value of “natural capital” and support governments and businesses to find ways to incorporate the maintenance (or enhancement) of these values in their operational plans and accounting systems
- Generate knowledge on opportunities that ecosystem-based interventions can contribute to national economic development and/or recovery programmes.<sup>7</sup>
- Design and support the implementation of strategies, standards and protocols that encourage businesses to commit, pursue and verify a “no net loss” or a “net positive impact” commitment with respect to how their activities interface with the natural resource base and the livelihoods of people who depend on it

While focusing on these three areas, nature-based solutions are found also in other sectors, such as access to energy and health. Work on these will be expanded as soon as IUCN has clarified and pushed the nature-based approach and has achieved capacity and resources to move further.

***GLOBAL RESULT for “Deploying nature-based solutions to global challenges in climate, food and development”***

***Healthy and restored ecosystems make cost-effective contributions to meeting global challenges of climate change, food security and economic and social development***

IUCN will build on the successful experience that the Union, its Members, components and many of its partners have had in recent years in advancing nature-based solutions to climate change. As it builds a case for how good conservation and natural resource management can make tangible and cost effective solutions to global challenges, IUCN will endeavour to limit its interventions to its area of core expertise – the conservation of nature and the management of natural resources for people and nature. IUCN will work with partners to generate and package new and existing knowledge in a compelling way to decision makers and form new and innovative partnerships to test, pilot and upscale nature-based solutions on the ground. IUCN will invest in global analytical work to identify trends in how nature-based solutions are gaining acceptance and being deployed.

The intended impact and impact indicators are presented in Table 1 above. Three *results indicators* are proposed for this Programme Area:

1. Extent of incorporation of nature-based solutions in policies on climate change, food security and economic and social development at international, national and corporate levels. IUCN will track the degree to which nature-based solutions are being explicitly referenced in national and international climate change, food security and economic policies, and whether such policies provide sufficient safeguards for natural resource dependant peoples, notably communities, Indigenous Peoples and women.
2. Extent (in ha.) of landscape sustainably managed, protected or restored for food, climate change or economic benefit (and biodiversity). IUCN will work with partners such as the FAO and the World Bank, combining their data sets with IUCN’s own – including the Red List of Ecosystems –

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<sup>7</sup> For example, preliminary analysis around Aichi Target 15 (ecosystem restoration) indicates that the restoration of 150 million hectares of forest and agroforestry landscapes could generate somewhere in the vicinity of USD 85 billion per year.

periodically to assess the extent of multi-functional landscapes that are being managed, protected or restored to deliver climate, food and economic benefits.

3. Number of governments and public/private companies that have incorporated biodiversity values into planning and/or accounting systems. In addition to an indicator of progress such a measure is a direct contribution (and a key challenge) to the achievement of Target 2 of the Strategic Plan for Biodiversity. This will be reported on by Parties to the CBD.

## Programme Priorities

In support of the three Programme Areas, a set of programmatic priorities has been identified. Given the financial challenges for IUCN and nature conservation in general, these are important specific areas in which IUCN will work for delivery of the Programme 2013–2016. They reflect IUCN’s core competencies, in which the Union has a demonstrated and clear leadership, in some cases spanning decades, and they are needed for effective achievement of the global results outlined above.

In IUCN’s draft *Business Model*, the Programme priorities have been linked with four business lines as priorities for resource mobilization. The Programme priorities serve as shortcuts for effective Programme implementation and as priorities for fundraising and resource allocation. However, as priorities they are not exclusive to what IUCN does. They will receive priority in the work of programme and fundraising staff, but they will not prevent IUCN – in Commissions and in all parts of the distributed IUCN Secretariat – from pursuing other programme and funding opportunities in support of the Programme. The list of Programme priorities will be updated through annual workplanning and budgeting, in accordance with lessons learned and new priorities emerging.

The Programme priorities cut across the three Programme Areas. They are presented here as they relate to the business lines of the draft Business Model: 1) *Providing knowledge products*; 2) *Delivering results on the ground*; 3) *Strengthening policy and governance*; and 4) *Engaging and leveraging the Union*. The programme priorities provide outputs and results that can be monitored and verified; have significant, demonstrated (or potential) impact; involve the full Secretariat, with Members, Commissions and/or other components, in knowledge production and programme implementation; and are attractive to existing or potential funding partners. Programme priorities must have significant ownership in IUCN and be supported by capacity in the Secretariat at top international level. Table 2 presents the proposed Programme priorities for 2013–2016.

