

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

Eleventh meeting of the Conference of the Parties
Gigiri (Kenya), 10-20 April 2000

Interpretation and implementation of the Convention

BUSHMEAT AS A TRADE AND WILDLIFE MANAGEMENT ISSUE

Background

1. There is increasing concern within the international conservation community about the high levels of harvesting for the bushmeat¹ trade. Much of the attention has been focused on Africa but there are signs of similar problems in South and Central America, the Caribbean, Asia and elsewhere². At its 41st meeting the CITES Standing Committee was presented with a report prepared by the Ape Alliance (a UK-based consortium of NGOs involved with primate conservation) which identified the threat in particular to *Primate* species such as *Gorilla gorilla* and *Pan* spp., occurring in the forest areas of West and Equatorial Africa. The trade also impacts on other CITES listed species (see Annex 1). While much of the trade is local or sub-regional, there is evidence that there is an international component and illegally traded items have been seized for example in Europe³.
2. At present, inter-continental trade is only a minor component of the overall trade although there is evidence of growing legal and illegal demand for bushmeat in regional and global markets. Trade in bushmeat however is not comparable to tropical timber, where the primary markets are in the industrialised countries. Control of inter-continental trade alone is unlikely to secure conservation of the resource, at least in the short term. Controls on international trade would only be effective if accompanied by local sustainable management of bushmeat resources. However, it can also be argued that stronger control over international trade may contribute to pressure on range states to implement proper management of the resource within the national territories of the producer nations.
3. Several reports⁴ have highlighted the direct impact of external forces on the trade. In particular timber and other extractive industries are clearly playing an important part in both fuelling demand for bushmeat and facilitating its harvesting and marketing. Some NGOs have already suggested that international timber companies should consider the introduction of Codes of Conduct to better regulate such companies' involvement in increasing the bushmeat trade in the areas in which they operate. At the 41st Standing Committee, Parties were asked to endorse efforts to encourage logging companies to do more. There is therefore a need to actively pursue a dialogue with such companies to see if such a code can be developed and adopted.

¹ *Bushmeat is defined as meat for human consumption derived from wild animals. This paper concentrates on bushmeat in the forest context, where primates form a significant source of bushmeat.*

² *Bowen-Jones, E and Pendry, S. 1999. The threat to primates and other mammals from the bushmeat trade in Africa, and how this threat could be diminished. FFI, Oryx Vol. 33 No 3 July 1999.*

³ *e.g. Germany (1996 - 2 seizures, 1997) and Belgium (1998, 1999).*

⁴ *Bowen-Jones and Pendry ibid.; Inamdar A., Brown D. and Cobb C. 1999. What's special about wildlife management in Forests? Concepts and models of rights-based management, with recent evidence from West-Central Africa. ODI: Natural Resource Perspectives. No. 44; Anon. 1998. The African Bushmeat Trade - A Recipe for Extinction. Ape Alliance.*

4. Against this background of growing concern, it is important to emphasise that this paper recognises the legitimacy of local people to use wild resources for the furtherance of their well-being. This paper also respects the cultural sovereignty of people in regard to diet and lifestyle. Rather the intention is to facilitate solutions which can be readily adopted by producer countries in their efforts to maintain sustainable rather than unsustainable levels of offtake. The relevance to CITES is that many of the species are listed in the Appendices and are involved in cross border trade (see Annex 1). However CITES is increasingly realising that enforcement without awareness, willingness and capacity has its limitations. Furthermore awareness, willingness and capacity are best realised at national and sub-regional levels, supported by partnerships and synergies with other relevant and interested countries and international bodies.

Recent developments

Range States

5. Significant efforts are being made in some producer countries to address the issues involved. In Cameroon, for example, the Department of Wildlife and Protected Areas of the Ministry of the Environment and Forests/*Direction de la Faune et des Aires Protégées, Ministère de l'Environnement et des Forêts* prepared a national strategy document in 1999, to reinforce the ability of its provincial delegations to control the illegal aspects of the industry.⁵
6. On 17 March 1999, the Yaoundé Declaration was signed by Cameroon, Congo, Gabon, Equatorial Guinea, Central African Republic and Chad at a Summit Meeting of Central African Head of States on the Conservation and Sustainable Management of Tropical Forests. This declaration provides an undertaking by these nations to work on protected transborder zones, fiscal systems and added value processes that support conservation and sustainable development, harmonised forest policies, involvement of local people and other stakeholders in the planning and sustainable management of forest ecosystems, the stamping out of large scale poaching and other non-sustainable exploitation, provision of adequate resources, and the promotion of national and sub-regional forums and networks for strengthening co-operation of those involved in the sustainable use and conservation of biological resources and forest ecosystems.

