IUCN AND GOVERNANCE FOR SUSTAINABLE DEVELOPMENT

Effective governance at global, regional, national and local levels is essential to the implementation of Agenda 21 and to achieving sustainable development.

Governance is the means by which society defines goals and priorities and advances cooperation; be it globally, regionally, nationally or locally. Most fundamentally, governance is the means to an end, not an end in itself.

> **"Governance is a means to an ends, not an end in itself"**

IUCN is working to promote the following WSSD outcomes:

1. Strengthening the enabling environment for achieving sustainable development at global, regional and national levels through:

    Enhancing the role of the Commission for Sustainable Development (CSD), as the principal international institution for addressing the linkages amongst the three pillars of sustainable development – environmental, economic and social.

    CSD becoming the engine for advancing these linkages in decisions taken by ECOSOC and the UN General Assembly so that sustainable development becomes *the* sole development agenda of the United Nations.

    Strengthening the United Nations Environment Programme, as the principal international institution for the environment pillar of sustainable development.

    Replenishing the Global Environment Facility.

    Improving the scientific and analytical basis for sustainable development and integrated approaches.

    Taking positive steps to build civil society and the private sector into international policy making , including environmental, trade and financial institutions.

    Making greater use of regional mechanisms as a means to deliver cost effective, practical and integrated programs that take into account regional circumstances, ecosystems-based approaches and specific interactions among issues and institutions (including interactions with regional economic and trade agreements).

    Taking practical steps to build capacity at the national, sub-national and local levels for effective governance for sustainable development.

2. Delivering a '*Sustainable Development Capacity Building Initiative 2002-2012*' - a funded commitment that sets out clear and agreed objectives, targets and timeframes for a coordinated global programmatic approach to capacity building over the next ten years in key thematic areas.

3. Building partnerships within and between governments, intergovernmental organizations, civil society and the private sector for the pragmatic implementation of Agenda 21 at local, national and international levels.

4. Advancing open, transparent, inclusive, responsive and accountable decision making at all levels.

5. Advancing the structured devolution of authority to local and community levels within a framework for sustainable development.

6. Achieving synergies between multilateral environment agreements at the institutional and programmatic levels.

7. Continuing the dialogue on governance improvements that advance sustainable development after Johannesburg, involving multiple stakeholders.

"In order to most effectively achieve sustainable development, governance at all levels – local, national, regional, and global – should be mutually reinforcing"

IUCN is able to contribute to achieving these outcomes through its:

Extensive experience in facilitating effective governance for sustainable development through global, regional, national and local programmes.

Effective role in international conflict resolution through acting as an intermediary in the resolution of contentious cross border environment and natural resource management issues.

Longstanding ability to provide a neutral forum for engaging all stakeholders in discussion and resolution of contentious issues.

Vast network of members - 79 states, 112 government agencies, and 735 national and international non government organizations, a secretariat presence in over 40 offices across the world, and through its 10,000 voluntary members in six expert commissions, covering science, policy and law.

For a selection of specific examples of IUCN's experience see Appendix A.

IUCN AND GOVERNANCE FOR SUSTAINABLE DEVELOPMENT

1. The IUCN approach to governance for sustainable development

1.1 The global context

The world has changed markedly since the 1992 Earth Summit.

We now live in a globalized society, one where information technology has changed the way we go about our daily lives both personally and institutionally. Few communities are untouched by international economic forces and the globalization of information and markets, but the results are uneven. Alleviating poverty has become *the* critical challenge of sustainable development.

> **"Alleviating poverty has become** *the* **critical challenge of sustainable development"**

Since 1992, foreign direct investment (FDI) has grown significantly (but been limited to a small number of countries), while official development assistance (ODA) has declined (FDI had grown from twice ODA to over five times ODA by 1998). Two factors are critical for considerations of governance; the volatility of markets and their impact upon the ability of developing countries to manage their economies, and the pressure for trade liberalization as a condition of participation in the global economy.

IUCN approaches the governance challenges we are all seeking to address at the WSSD in the context of this changed global environment. IUCN seeks to make technology and globalization work *for* sustainable development.