**Table 2: Medium-term programme priorities for IUCN under the draft business model**

Providing Knowledge Products	Delivering Results on the Ground	Strengthening Policy and Governance	Engaging and Leveraging the Union
<ul style="list-style-type: none"> <li>• IUCN Red List of Threatened Species</li> <li>• Protected areas categories &amp; data (marine/terrestrial)</li> <li>• IUCN Red List of Ecosystems</li> <li>• ECOLEX &amp; legal products</li> <li>• Key Biodiversity Areas</li> <li>• Natural resource governance framework</li> <li>• TEEB</li> </ul>	<ul style="list-style-type: none"> <li>• Water and food security</li> <li>• Forest and climate change mitigation</li> <li>• Ecosystem-based climate change adaptation and disaster risk reduction</li> <li>• Oceans, coastal areas and islands</li> <li>• Drylands</li> <li>• Transforming business impacts on biodiversity</li> </ul>	<ul style="list-style-type: none"> <li>• Policy development for global and regional conservation issues</li> <li>• Capacity development: gender responsiveness, biodiversity mgmt., and ecosystem services</li> <li>• Services and functions for environmental governance, e.g. Conventions, IPBES, MEAs, World Heritage.</li> <li>• Governance execution, e.g. verification and certification</li> </ul>	<ul style="list-style-type: none"> <li>• Policy influence: Convening, networking, empowering</li> <li>• Strengthening Members’ involvement in IUCN policy development</li> <li>• Capacity-building of and services to Members, the Union’s governing bodies, Commissions and National and Regional Committees</li> </ul>

The priorities are not to be equated with thematic programmes run by individual units in the Secretariat, cf. Figure 6 below. The priorities represent the knowledge products to be developed or applied, the areas and biomes where on-the-ground interventions are taking place, and the services and functions – or influence pathways – to be leveraged for improving environmental governance. The priorities under the fourth business line – Engaging and leveraging the Union – are more generic, reflecting structural characteristics of IUCN as a Union. Table 2 shows activities that are already being delivered by IUCN and have scope for further expansion, and activities that need to be developed. Most priorities are well-known within IUCN. The less well-known, emerging priorities are summarized in Annex 2. In the case of the knowledge products, these products will best complement existing ‘flagship’ products, allowing IUCN to create and provide optimal information on the status of components of biodiversity to underpin strong and robust decision making for people and nature, as captured in Figures 4 and 5 above. The list of programme priorities is long. In the preparation for the 2013–2016 Programme, IUCN will substantiate the priorities by launching a few programme development initiatives within:

- A programme will be launched that ensures the integration and overlay of data on species, ecosystems, key biodiversity areas and protected areas in order to better inform the effective conservation management of land and seascapes.
- A programme will be launched that focuses on developing and applying a globally recognized standard in order to identify and then conserve the most important areas for biodiversity, including through the establishment of protected areas.
- A natural resource governance framework will be prepared based on compiling IUCN and other experiences and pilot-testing its usefulness.
- Data will be compiled and analyzed for the creation of a global database on human dependency on nature / natural resources and on nature’s contribution to people’s livelihoods.
- Programmes will be developed for developing and pilot-testing nature-based solutions that promote landscape and seascape conservation and restoration for livelihoods and sustainable development across biomes.
- Programmes focused on policy application through capacity building will be launched to help ensure the implementation of the Strategic Plan for Biodiversity including the achievement of the Aichi Targets and the inclusion of nature-based solutions to climate change in the framework of ongoing UNFCCC negotiations.
- The specification of IUCN’s contribution to the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services (IPBES) will be finalized.

Developing these initiatives will involve the Secretariat, the Commissions, Members and other components of IUCN with related agendas and priorities. IUCN will seek partners for programme development and pilot projects under these three cross-cutting initiatives.