Elsewhere

7. In April 1999, UK Environment Ministers raised the issue with Dr Maritta Koch-Weser, IUCN Director General, who is already taking forward a forest and bushmeat initiative. IUCN agreed to consider what more could be done at both the global and local level, including work to attempt to establish sustainable hunting ceilings.
8. The bushmeat trade issue was also discussed at the 12th meeting of the European Union's CITES Management Committee in June 1999, where it was agreed that consideration should be given to working up a paper for discussion at the 11th CITES Conference of the Parties.
9. The issue was also considered by the Timber Industry's 'Chief Executive Officers' Working Group on the Role of Forest Industry in Improved Forest Management in Tropical Africa' at its meeting in Zurich on 11 October 1999.

Key aspects of the bushmeat trade

Is there really a problem?

10. It is generally recognised that the most significant pressure on wildlife survival is the loss of habitat. But other pressures can give cause to alarming rates of decline in wildlife populations. The purpose of this paper is to highlight the bushmeat trade pressure. The geographical focus is primarily West and Central Africa, though the problem is more widespread. It is also acknowledged that even within the sub-region there are important local variations in the structure of the trade and the distribution of

⁵ 'Plan d'Urgence de Lutte Anti-Braconnage', Yaoundé, July 1999.

its benefits. The paper emphasises the trade in primates, acknowledging the major international concern noted above (para 1.1), though the issues go much wider, and include many other species, mostly *Mammalia* (see Annex 1).

11. It is not easy to accurately estimate either existing bushmeat hunting yields or maximum sustainable harvest rates and the results of such studies remain open to interpretation. Establishing hunting ceilings for example is likely to come up against the problem, frequently voiced by Central and West African countries, of the difficulty in assessing and monitoring wildlife populations in forest situations. The limitations of the existing state of knowledge must be recognised in the design of international policy. Nevertheless, the overwhelming evidence, particularly from long term studies in Equatorial Africa, is of a vastly increasing off-take⁶. Most such harvesting is unregulated and unmanaged in an environment to which access is increasingly being facilitated and therefore such harvest appears to be increasingly unsustainable.
12. As with many other areas of consumptive wildlife use, the bushmeat trade is extremely complex. There will be no simple 'one stop' approach to attaining sustainability. Existing levels of - and approaches to - harvesting rely on a complicated matrix of factors including social and cultural aspects; topography; available infrastructure; and market access. A number of studies⁷ have attempted to disaggregate the various dimensions of the trade in the search for more integrated solutions to the problem.

Traditional activities

13. Hunting, household consumption, and trade in bushmeat is clearly not new. Bushmeat has long been - and still is - highly significant in many local economies with some recent studies suggesting it can provide up to a third of village income. It has important welfare aspects. Hunting and the bushmeat trade are highly decentralised, and offer few barriers to entry for the rural poor. In many places bushmeat is still the only reliable source of animal protein. Though the trade is by no means restricted to the poor, it offers them important benefits, often in isolated environments where there are few alternative livelihood options. It has significant gender dimensions, with men (as hunters) and women (as traders and 'chop bar' owners) deriving considerable benefits. Bushmeat has good storage qualities given the household conditions typical of the African poor (e.g. smoking as a form of preservation in the humid tropics where refrigeration is unavailable) - positive values which are often discounted in assessments of the health risks from eating mammalian (particularly primate) flesh and smoked products. Access to bushmeat - like other non-timber forest products - provides an important safety net for all sections of the population (in relative terms, particularly the poor) in times of stress, and an alternative income source when wage opportunities are unavailable. Clearly, where people are reliant on bushmeat as their main or only source of protein and/or cash income, outlawing trade could impact severely on livelihoods.