1.2 Focussed on outcomes

At the International Environmental Governance (IEG) discussions in Cartagena, February 2002, the Director General of IUCN urged that the WSSD concentrate on striving to achieve the following outcomes:

- make better use of what we have, both from our institutions and our investment in sustainable development;
- avoid duplication of effort and achieve synergies and links between conventions, events and processes;
- better coordinate international policy responses to environmental issues;
- ensure all people and institutions carry out their particular mandate in the context of sustainable development;
- engage civil society and the private sector in international policy making while maintaining the sovereignty of nation states;
- ensure greater openness and transparency in decision making;

- progress a major capacity building initiative to facilitate the implementation of Agenda 21 (and the Rio Declaration and Rio Conventions); and
- strengthen governance for sustainable development at the national level.

Through these governance improvements IUCN has its focus on effective implementation and delivery of commitments – not institution-building *per se*. We need to build the capacity of, and linkages between, institutions rather than building new institutions and to focus on concrete, pragmatic programs that strengthen integrated approaches and inclusive and accountable governance.

IUCN sees a major global capacity-building initiative as the means to achieve these ends. Sections 2 and 3 outline IUCN's approaches to improving two key aspects of governance: inclusive, transparent and accountable governance and forging linkages between institutions and processes ('effective governence'). Section 4 then addresses enhancing effective implementation through building capacity for effective governance.

1.3 Governance and the private sector and civil society

Governance is not the province of governments alone. It includes informal institutional arrangements like voluntary codes of conduct for private business and partnerships among governments, intergovernmental organizations, business, civil society/NGOs, and professional associations.

These include numerous and varied arrangements, but an essential element is that they mobilize diverse constituencies to agree on common goals and help realize them.

> "**Governance is not just about government**"

If all voices are heard and respected, including those of the poor, then outcomes will be more equitable and contribute to poverty alleviation.

1.4 Governance and the devolution of authority

If the capacity for governance is weak at any level, this will undermine results. Effective national governance reinforces sound international governance and vice-versa, just as effective local governance is essential for meaningful participation and results at the national level and vice-versa.

Devolution of authority to the local and community levels has been highlighted in the WSSD PrepCom process. IUCN has much direct experience of the value of participation and partnerships in working with local communities and actively encourages the considered use of **community-based** approaches to environment and natural resource management (see Appendix A).

Effective governance requires such devolution of authority to be carried out within a framework for sustainable development that clearly sets out respective roles and responsibilities, preferably within a legal framework, and ensures that the devolved authority carries with it the necessary funding (or the ability to raise funds) and the requirement for inclusiveness, transparency and accountability. Devolved authority must also reflect a balance between local, national and international levels that responds appropriately to the scale of the problem and affected ecosystems.

1.5 Governance after Johannesburg

IUCN believes that the outcomes of the IEG process can strengthen the environmental pillar of sustainable development and that the discussions have drawn attention to the need for further improvement and the strengthening of UNEP.

> "**An enabling international environment is crucial for supporting sustainable development at the national level**"

Equally important, the attention to environmental governance has raised the profile of the need to also strengthen the social and economic pillars of sustainable development. New ideas are emerging, and progress made in each area will reinforce the other.

The governance dialogues leading up to Johannesburg lay the foundation for approaching consensus on the institutions needed to achieve sustainable development. IUCN believes that in order to avoid losing momentum, it is important to find a productive way to continue these dialogues after Johannesburg, involving multiple stakeholders, focused on strengthening existing institutions rather than creating new ones, and drawing on the results of practical, innovative programs.

1.5.1 Replenishment of the Global Environment Facility

The priorities expressed by the community of nations through international legal instruments and institutions are only fully achieved when the resources for their implementation are available. Critical to the strengthening of the international institutional framework for governance is the role of the financial institutions, especially the Global Environment Facility (GEF). The success or failure of international environmental governance in the short term is, in some measure, dictated by the success of the replenishment of the GEF. It is of paramount importance that there is a successful replenishment of the GEF by the time of the Johannesburg Summit. It is equally as important that the GEF Assembly, meeting in Beijing in October of 2002, reaffirm the role of the GEF as a support mechanism for the global environment, and that in deference to the existing framework, the GEF should be guided by these expressed priorities even as it moves to identify its own programmatic approach.

2. Key attributes of 'effective governance'

2.1 What is governance?

Governance affects every aspect of sustainable development and achieving sustainable development will require effective governance at all levels.

