

CONVENTION ON INTERNATIONAL TRADE IN ENDANGERED SPECIES
OF WILD FAUNA AND FLORA



Sixty-fifth meeting of the Standing Committee
Geneva (Switzerland), 7-11 July 2014

Interpretation and implementation of the Convention

Species trade and conservation

BUSHMEAT

1. This document has been prepared by the Secretariat.
2. At its 62nd meeting (SC62, Geneva, July 2013), the Standing Committee “noted the oral report of the Chair of the Central Africa Bushmeat Working Group” and “requested that the Secretariat liaise with the Working Group for the preparation of the report that the Working Group should submit for CoP16 [the 16th meeting of the Conference of the Parties (Bangkok, 2013)]”.
3. Following its discussion of document CoP16 Doc. 70 (Rev. 1), submitted by the Chair of the Central Africa Bushmeat Group with comments from and a draft decision proposed by the Secretariat, the Conference of the Parties adopted Decision 16.149 as follows:

The Standing Committee, assisted by the Secretariat, and in consultation with interested Parties, the Convention on Biological Diversity (CBD), the Convention on the Conservation of Migratory Species of Wild Animals, the Food and Agriculture Organization of the United Nations, the International Tropical Timber Organization, relevant United Nations programmes, relevant Parties, the Animals and Plants Committees as appropriate, intergovernmental and non-governmental organizations, and other experts and stakeholders shall:

- a) *review Resolution Conf. 13.11 on Bushmeat, taking into consideration the decisions and guidance developed under the CBD, the outcomes of the joint CITES/CBD meeting on bushmeat and other relevant sources of information; and*
- b) *submit the results and its recommendations for consideration at the 17th meeting of the Conference of the Parties.*

4. The Conference also adopted Decisions 14.73 and 14.74 (Rev. CoP16) directed to the Central Africa Bushmeat Group, as follows:

The Central Africa Bushmeat Working Group is encouraged to collaborate with the Convention on Biological Diversity and the Food and Agriculture Organization of the United Nations in its work, and is invited to draw to the attention of the Standing Committee and/or the Conference of the Parties to any matters relating to the implementation of Resolution Conf. 13.11.

The Central Africa Bushmeat Working Group is encouraged to continue its work, also by collaborating with the Convention on Biological Diversity Liaison Group on non-timber forest resources, and to report to the Standing Committee on progress made in implementing national action plans relating to the trade in bushmeat and other initiatives it takes regarding this subject. A report on the subject of bushmeat should be submitted at the 17th meeting of the Conference of the Parties.

5. At the joint session of the 27th meeting of the Animals Committee and the 21st meeting of the Plants Committee (AC27/PC21, Veracruz, 2014), members considered Secretariat document AC27/PC21 Doc.

7.1 on Support to Standing Committee work on bushmeat and annotations, attached to this document as Annex 1.

6. The AC27/PC21 executive summary for 2 May 2014 (document AC27/PC21 Sum. 1) reflects that, following their discussion of the information and recommendations contained in the above-mentioned document, the Committees:

designated the following members to consult with the Standing Committee on the revision of Resolution Conf. 13.11 on Bushmeat in compliance with Decision 16.149: the AC Chair (Ms Caceres) and the AC representatives of Africa (Mr Kasiki), Asia (Mr Soemorumekso) and Europe (Mr Lörtscher).

7. Bushmeat management is one of the issues being addressed by the Collaborative Partnership on Sustainable Wildlife Management (CPW), established in the margins of CoP16. The CPW comprises the CITES Secretariat, the Center for International Forestry Research (CIFOR), the Convention on Biological Diversity (CBD) Secretariat, the Convention on Migratory Species (CMS) Secretariat, the Food and Agricultural Organization of the United Nations (FAO), the International Trade Centre (ITC), the International Council for Game and Wildlife Conservation (CIC), the International Indigenous Forum on Biodiversity (IIFB), the International Union for the Conservation of Nature (IUCN), the International Union of Forest Research Organizations (IUFRO), TRAFFIC – the Wildlife Trade Monitoring Network (IUCN/WWF), the United Nations Environment Programme (UNEP) and the World Organisation for Animal Health (OIE). It is chaired by the Executive Secretary of CBD and hosted by FAO (see <http://www.fao.org/forestry/wildlife-partnership/en/>). In April 2014, the Secretariat attended the third meeting of the CPW, held in Milan, Italy, which inter alia discussed the issue of bushmeat.
8. During its April 2014 meeting, the Partnership agreed to produce a Sourcebook on Bushmeat. A draft of this Sourcebook, developed by CBD and CIFOR, was discussed at the meeting and will be finalized later this year. The issues that it covers include: the socio-economic importance of bushmeat; international and national trade in bushmeat; extractive industries and their impacts on trade in natural resources, such as bushmeat; wildlife management areas; land and access to resources; traditional knowledge; law enforcement; and mitigation measures. The Sourcebook touches on a broad range of relevant areas, and this may be of interest to any working group established by the Standing Committee to assist with the review of Resolution Conf. 13.11.
9. All members of the CPW expressed their willingness to, and interest in, contributing to the implementation of Decision 16.149.