Forces at work

14. While, even in traditional economies, the distinction between subsistence and commercial hunting may in reality be artificial, it is clear that in new cash economies, reliance on the proceeds of bushmeat sale - spent on 'modern' products, such as pest control, children's education and taxes - is becoming more important. Many studies also point to the crucial part played by population growth, increasing rates of urbanisation and changes in the macro-economic environment in fuelling demand. In periods of recession, hunting is an attractive option for young adult males, who would otherwise be drawn into the industrial economy. Particularly where there are no livestock alternatives, rural people moving to urban centres still consume wild-harvested animal protein, and trade therefore moves with them to the cities. The nutritional benefits of the trade are thus enjoyed very widely, and far beyond the producer areas. There is also some evidence that cultural factors, including taste and the high value placed on bushmeat, can engender increased consumption with higher incomes.

⁶ Inamdar A., Brown D. and Cobb C. 1999. Ibid.

⁷ Bowen-Jones & Pendry. Ibid.

15. More money and more demand encourage hunters to increase supply by improving hunting techniques and strategies. A simple change to the use of wire as opposed to traditional fibre snares can have a major impact. Clearly even more significant is the increased availability of arms and ammunition. Conflict and military strife in some producer countries is one cause of such increase; but increased numbers of unregulated firearms have consequences for many aspects of national security and well-being. Changes in technology may well have implications for species selection, with the use of modern rifles favouring offtake of the slower-growing larger species (particularly apes and elephants), while shotguns mainly target the smaller ground and tree-dwellers e.g. duikers (*Cephalophus spp.*), smaller primates (*Cercopithecus spp.*, *Cercocebus spp.* and *Colobus spp.*), other antelope (*Tragelaphinae*) and rodents (e.g. *Thryonomys spp.*, *Artherurus spp.*, *Hystrix spp.*). Snares in the main favour ground dwellers (mainly small duikers and rodents), though low-preference small carnivores (*Viverridae*) are also caught in this way. While snares have the advantage of being a 'low technology approach', they are indiscriminating within species and lead to wastage, increasing the threat to the resource.
16. A variety of other social groups are involved in the bushmeat trade. These groups may include well-placed public officials. Soldiers with access to high velocity weapons are often implicated in the hunting of the larger mammals such as elephants. There is evidence that much (though by no means all) of the commercial trade is in the hands of urban-based entrepreneurs, who subcontract to small hunters.
17. New timber and other extractive industries increase strain on an area's natural resources (including bushmeat) simply by bringing in new immigrant workers. In addition logging companies often view employees supplementing their income by involvement in the trade as a legitimate (and even welcome) activity. Such employees usually have good connections to the urban areas, where the demand for bushmeat is significantly increasing. Better access to markets via logging roads together with the ready availability of modern firearms and ammunition brought in by timber workers further add to the pressure.

Consequences

18. All of this means that the overall level of offtake has considerably increased. Studies suggest that the loss of animals through the bushmeat trade is having a greater impact on conservation in some areas than habitat loss. In addition to the direct effects on the animal populations themselves, account must be taken of the wider effects on the forest environment. Most of the species valued in the bushmeat trade are seed dispersers, with potentially important roles in forest composition and structure. There has been some work undertaken on the effects of increased hunting on different taxa and it seems likely that certain groups of species - such as apes that are more easily hunted during the day with modern firearms - may be disproportionately affected. Non-fugitive species such as Red Colobus (*Procolobus spp.*) are also particularly vulnerable. Even relatively common species such as duikers may now be subject to unsustainable levels of hunting. Recent seizures by CITES authorities in Germany and Belgium indicate that bushmeat sales have moved beyond local urban markets to the international arena.
19. Given the long-term economic outlook for many producer countries, there is an urgent need to focus attention on the resource dimensions, and to bring long-term concerns about sustaining human livelihoods forward. Biodiversity conservation needs to be seen in the context of the vulnerability of the rural and urban poor of the producer countries, and the wildlife issue should be allied with wider strategies to promote rational management of natural resources.