Governance is the means by which society defines goals and priorities and advances cooperation; be it internationally, regionally, nationally or locally. Governance arrangements are expressed through legal and policy frameworks, strategies, and action plans; they include the organizational arrangements for following up on policies and plans and monitoring performance. Governance covers the rules of decision-making, including who gets access to information and participates in the decision making process, as well as the decisions themselves.

Most fundamentally, governance is the means to an end, not an end in itself. It is in this context that governance should be addressed.

2.2 What are the essential elements of effective governance?

There is no single definition of governance. Its elements include:

- Democratic institutions that are responsive to the needs of the people;
- Adherence to the rule of law;
- Participation, transparency and accountability;
- Appropriate devolution of authority;
- Anti corruption and effective compliance measures; and
- A means of resolving conflict and disputes as they arise.

Effective governance should also promote equity and social justice and take a holistic approach to sustainable development.

Effective governance is something that every country requires and must continually strive for.

2.3 Effective governance is needed at all levels

In order to most effectively achieve sustainable development, governance at all levels – local, national, regional, and global – should be mutually reinforcing. International governance does not produce results in the absence of effective national governance, and effective national governance is essential for meaningful participation and results at the international level.

At the same time, an enabling international environment is crucial for supporting sustainable development at the national level.

3. 'Effective governance': Participation, transparency and accountability

3.1 Overview

IUCN will continue to support and participate in initiatives that broaden the base of decision-making, inform well-founded decisions, and increase transparency and accountability. Although regional in scope, the adoption of the Aarhus Convention is of global significance as one example of giving effect to Rio Principle 10.

Principle 10 of the Rio Declaration on Environment and Development is a key foundation for 'effective governance.' IUCN supports:

-   the importance of all stakeholders (including government at national and local levels, private enterprises, and civil society and NGOs) cooperating to achieve sustainable development, notably through practical partnerships that bring about changes in society; and

-   that greater participation and shared responsibility on the part of civil society is of the utmost importance in the design, implementation, and follow-up of sustainable development policies and commitments at all levels; and

-   that greater involvement by civil society increases public awareness, which translates into better institutional and legal frameworks .

Building constituencies for sustainable development at all levels is another essential element of effective governance.

3.2 At the national level

There is a growing consensus that 'good governance' reforms - including democratic institutions that encourage participation in policy development and decision-making, transparency and accountability, devolution of authority, adequate legal and regulatory frameworks, and a functioning and independent judiciary - improve sustainable development outcomes. Effective governance is required in *every* country.

This may be characterized as a supportive enabling environment, bearing in mind state sovereignty and that 'one size fits all' solutions are inappropriate.

> "**Effective governance encourages foreign direct investment**"

Ironically, the importance of effective national governance (and government) may, as a result of globalization, be even *more* important now than it has been at any time in the past. The type of foreign investment that is likely to promote *sustainable* development (i.e., more permanent, less predatory, based more on the value that can be added through labor rather than on raw resource

extraction) flourishes in a stabile environment, where rights and obligations are clear and are fairly and uniformly applied.

Capital flight is less likely where governments provide an environment of economic and social stability. And rational, sustainable resource use is more likely where the cost of investments can be recouped over time.

Effective governance hence encourages foreign direct investment and benefits from trade liberalization. IUCN is involved with IISD in a project to develop practical recommendations that create a mutually-supportive framework for development aid, trade, and environmental security.

The goals are to link development aid to the institution-building needed to benefit from trade liberalization; to encourage natural resources management that can prevent or resolve environment-based conflicts so that developing countries can better take advantage of trade openings and benefit from foreign aid; and to boost the contribution of trade to sustainable development and poverty alleviation, reducing its destabilizing impacts on environmental security.

The international financial institutions and financial services industries like export credit agencies, banks and insurance companies have a responsibility to reinforce effective governance at the national level and avoid supporting practices that undermine accountability and transparency or turn a blind eye to corruption.

Box 1: Rio Principle 10

Environmental issues are best handled with participation of all concerned citizens, at the relevant level. At the national level, each individual shall have appropriate access to information concerning the environment that is held by public authorities, including information on hazardous materials and activities in their communities, and the opportunity to participate in decision-making processes. States shall facilitate and encourage pubic awareness and participation by making information widely available. Effective access to judicial and administrative proceedings, including redress and remedy, shall be provided.