Recommendation

10. The Secretariat recommends that the Standing Committee establish a working group to assist it with the implementation of Decision 16.149 and that the designated members of the Animals Committee mentioned in paragraph 6 participate in this working group.

Original language: English

AC27/PC21 Doc. 7.1

CONVENTION ON INTERNATIONAL TRADE IN ENDANGERED SPECIES
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Joint sessions of the 27th meeting of the Animals Committee and
21st meeting of the Plants Committee
Veracruz (Mexico), 2-3 May 2014

Strategic matters

Support to Standing Committee work on bushmeat and annotations
(Decisions 16.148 (Rev. CoP16), 16.149 and 16.162)

REPORT OF THE SECRETARIAT

1. This document has been prepared by the Secretariat.
2. At its 16th meeting (CoP16, Bangkok, 2013), the Conference of the Parties adopted decisions on bushmeat and annotations which are directed to the Standing Committee, but which envisage consultations or collaboration with the Animals and Plants Committees.

Bushmeat

3. Decision 16.149 of the Conference of the Parties, directed to the Standing Committee, reads:

The Standing Committee, assisted by the Secretariat, and in consultation with interested Parties, the Convention on Biological Diversity (CBD), the Convention on the Conservation of Migratory Species of Wild Animals, the Food and Agriculture Organization of the United Nations, the International Tropical Timber Organization, relevant United Nations programmes, relevant Parties, the Animals and Plants Committees as appropriate, intergovernmental and non-governmental organizations, and other experts and stakeholders shall:

- a) *review Resolution Conf. 13.11 on Bushmeat, taking into consideration the decisions and guidance developed under the CBD, the outcomes of the joint CITES/CBD meeting on bushmeat and other relevant sources of information; and*
 - b) *submit the results and its recommendations for consideration at the 17th meeting of the Conference of the Parties.*
4. A copy of Resolution Conf. 13.11 is contained in the Annex to this document. Decision XI/25 of the 11th meeting of the Conference of the Parties to the Convention on Biological Diversity (Hyderabad, October 2012), which includes revised recommendations of the CBD Liaison Group on Bushmeat, can be found at

<http://www.cbd.int/doc/decisions/cop-11/cop-11-dec-25-en.pdf>. The outcomes of the joint CITES/CBD meeting on bushmeat can be found at <http://www.cbd.int/doc/?meeting=LGBUSHMEAT-02>.

5. The Food and Agriculture Organization of the United Nations (FAO) and the Central African Forestry Commission (COMIFAC) are jointly implementing a project on *Management of the wildlife and bushmeat sector in Central Africa* to help reduce high levels of poaching. The project is designed to address the current absence of wildlife resource management systems, multiple constraints in the field of wildlife management, gaps or weaknesses in legislative frameworks and the absence of a sub-regional strategy to foster sound wildlife exploitation in the Congo Basin. A COMIFAC-FAO expert consultation on the development of a Central African wildlife management strategy was held in Brazzaville in January 2014.
6. The International Tropical Timber Organization's (ITTO) work to promote sustainable forest management has included several activities to promote the conservation of biodiversity in tropical forests. These include work to reduce the impact of forest management on wildlife in and around forest concessions and promote sustainable harvesting practices among local populations.
7. Bushmeat management is one of the issues being addressed by the Collaborative Partnership on Sustainable Wildlife Management (CPW), established in the margins of CoP16. The CPW, which comprises CITES, CBD, CMS, FAO, as well as other organizations¹, and is chaired by the Executive Secretary of CBD and hosted by FAO (see <http://www.fao.org/forestry/wildlife-partnership/en/>). The next meeting of the Partnership will be held in Milan in April 2014 and the Secretariat plans to attend.
8. Experience gained by CPW, FAO and ITTO on the management of bushmeat, wildlife and forests should enrich the consultations envisaged under Decision 16.149.