The critical elements

Policy Dimensions

20. There has been a tendency for some international environmental approaches to be overly negative, with few concessions given to local interests or cultural realities. Important considerations of national sovereignty have been overlooked and unrealistic assessments made of the ability of law enforcement agencies and industrial timber concerns to police the resource over vast areas, and in situations where sanctions are weak. Too often the tone has been hostile and dismissive of local interests and values, thereby attracting the criticism that outside bodies are simply seeking to

criminalise traditional livelihoods. Recognition of the global biodiversity values which forest environments contain has yet to be translated into a viable set of local level incentives for conservation. Lack of attention to incentives has tended to impose the highest costs of conservation on those who are likely to achieve the least benefits, with inadequate compensation on offer.

21. Policy advocacy has tended also to ignore the important social class dimensions of proposed resource shifts (stigmatisation of local resource management practices in favour of more capital-intensive production methods, extension of protected areas). These have often increased the benefits to the middle class and international community to the detriment of existing resource users, particularly the rural and urban poor.
22. There is urgent need for a much more constructive engagement between the donor community and the governments and peoples of the bushmeat producer nations. The most pressing requirement is to bring the producer nations squarely into the policy dialogue. Trade controls and conservation measures will only be effective if firmly rooted in national processes and interests, and supported by rural communities. Thus local ownership needs to be fostered at every stage.

The trade dimensions

23. *International trade issues*: there is a need to distinguish between the inter-continental dimensions (which are largely trade-related) and the local and sub-regional issues (which concern trade, food security and resource management). The trade dimensions in the two cases differ markedly. **Inter-continental trade** has only limited cultural and free-trade justifications, and none at all as regards poverty (bushmeat from developing countries is a luxury item on western markets). Health considerations (particularly of some species) would almost certainly act against the continuation of the trade. **Local and sub-regional trade** aspects are quite different. The equity and poverty dimensions are significant, and the cultural considerations need to be treated sensitively. Cross-border issues often have significant social dimensions, and governments may have limited control over the movement of goods. The potential for reduction in local cross-border trade in the short-term is likely to be very limited. Hence, efforts should be concentrated on controlling inter-continental trade, and encouraging national governments of the producer countries to adopt active resource management policies.

The regulatory dimensions

24. *Management issues*: Past experience would advise against excessive reliance on exclusion and punitive sanctions as tools of management. While there are grounds to argue that the urgency of the situation requires recourse to further protected area reservation, if only as a short-term expedient, the record of these in many of the producer areas is not encouraging, and maintenance costs are often unsustainable. Even where trust funds are a feasible option to cover the costs of securing national parks, they are unlikely to be able to compensate local populations for the often considerable resource flows foregone. There is likewise need for realism as to the potential for tourist development in countries lacking basic tourist infrastructure, etc.⁸
25. Thus, while exclusion should not be discounted, there is a pressing need to consider other options of greater appeal to local populations, and with a greater chance of securing meaningful national ownership. The starting point is likely to be an approach which treats the high levels of present trade and consumption and the important equity and gender dimensions of the trade as positive forces to be harnessed in the interests of sustainable long-term management.
26. In many producer countries over-ambitious attempts to impose new forms of control through the agency of public services run the risk of increasing the *opportunities for "rent-seeking" behaviour*, with few if any benefits to conservation. This applies equally to intra-regional and internal controls and points against the adoption of approaches which rely too heavily on bureaucratic sanctions. More success will come from encouraging local resource users to police the trade themselves in their

⁸ These arguments are developed further in Brown, D 1998. *Participatory biodiversity conservation: rethinking the strategy in the low tourist potential areas of tropical Africa*. ODI Natural Resource Perspectives No. 33.

own long-term interests. Long term management needs also to be placed in the context of wider improvements in public governance.