### **Implementing the IUCN Programme 2013–2016**

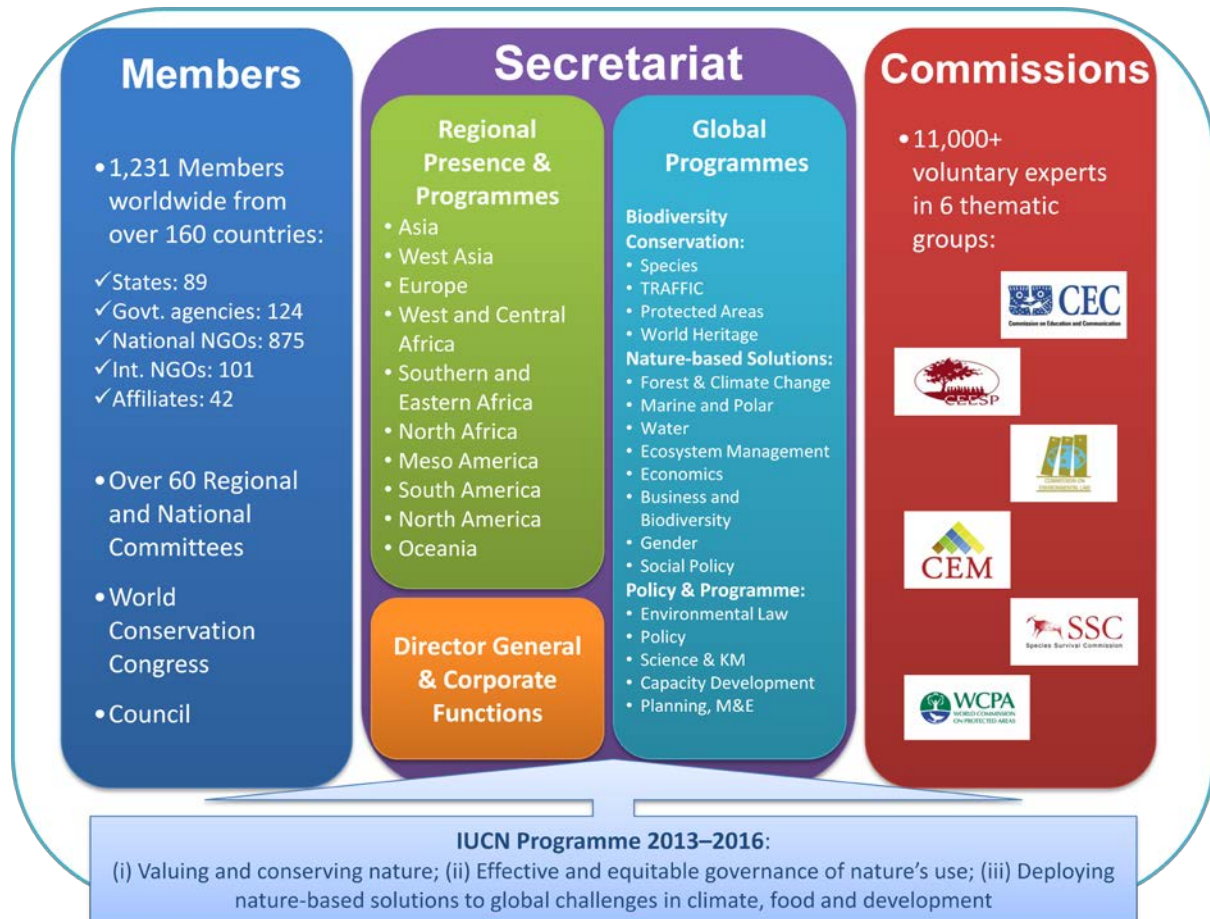
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The ambitious nature of the Programme 2013–2016 demands a highly effective and efficient IUCN, leveraging the combined efforts of all components of IUCN, especially the Members, Commissions and Secretariat. Figure 6 presents the structure of the Union and its global presence and strengths, enabling the implementation of an ambitious Programme. The Commissions are expected to leverage their vast expertise through a focus on the implementation of the Programme.

To facilitate Programme implementation and Union development, the Secretariat is being reorganized around the Programme framework, the business model and the approach to working together of the One Programme Charter. The Programme framework, with its three Programme Areas, is not a composite of the individual global thematic programmes developed to implement the



framework. Global thematic programmes such as the protected areas programme, the marine and polar programme, the water programme, the forest programme or the business and biodiversity programme, are organizational units through which the Programme framework is implemented. Global thematic programmes typically relate to more than one of the three Programme Areas. For example, the global marine and polar programme, covering oceans, coasts, the Arctic and Antarctic, delivers outcomes pertaining to valuing and conserving biodiversity, governance and equity in the use of marine resources, and food security.



**Figure 6: The strength of the Union for Programme implementation<sup>8</sup>**

<sup>8</sup> This Figure does not represent the formal hierarchy of IUCN. It emphasizes instead the breadth of IUCN's capacity for Programme implementation.