Annotations

9. Decision 16.162 of the Conference of the Parties reads:

The Standing Committee shall form a working group on annotations, in close collaboration with the Animals and Plants Committees, recognizing that the Animals and Plants Committees are an important source of expertise and advice to Parties on such scientific and technical issues. The group shall be chaired by a member of the Standing Committee and shall include, but not be limited to, members from the Standing Committee, Animals Committee, Plants Committee, observer Parties, CITES Management and Scientific Authorities, enforcement authorities, including Customs, and industry representatives. The terms of reference for the working group shall be:

- a) *to explore the shared understanding among Parties of annotations, both their meaning and function, and the adoption of appropriate and reasonable procedures for crafting plant annotations;*
- b) *to evaluate and address issues related to the drafting, interpretation and implementation of annotations, and assist Parties in drafting future annotations, drawing on appropriate expertise from within and outside its membership;*
- c) *initially, to focus its efforts on evaluating the existing annotations for plant taxa listed in Appendices II and III, with an emphasis on ensuring that such annotations are clear as to the types of specimens to be covered by a listing, can be readily implemented, and focus on those parts and derivatives primarily exported from the range States and those commodities that dominate the trade in and demand for the wild resource;*
- d) *based on the results of the timber trade study directed to the Secretariat in Decision 15.35 (Rev. CoP16), to review the existing annotations for tree species and, if appropriate, draft amendments to those annotations and prepare clear definitions for the terms used in the annotations in order to facilitate their use and understanding by CITES authorities, enforcement officers, exporters and importers;*
- e) *to review the appropriateness and practical implementation of the annotation(s) of the agarwood-producing taxa (*Aquilaria* spp. and *Gyrinops* spp.), taking into consideration the previous work done by the range and consumer States of these species;*

¹ UNEP, OIE, CIC, CIFOR, IUCN, IUFRO and TRAFFIC are also members of the CPW.

- f) *to review outstanding implementation challenges resulting from the listings of *Aniba rosaeodora* and *Bulnesia sarmientoi* in the Appendices, and propose appropriate solutions at the 17th meeting of the Conference of the Parties;*
 - g) *to draft definitions of terms included in annotations, in cases where the terms are not easily understood or where there has been difficulty in implementing the listing as a result of confusion about what commodities are covered, and submit them to the Standing Committee for adoption by the Conference of the Parties and subsequent inclusion in the Interpretation section of the Appendices;*
 - h) *to consider the effectiveness of including definitions of terms in annotations in the Interpretation section of the Appendices instead of elsewhere (e.g. in Resolutions) and, based on the determination, draft a proposal to include all definitions in a single location;*
 - i) *to conduct any work related to annotations directed to it by the Conference of the Parties, the Standing, Animals or Plants Committee; and*
 - j) *to prepare reports on progress made in addressing the issues tasked to it and submit them for the 65th and 66th meetings of the Standing Committee.*
10. At its 64th meeting (Bangkok, March 2013), the Standing Committee agreed to consider at its 65th meeting (SC65, Geneva, July 2014) the continuation of the working group on annotations.
11. Recognizing the substantial amount of work to be done under Decision 16.162, the United States of America (which had chaired an earlier working group on annotations) obtained approval from the Chair of the Standing Committee to form and chair an interim Standing Committee Working Group on Annotations. This interim Group, which includes several members and alternate members of the Animals and Plants Committees, has been discussing through electronic means the development of a discussion document on annotations for consideration at the 65th meeting of the Standing Committee (SC65, Geneva, July 2014). This document has been provided at the present meeting (see document AC27/PC21 Doc. 7.2) for members of the Animals and Plants Committees to note.

Recommendations

12. The Secretariat recommends that the Animals and Plants Committees designate Committee members who might consult with the Standing Committee as it undertakes the review of Resolution Conf. 13.11 and related sources of information, envisaged under Decision 16.149.
13. The Secretariat recommends that the Animals and Plants Committees designate Committee members to participate in the Standing Committee Working Group on Annotations, which is to be formed at the 65th meeting of the Standing Committee.