3.3 At the international level

At the global level, all states, large and small, should be able to participate effectively, and it is essential to build civil society and the private sector into intergovernmental decision-making and devise new opportunities for innovative partnerships, while at the same maintaining the sovereignty of nation states and recognizing the mandate of democratically elected governments.

Effective governance requires inclusive, equitable arrangements for participation in decision-making, transparency and access to adequate information, and accountability, or the means to monitor implementation of international commitments.

IUCN promotes the need for greater transparency in the international financial and trade bodies, so that all countries can participate fully and effectively and so that non-state actors enjoy at least the same rights as in other intergovernmental fora. There are enough precedents at this stage to work out acceptable arrangements for all concerned. More generally, existing good practices for participation and partnerships by non-state actors and multi-stakeholder processes should form the floor for future intergovernmental arrangements.

> "**We need to build civil society and the private sector into international policy making and such measures should reach into the WTO and other key international institutions**"

Parallel processes involving civil society and the private sector that feed into intergovernmental bodies effectively are another means of drawing on the knowledge and skills of these groups. The IUCN/World Bank sponsored World Commission on Dams is one example.

3.1 'Effective governance': Forging linkages between institutions and processes

IUCN supports a more integrated approach to sustainable development to improve coherence among institutions, processes and programmes focused on the three pillars of sustainable development at all levels of governance. Highlighting linkages and streamlining procedures will help governments participate more effectively in them and lead to more efficient use of available resources.

3.1.1 International institutions

The focus of governance discussions on strengthening individual international institutions and improving communications and mutual support among them is well warranted, as long as improved outcomes remain the goal.

IUCN welcomes efforts to strengthen UNEP and increase collaboration between UNEP and the GEF in building capacity to integrate national approaches to sustainable development, based on concrete problems.

Greater collaboration is needed between the World Trade Organization (WTO), multilateral environmental agreements, and UNEP to ensure that trade and environmental policies are mutually supportive. Recognition in Doha of the importance of building developing country capacity to participate effectively in multilateral trade negotiations offers ample scope to build in a parallel component that examines the consequences of trade policies for sustainable development. If developing nations make decisions based on these analyses, they lay down a benchmark during the new 'development' round of trade negotiations and a challenge for developed countries: to remove unfair subsidies and fully open their markets to developing country exports, allowing them to compete on fair terms in the global market.

It is essential that the Bretton Woods Institutions – the World Bank and the International Monetary Fund (specialized agencies of the United Nations) – join the United Nations in making sustainable development *the* development agenda and collaborate with UN bodies in supportive policies and programs.

> "**The CSD is the primary intergovernmental forum for addressing conceptual linkages among the three pillars of sustainable development**"

The CSD is the primary intergovernmental forum for addressing conceptual linkages among the three pillars of sustainable development. It has set in motion new initiatives and mechanisms at the global level to develop and apply integrated approaches (e.g., UN Forum on Forests, Informal Consultative Process on Oceans) and played an important supportive role in helping regional bodies forge these linkages. Its multi-stakeholder dialogues are crucial for generating new ideas, articulating conceptual linkages and inspiring practical, operational partnerships.

The CSD's role should be enhanced, emphasizing these attributes (rather than formally-negotiated decisions), including monitoring progress made with the implementation of Type 2 Partnerships arising from the WSSD, as well as its responsibility for monitoring progress toward sustainable development and the implementation of Agenda 21.

Within the context of ongoing UN reform, the CSD could play a stronger role in advancing linkages among the three pillars of sustainable development in decisions taken by ECOSOC and the UN General Assembly and at the inter-agency level, including linkages with the WTO and the Bretton Woods Institutions.

Among international financial institutions, the GEF has done the most to build civil society into decision-making. The GEF's process of consultation between its Secretariat, governing Council, and regional representatives of NGOs, which includes provisions for the presence of representatives of the NGO network during meetings of the Council, provides a model for other multilateral financial institutions for committed engagement with civil society.

3.1.2 Science-Based Decision-Making

IUCN supports science based decision making and this has been the foundation of the organization since its inception.