Figure 7 summarizes IUCN’s policy, programme and planning framework. “The How” of the Programme is described in the separate document: *IUCN Operational Plan 2013–2016*.



Figure 7: IUCN’s vision, niche, Programme 2013–2016, business model, programme priorities, operational plan 2013–2016 and Union development plan.

## **Annex 1: Nature-based solutions**

The concept of nature-based solutions initially emerged as a means of identifying conservation actions designed to contribute directly to the objectives of the UN Framework Convention on Climate Change (UNFCCC). The underlying assumption was that such an approach offered unique and effective solutions to climate change, helping the conservation community reach beyond its traditional constituencies, build new alliances and broaden its messaging beyond the immediate imperatives of addressing biodiversity threats. The underlying approach is a pro-active application of the sustainable management and conservation of natural resources to major global challenges (food security, disaster risk reduction, economy).

The following principles, i.e. the essential characteristics of the system, are an initial attempt to provide some guidance on what type of interventions could (or should not) be considered as a nature-based solution.

### **1. The intervention delivers an effective solution to a major global challenge using nature**

Nature-based solutions will make a significant, tangible and cost-effective contribution to a recognized problem whose main cause and impact are not immediately associated with the loss of biodiversity or the role of the conservation sector. Clarity and realism is required to specify the degree to which nature-based solutions contribute to addressing the challenge in question. It will be important to present nature-based solutions as complementary to other conventional approaches rather than suggesting that these are stand-alone alternatives.

### **2. The intervention provides biodiversity benefits in terms of diverse, well-managed ecosystems**

While nature-based solutions should not be overloaded with the expectation of delivering every conceivable conservation objective, there is a clear requirement that the existing ecosystem values are at least maintained (and preferably enhanced) and that the further loss of existing biodiversity is avoided. Nature-based solutions are predicated on the services and benefits provided by resilient, well-functioning ecosystems, and therefore that it makes sense to maintain the integrity of these systems. If that resilience is impaired then there is a risk that the quality and/or reliability of the intervention will be diminished (for example, if a carbon-sequestering forest is infested with a fire-prone, alien invasive species).

### **3. The intervention is cost effective relative to other solutions**

The real costs and benefits of nature-based solutions, both immediate and over the longer term, need to be understood and clearly articulated in ways that enable comparison with other options. Most solutions involve costly and vulnerable infrastructure investments, whereas nature-based solutions can often build resilience at less cost. As specific solutions should be capable of being replicated and widely adopted, they must be cost effective, particularly those that require a lead-in period before the actual benefits begin to flow (e.g. restoration of mangroves to minimize impacts of tidal surges). Maintaining the resilience and functioning of intact ecosystems is a short-term and cost-effective option to maintain ecosystem services, such as water provision.

### **4. The rationale behind the intervention can be easily and compellingly communicated**

The logic behind nature-based solutions must be conveyed to outside audiences in a manner that is clear, unambiguous and, above all, convincing. This will require a strong evidence base (ideally, but not necessarily, built upon IUCN knowledge products), realistic and defensible claims of the contribution that a specific nature-based solution will make to a particular challenge (i.e. honesty about its limitations) and – perhaps most critically – avoiding mixed messages as to whether a solution is being offered or an issue is simply being capitalized to advance a threats-based conservation agenda. Clarity will also be required about the necessity of implementing nature-based

solutions alongside other approaches – for example: a nature-based solution to food security does not dispense with the need for crop breeding, improvements in farming systems, management of market volatility, etc.

**5. The intervention can be measured, verified and replicated**

Nature-based solutions need to be amenable to the establishment and verification of *direct outcomes* that can be measured (simply) in terms of the particular challenge and ancillary conservation benefits (e.g. REDD – GtCO<sub>2</sub> sequestered or stored and hectare saved or created). It also needs to be clearly understood that complete attribution is seldom possible and that some outcomes may require several years before being fully quantified.

**6. The intervention respects and reinforces communities' rights over natural resources**

The prevailing conditions required to successfully implement particular nature-based solutions need to be clearly and precisely articulated – particularly with respect to local participation, rights, tenure and other institutional and governance arrangements. Implementation of nature-based solutions needs to be managed with clear understanding concerning the scope and extent of communities' dependency on natural resources, including any significant differentiation to gender, ethnicity, social groupings etc.