Resolution Conf. 13.11 on Bushmeat

RECALLING Decision 11.166, adopted by the Conference of the Parties at its 11th meeting (Gigiri, 2000), relating to the establishment of the CITES Bushmeat Working Group;

RECOGNIZING that poaching and illicit trade in bushmeat constitute the greatest threat to the survival of wildlife species, for example the gorilla, chimpanzees, elephants and crocodiles, in Africa in general, but especially in Central Africa, and also in all other countries in the world;

CONSIDERING that illicit trade in bushmeat increases poverty and the food deficit among rural communities using bushmeat as their main source of animal protein;

RECOGNIZING also the political will of the States in the sub-region to work for the sustainable management of forest resources as expressed in sub-regional initiatives, including the Yaoundé Declaration;

CONSIDERING also the recognition by the States of the sub-region of the bushmeat crisis as a major threat to the preservation of biodiversity;

CONSIDERING also the potential negative consequences of the development of the timber industry and the exploitation of natural resources;

NOTING the resolution of the European Parliament regarding the non-sustainable exploitation of wildlife and the illicit trade in bushmeat as a major threat to the survival of wildlife species, including apes, and also as a threat to the food security of the rural communities living in forested areas and depending on bushmeat in their diet;

NOTING that the trade in bushmeat involves many species included in the Appendices of the Convention but also species the trade in which is not regulated by CITES;

CONCERNED that unregulated trade in and consumption of bushmeat may bring risks to human health;

THE CONFERENCE OF THE PARTIES TO THE CONVENTION

ADVISES all relevant Parties to:

- a) prohibit the offtake of Appendix-I species for consumption as food and to encourage sustainable levels of offtake for species in Appendix II and III of the Convention;
- b) improve the domestic management of CITES-listed species harvested, traded and consumed as bushmeat through a review and, if needed, strengthening of relevant informative, legislative, *in situ* conservation, monitoring, enforcement and social or economic incentive measures;
- c) define clearly the administrative responsibilities of the government agencies that may be involved in, or can contribute to, the domestic regulation of trade in bushmeat and the import, export, re-export and transit or transshipment of bushmeat;
- d) clarify or establish property rights regarding CITES-listed species harvested, traded and consumed as bushmeat and to involve local communities in the monitoring of harvest, trade and consumption;
- e) review and, if needed, revise logging and other natural resource concessions to ensure that they contribute to the legal, non-detrimental harvesting of, trade in and consumption of bushmeat;
- f) encourage the adoption of codes of conduct by the timber, fishing and other natural resource extraction industries, that discourage illegal or unsustainable harvesting, consumption and trade in bushmeat; and
- g) identify alternative sources of protein and take other measures to reduce the demand for bushmeat and particularly the consumption of specimens of Appendix-I species;

ADVISES:

- a) all Parties and non-Parties to raise the awareness of staff in government agencies responsible for the regulation and inspection of food for human consumption, especially those engaged in CITES border controls and ensure that any cross-border trade in food derived from CITES-listed species is accompanied by the necessary import or export permit or re-export certificate; and
- b) all relevant States that are not party to CITES to accede to the Convention at the earliest possible date in order to improve control of international trade in bushmeat;

ADVISES that:

- a) all relevant Parties carry out appropriate education campaigns directed at both urban and rural communities to raise awareness of the conservation concerns associated with the trade in bushmeat, especially the consumption and trade in specimens of Appendix-I species, and of the risks to human health associated with unregulated trade in food derived from wild animals;
- b) all relevant Parties take measures to increase awareness among enforcement, prosecution and judicial authorities of the illicit trade in specimens of CITES-listed species for human food consumption;
- c) the Parties provide to the Secretariat detailed information on significant cases of illicit international trade in bushmeat and inform each other of all circumstances and facts likely to be relevant regarding such trade, with the aim of eradicating it; and
- d) relevant Parties make use of information gathered in the MIKE (Monitoring of Illegal Killing of Elephants) system, which may assist in providing data regarding the use of elephant meat in the bushmeat trade and contribute to a better understanding of the dynamics of poaching and the trade in bushmeat;

REQUESTS:

- a) countries and organizations with relevant expertise to support range and consumer States in the preparation or distribution of practical identification techniques to help determine whether bushmeat is derived from CITES-listed species; and
- b) that, since biological and distribution data are essential for sustainable trade in bushmeat, donors assist in funding and providing expertise to develop computer databases and mapping and other necessary conservation management techniques; and

CALLS UPON relevant international organizations and the secretariats and Parties to international treaties to recognize the important role they can play in providing assistance, especially to range States, in regulating the trade in bushmeat and tackling the associated issues of poverty, habitat degradation, human population growth and utilization of natural resources, including the Convention on Biological Diversity, the Convention on the Conservation of Migratory Species of Wild Animals, the Food and Agriculture Organization of the United Nations, the International Tropical Timber Organization, the United Nations Conference on Trade and Development, the United Nations Development Programme, the United Nations Environment Programme, including its Great Apes Survival Project and the United Nations Population Fund.