The convention advisory bodies in which IUCN participates (e.g., CITES, Ramsar) demonstrate how the involvement of a large network of specialists can improve the scientific basis for intergovernmental decision-making and how these networks benefit from improved capabilities in information technologies that reduce the 'digital divide'.

3.1.3 Utilizing regional mechanisms

IUCN believes regional mechanisms can often deliver concrete, practical programs cost-effectively, taking into account regional circumstances and the interactions among specific problems and relevant global and regional conventions.

> "**Governance is about results**"

Delivery should be through regional and sub-regional institutions of a global capacity-building initiative built on partnerships. Such an initiative is currently under consideration in relation to regional ocean governance, for example. In the governance discussions, many countries have emphasized the role of regional arrangements for capacity-building, from centers of excellence and networks for research and education to regional statistical and analytical services. It is important that all three pillars of sustainable development feature in these arrangements. Various proposals have emerged during the governance discussions to:

- reshape UN regional economic/social commissions into sustainable development commissions;

- use regional conventions as a platform for delivery of related global conventions and programs (e.g., oceans);

- improve cooperation among the regional offices of the UN system and their links with other regional and sub-regional organizations outside the UN system like ASEAN or the new African Union, regional development banks, and regional convention bodies;

- make better use of regional economic integration and trade agreements to advance sustainable development;

- expand opportunities for multi-stakeholder forums and creative partnerships among civil society and NGOs, research institutions, private business, local authorities, and other major groups and strengthen intra-regional networks within and among them; and

- relate decision-making at this level to maintaining ecosystem goods and services that sustain human livelihood in the region.

IUCN believes these choices should be left to each region. But if regional initiatives are to produce lasting benefits, they must have the engagement and commitment of constituents in the region – governments and stakeholders alike.

> "**Regional mechanisms can often deliver concrete, practical programs cost-effectively**"

The bottom line is that discussions at sub-regional and regional levels consider common and transboundary issues and linkages among them and set goals and priorities. This would truly place decision-makers in each region in the driver's seat in planning initiatives and deciding how to channel prospective financing.

In this way, it is possible to define new partnerships not just as a 'bilateral' deal between investor/donor (national agency, CSO/NGO, IGO, private business) and recipient (national agency, CSO/NGO, IGO, private business), but also as a collective deal - where recipients with common problems and circumstances have organized themselves to gain maximum benefit from specific investments and donors have agreed to complement each other's programs.

Such a truly collective approach extends knowledge and information exchange within the region and can bolster collaboration. It can build lasting relationships and deepen institutional strengths, making the whole greater than the sum of the parts.

3.1.4 The Opportunities of Regional Trade Agreements

The growing number and linkages among regional and sub-regional economic and trade organizations offer substantial opportunities to mainstream *sustainable* development, consonant with regional conditions. They allow governments to negotiate trade agreements that advance their economic, social and environmental goals.

3.1.5 The Regional Scale for an Ecosystems Approach

IUCN believes it is essential to take an ecosystem approach to managing natural resources to meet the needs of present and future generations. As linkages among environmental problems grow, the regional scale is most appropriate for an ecosystems perspective.

> "**It is essential to take an ecosystem approach to managing natural resources to meet the needs of present and future generations**"

In this context, the World Parks Congress in September 2003, "Benefits Beyond Boundaries", will examine how to build comprehensive protected area systems through bioregional planning of networks and corridors. It offers a pragmatic opportunity to realize the benefits provided by protected areas for society at all levels and to develop synergies among a number of global and regional instruments.

Box 2: The World Commission on Dams and the Recommendations from the 2001 Bonn Freshwater Conference have highlighted the importance of managing shared water resources at a river basin level, while also actively engaging communities at the local catchment level. This approached is being actively implemented through the IUCN Water and Nature Initiative (see Appendix A).

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4. Implementation: Building capacity for effective governance

To reiterate, effective governance is the means to an end. Building capacity for governance is vital for implementing national and international decisions that promote sustainable development.

Despite positive contributions to capacity-building, the challenge is to develop and implement an initiative of significantly larger scale that is able to respond to the growing needs of capacity development that cut across all sectors of sustainable development.

Capacity-building has also emerged as one of the six elements in the IEG discussions . The report indicates some support for an intergovernmental strategic plan for technology support and capacity-building, based on national priorities, that would emphasize strengthening institutions at the national level and country-level coordination. Stronger regional environmental governance to improve implementation, coordination, capacity-building, and technology transfer is also suggested.