**7. The intervention harnesses both public and private sources of funding**

To achieve significant scale and financial sustainability, many nature-based solutions will be able to complement public sector investments by harnessing the capacity of business and markets. The design and implementation of nature-based solutions need to consider if and why markets understate the contribution of biodiversity and ecosystem services to human welfare, and if and how market forces can be enlisted to make nature-based solutions more attractive to investors, producers and consumers, for example through payments for ecosystem services and other incentive mechanisms.

## Annex 2: Programme priorities in need of further development

<p><b>Providing knowledge products</b></p>	<p><b>Key Biodiversity Areas (KBAs):</b> Site conservation is one of the most effective means to mitigate the loss of biodiversity through degradation and destruction of habitat. KBAs are critical to identify sites of global importance for biodiversity conservation and provide a strategic approach to allocate resources and maximize conservation impact. Criteria to identify these sites are currently being consolidated, based on concepts of vulnerability and irreplaceability. KBAs complement other species based conservation planning approaches and are applicable in terrestrial, freshwater and marine biomes. KBAs will help countries meet their international commitments, in particular Aichi Target 11 of the <i>Strategic Plan for Biodiversity 2011–2020</i>.</p>
	<p><b>IUCN Red List of Ecosystems:</b> IUCN has strong experience from the Red List of Species and increased capability of geographical information systems. There is need for a stringent classification system for threatened ecosystems, covering all three components of biodiversity. Ecosystem loss can be more apparent than species loss: clean water, food, fuel. The Red List of Ecosystems will enable relatively fast assessments of the conservation status of ecosystems</p>
	<p><b>IUCN's natural resource governance framework:</b> This knowledge product emphasizes “a just world that values and conserves nature” in IUCN’s vision. It shall ensure that environmental decision making enhances to all the benefits from biodiversity and ecosystem services, with a particular focus on the poor and vulnerable, taking into account gender and the needs of indigenous and local communities. The framework will need a set of criteria around rights, equity and benefits issues.</p>
	<p><b>TEEB in new areas:</b> There is an urgent need to incorporate ecosystem values into policy and national accounting system (Target 2 of the Strategic Plan). A decision on whether to focus IUCN’s TEEB work on sectors, geographical areas or something else needs to be made. Ecosystem values must be a cornerstone of IUCN’s work on the Red List of Ecosystems and the natural resource governance framework.</p>
<p><b>Delivering results on the ground</b></p>	<p><b>Coastal and islands:</b> IUCN will effect significant change in coastal and island ecosystems in i) protection and collaborative management of key areas such as mangroves, corals, estuarine systems and seagrass beds; ii) amelioration of degrading upstream pressures through “ridge to reef” approaches; iii) management and containment of threats such as alien invasive species; and iv) the restoration of lost or diminished ecosystems functions that are important for the resiliency of natural systems and local livelihoods.</p>
	<p><b>Drylands:</b> IUCN will work with its Members to develop and promote on-the-ground models of effective dryland management, designed explicitly to address the major challenges facing one third of the world’s population, including food security. As drylands cover 40% of the earth’s land surface, these models will need to be replicable, potentially scalable, resilient enough to deal with frequent climatic and ecological variations and equipped to address sensitively the marginalization experienced by many dryland communities.</p>
	<p><b>Transforming private sector impacts:</b> IUCN will work with the private sector to develop and implement tools, standards and mechanisms that transform the impact of business on natural systems. IUCN will help identify, test and verify robust pathways towards the achievement of “net positive impact” and “no net loss” objectives. Through a mixture of avoidance, mitigation and offsetting, a particular private sector operation can reduce the risk of negatively impacting an area’s biodiversity and biodiversity-dependant livelihoods.</p>
<p><b>Strengthening policy and governance</b></p>	<p><b>Capacity development:</b> Capacity development of its Members is part of IUCN’s mandate. As new demands and opportunities emerge in international environmental governance, such as payment for ecosystem services, stronger capacity is needed in all countries benefitting from environmental regulation. IUCN can play the role as neutral capacity-builder on behalf of the public and private funders of ecosystem services.</p>
	<p><b>Services and functions for environmental governance:</b> New markets and forms of collaboration are being created, as is evidenced in the Clean Development Mechanism, REDD+ and several certification schemes. IUCN can play a role in this and in the objective verification of results in ecosystem services. As KBAs become better defined, the demand will rise for cost-effective management of selected KBAs. IUCN can play the role of capacity-builder for this, or even, with its Members, provider of KBA management. Overall, environmental governance requires policy innovation and quality assurance, for which IUCN is well suited.</p>



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