> "**Implementation of commitments through effective governance will require a major coordinated global capacity-building initiative**"

IUCN believes implementation of commitments through effective governance will require a major coordinated global capacity-building initiative, one that sets out clear and agreed objectives, targets, and timeframes in key thematic areas over the next ten years (the 'Johannesburg Initiative').

4.1 The Johannesburg Initiative

The Johannesburg Initiative should concentrate on building up capacity for effective governance at the national level and on international bodies and partnerships that support and enable national action.

To break down capacity-building for more integrated approaches, many countries need:

- stronger statistical and analytical capabilities in scientific, technical, legal, and socio-economic fields and in order to carry out integrated, multi-sectoral assessments;

- technical tools and financial resources to support implementation and integrated approaches; and

- stronger management capabilities through legal and policy measures and administrative structures that can promote and monitor integrated approaches to sustainable development, including implementation of international commitments; mainstream sustainable

development in national development plans and strategies and set priorities; ensure adequate participation and consultation, including with local and community levels; and generalize what has worked at the community and project level throughout particular sectors and the country as a whole.

Developing pragmatic programs that incorporate participation, transparency and accountability, and forge linkages between institutions and processes will yield improvements in local, national and international governance. Such programmes can build on innovative trends in 'effective governance' and strengthen institutions that promote integrated approaches. (Potential elements of this are set forth in the report of the IEG process, but the coordinated programmes in key thematic areas and concrete, practical outputs remain to be defined.)

Box 3: Thematic areas – water resources

Water resources have been addressed in the context of 'Poverty Eradication', 'Protecting and Managing the Natural Resource Base of Economic and Social Development', and 'Health and Sustainable Development'. Good water resources management requires integrated river basin management and effective management of water infrastructure. Water quality, and hence water treatment, is directly impacted by catchment management and hence catchments are an essential part of water infrastructure. Effective governance is critical to the management of water resources and the delivery of safe and reliable drinking water.

The WSSD PrepComs have highlighted the need for improved governance, institutional arrangements and capacity building for water management at regional, national and local levels

Multi criteria analysis should be used to substantiate decisions about trade-offs between competitive uses. This multidisciplinary and participatory approach to water requires a greater emphasis on social and economic skills, such as negotiation or economic valuation, and the availability of social, economic and ecological data and information through research and monitoring. Capacity building for both basin authorities, technical institutions and stakeholder groups should support the implementation of such a comprehensive governance structure.

The results would boost the implementation of the legal and policy frameworks, plans, and strategies put in place to achieve sustainable development. Particularly at the national level, they would build capacity to apply, implement, monitor and enforce these measures, both national and international.

Equally important, particular initiatives should take into account where regional bodies can leverage and amplify national efforts; the essential role of global bodies in facilitating support for national action, for example in maintaining an overview of scientific and technical knowledge and facilitating access to it; and effective interactions among global, regional, and national levels.

The next stage is for potential partners to step forward from governments, intergovernmental organizations, CSOs/NGOs, and the private sector. A large-scale, strategic approach should reward integrated approaches and good planning from national and regional levels, and take

advantage of pooled resources. IUCN can mobilize substantial scientific, technical, legal, and management expertise to assist.

Box 4: IUCN publication, *International Ocean Governance* (by Lee Kimball, IUCN Commission on Environmental Law member) provides a comprehensive analysis of the international array of international conventions and organizations governing ocean use and offers a timely assessment of the potential for regional, ecosystem based oceans governance and forward looking solutions for sustainable ocean development.

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5. Conclusion

Governance improvements are needed at all levels – local, national, regional, and global. They should rest on the three pillars of sustainable development – environmental, social, and economic.

Governance discussions are taking place in different international fora, but we can establish strong foundations for achieving linkages in Johannesburg, building on the results of the Monterrey Conference on Financing for Development (FfD) and the Doha Ministerial Declaration, if we lay down clear markers for integration of the environmental pillar of sustainable development with the social dimensions and international trade negotiations. This would set the stage for a further appraisal of the relationships between international environmental, social, and economic institutions and how to transform the intergovernmental system to advance the sustainable development agenda.

> **"Governance affects every aspect of sustainable development and achieving sustainable development will require effective governance at all levels"**

IUCN believes it is important to maintain the momentum of international governance discussions after Johannesburg and to find a constructive, multi-stakeholder format in which to do so.

The capacity for effective governance at the national level, including in local communities, is essential for meaningful participation in international decision-making and for implementation of the results. If the next stages of international governance reform are to be well-founded, it is now time to support all nations in strengthening governance at the national level.

A commitment in Johannesburg to a major global capacity-building initiative to support the scientific, technical, legal, and management skills required for integrated approaches and to build partnerships within and across nations would demonstrate that we are serious about improved governance. Engaging civil society and the private sector would contribute substantially to the necessary impetus, commitment, and resources.

By focusing on key thematic areas, we can produce practical programs with clearly agreed objectives, targets, and timeframes. Whether an integrated approach to water, nature, forests, or law, concrete initiatives will help sort out institutional roles and responsibilities, at national and international levels.

IUCN believes that regional arrangements of choice in each region can improve the design and delivery of such an initiative, tailored to regional circumstances and supports delivery of a global capacity-building initiative through regional and sub-regional institutions.

More effective regional governance can advance the use of ecosystems as a framework for decision-making, preserving the infrastructure of sustainable development. And the potential for mainstreaming sustainable development through regional and sub-regional economic and trade organizations should be fully explored.

Globalization poses new challenges for governance, nationally and internationally. It scales up the level at which some problems need to be addressed and underscores the importance of a multi-layered approach to governance encompassing all levels.

None of us yet has a fully-formed vision of where international governance should end up, but its outlines will emerge more clearly as a result of pragmatic, thematically-based initiatives.

Appendix A

Selected Examples - IUCN experience with governance and capacity building

Working in partnership:

IUCN in its Water and Nature Initiative, Forests for Life Programme and an emerging Environmental Law Capacity Building Initiative aims to build partnerships at international, regional and national levels to deliver coordinated outcomes (see below for more details of IUCN experience). Above all they all seek to build the capacity of those who must apply, implement and enforce the legal and institutional frameworks, policies and plans that have been put into place since the Earth Summit.

IUCN has worked with other NGO and business umbrella groups to create a dialogue process on the role of the public sector and the importance of effective governance in meeting the sustainable development challenge. This group will work in the preparations for Johannesburg to engage with a wide range of stakeholders, including governments, businesses, and NGOs, to identify needs and build a constituency for strong governance at all levels. The process will strive to identify specific areas where businesses and NGOs could work together post-WSSD to support and advance effective governance for sustainable development.

At the global level:

Facilitating an open, transparent and participatory process for The World Bank

IUCN advised the World Bank on how to conduct a global process that is open to a broad range of stakeholders and run in a transparent manner. Among its responsibilities under this arrangement with the Bank, IUCN facilitated nine regional consultations and two global Technical Advisory Group meetings.

IUCN maintained a strict internal division between two areas in which it advised the World Bank's Forest Policy Implementation Review Strategy (FPIRS): substance and process. IUCN's advice on process did not in any way endorse the conclusions of the review process. IUCN's process advisory role to the World Bank finished in January 2001. IUCN now only provides its technical inputs to the review, just as other stakeholders.

The Memorandum of Understanding between the two organizations is available from the World Bank's website.

IUCN, an experiment in international governance

IUCN is itself an example of international governance. When it was founded in 1948, IUCN had to address how to engage civil society and autonomous organizations in a decision making process with nation states without compromising the sovereignty of states. The result was an experiment that has been going for the past 54 years.

IUCN is a membership based organization and our members include 79 states, 112 government agencies and 735 national and international NGOs. The membership meets every three years at the World Conservation Congress to set the general policy and work programme for the Union.

In a truly unique model of governance, IUCN members vote in different chambers, with states, government agencies and political and/or economic integration organizations in one chamber, and NGOs in the other.

No decision is taken by the Congress without the support of both Chambers, the result being that a dialogue takes place between and within Chambers, and hence between states and civil society, before resolutions are put or carried and the sovereignty of states at all times remains unaffected.

IUCN is an ongoing and successful experiment in international environmental governance, as is reflected through it having become the world's largest network of specialists concerned with conservation and sustainable development and having been granted United Nations Observer Status in 1999.

At the regional level:

Environmental law regional 'centres of excellence'

IUCN, through its Environmental Law Programme, has been instrumental in the establishment of five environmental law regional 'centres of excellence', which complement the efforts of the (global) IUCN Environmental Law Centre, IUCN regional and country offices and the (voluntary) IUCN Commission on Environmental Law. These centres have been established in Brazil, China, Kuwait, Singapore and The Russian Federation, with a sixth centre to be opened in Pakistan in 2003. The China, Kuwait, Singapore and Pakistan centres are within existing academic institutions.

And at the local and sub-national level:

IUCN has much direct experience of the value of participation and partnerships in working with local communities. We actively encourage the considered use of **community-based** approaches to environment and natural resource management, for example:

Water resources management. We encourage the considered devolution of authority from national or catchment based authorities to local levels of governance. Governance frameworks for water resources management must invest basin authorities with clear authorities and at the same time allow and stimulate the participation of all stakeholders in basin management, including community-based interest and user groups. Organization of local communities in advisory and management committees has shown an effective means for poverty alleviation and water resources conservation.

Protected areas. We encourage the considered devolution of management from national authorities to local communities. We encourage implementation of a range of approaches to protected area management governance. These include the devolution of management

responsibility from national authorities to local communities and also the increasing involvement of NGOs in protected area administration and management.

Specific examples include:

Water resources management in the Waza Logone floodplain

The 1,000,000 square kilometer floodplain of the Waza Logone, in Northern Cameroon, has benefited greatly from the implementation of local governance structures for water resources management. The different users, including fishers, herders and farmers, as well as different community groups are directly involved in the management of the floodplain through advisory and management committees.

These committees work with technical government services and specialized local organizations, supported by a capacity building programme for all parties involved on topics ranging from fishing techniques to integrated water resources management. The improved management of the floodplain and its water resources has for instance led to an increased annual revenue from the floodplain of approximately US$ 3 million, a reduction in water borne diseases of 70% and an increase in biodiversity.

Natural resource management in and around Mt Elgon

Uganda has been decentralizing governance progressively since the National Resistance Movement political regime came to power in the late 1980s. This has been achieved through a series of policy and legal reforms, most notably the Local Governments Act 1997 which devolved a wide range of powers to District and Sub-district levels.

The thrust of these reforms is to devolve decision making power and to involve stake holders at the lowest levels in decision making involving their welfare. All the recent development plans have reflected this ethos and are based on bottom-up planning (e.g. The Plan for Modernization of Agriculture and the Poverty Eradication Action Plan).

The new environment sector policies and statutes are people centered rather than biodiversity or wildlife centered and are firmly geared towards environment conservation for the benefit of development and improvements in peoples welfare. For example The Wildlife Act 1996 for the first time provides for community access to resources within National Parks and enables local people to have a say in management of protected areas. The Environment Statute 1996 also devolves responsibility for management of the environment to local level.

IUCN, through its integrated conservation and development projects at Mt Elgon and Kibale-Simliki has been helping the authorities at various levels to implement and operationalize these new decentralized forms of governance.

At Mt Elgon, IUCN has been helping the national parks authority (Uganda Wildlife Authority) to involve people living adjacent to the Parks in management of the resource use areas on which they depend for subsistence resources. This involved developing and pilot testing collaborative

management agreements between communities and the park authority. The agreements provide rights of access for resources within the Park. In return the resource users undertake to protect the resource use areas and regulate resource use. The process involves a power shift from the parks authority to local communities as a limited range of management and regulatory functions are devolved to the community. The pilot phase lasted two years and was followed by a refinement of the process for negotiating agreements, training of community conservation rangers and up-scaling to develop agreements with other communities neighboring the Park. The project is continuing and the new collaborative management arrangements have shown encouraging results in improved protection and management.

At the District level IUCN has been helping the District Authorities around Mt Elgon National Park to implement the environment management legislation which devolves responsibility for environment management to districts.

IUCN has provided technical assistance to develop environment management capacity in the districts and provided support to institutional development and development of systems for environment analysis and action planning. The effectiveness of decentralized governance in environment management and parks administration has been reviewed in several reports and success to date is regarded as mixed. However the decentralization process is still in its early stages.