27. Given the indiscriminate and unmanaged nature of the existing industry, it is inevitable that the *introduction of controls* will imply reduced benefits for many of those presently involved. Likewise, it is likely to be easier to preserve the immediate subsistence component of the present consumption profile than the wider benefits of the bushmeat trade. This has implications for all sections of the population, particularly the poor.
28. The challenge is to respond to new technologies and developments which fuel demand and facilitate supply in a way that impacts as little as possible on the livelihoods of those involved in its harvesting. *Better management* is the key. This will only be effective if those involved in the trade are similarly involved in the development of its management. It is also important to instil national ownership of the policy processes.
29. *Tenurial considerations*: Reinstating traditional forms of indigenous community management is on the face of it an attractive option. However in many producer countries, land and tree tenure is the almost exclusive preserve of the state. Common pool management arrangements that do apply are often residual in character. In such cases, tenurial regimes often do not allow local populations to exclude outsiders. International advocacy for tenurial change will only be feasible where this already has support within the sovereign territory, and even then, great care is needed to ensure that the outcomes are in line with the intentions. More modest initiatives, limited to tightening up on access and effort, and better management of local-level outputs in line with livelihood requirements, look to be more promising avenues of change.
30. Rights-based systems derived from those used in other natural resource sectors such as inshore fisheries may provide useful models to define individual or collective rights to resources within communal management regimes. This could involve the establishment of individual transferable quota systems, or other forms of tradable rights. Lease arrangements may also have potential. Such strategies are likely to require improved understanding of the structure of local markets, and the flows of benefits along commodity chains. They would also benefit from scientific assessments of resource population densities, reproductive potential and potential levels of sustainable off-take. There is likely to be an important role for donor countries in supporting such research.

Reducing pressures

31. There may be scope for identifying and encouraging *alternative sources of animal protein* such as husbandry of cattle, pigs and chickens. However, while there have been some localised successes, many schemes have not proved viable. Increased production of domestic fowl and ruminants through support to existing systems of village-level husbandry is often cited as a way forward, but the potential here may be very much less than has been assumed. The appeal of such extensive systems to the rural poor in land-surplus areas usually lies in their low tendance and input requirements, together with the value of the livestock as safety nets and long-term stores of wealth. Major increases in production may well compete for labour with priority subsistence activities, and demand levels of feed and health care which the average villager has no capacity to provide.⁹ Alternatives may, for reasons of culture or taste, be considered inferior. Attempts to captive breed sought-after game animals have often foundered on economic grounds, or because of the fugitive character of the species. The potential class effects of the production switch (transferring entitlements and benefits from poor to rich) need also to be borne in mind.
32. Restricting the *availability of modern destructive technologies* (e.g. guns and ammunition), while permitting the use of simple technology (e.g. traps and snares) would help to preserve the equity

⁹ This has implications both for attempts to increase domestic husbandry and to promote alternative wild farming activities. Pigs, for example, are monogastric and hence nutritionally demanding, so that the fact that a few specimens of the local race can survive with low tendance in village situations should not be taken to imply any major potential for husbandry. Cross-breed cattle and fowls, and domestic rabbits, are often very disease-prone in forest environments, and can rarely be considered as 'pro-poor' technologies. Likewise, the fact that forest rivers are well-stocked with fish should not be taken to imply that it will be economically profitable for forest dwellers to fish for them, given the other demands on their labour.

benefits (in that the latter are more time consuming, and more reliant on access to linked resources, such as forest farms), though the conservation implications are mixed.

33. More promising is an examination of the wider profile of *livelihood activities*, seeking alternatives which replace the income stream to be foregone. This requires governments and their international partners to look carefully at the potential policy and market failures which may be restricting these other livelihood options. Such an approach demands a framework of enquiry which goes beyond the immediate confines of the rural areas and sees rural livelihood options in the context of the wider economy.
34. There is also a case for greater attention to be given to demand factors, particularly in urban and industrial areas.

External influences

35. Given the importance of external factors, *Parties involved in timber extraction* are urged to expand the scope for working with their timber industries to develop guidelines along the lines of those set out in the Draft Code of Ethics for the Sustainable Management of Forest Concessions in Central Africa, proposed by *CEFDHAC (La Conférence des Ecosystèmes de Forêts Denses et Humides d'Afrique Centrale)*. These could initially be non-statutory. Implementation of the guidelines must be independently monitored and consideration given to a more formal approach if this is the only way to secure improvements.
36. Timber producing countries could consider the scope for developing similar guidelines and integrating these into the process of issuing timber concessions.
37. Timber companies may be able to develop and fund individual small community projects. Certain parts of the industry are already aware of these issues and there is scope for sharing best practice and lessons learnt from innovative projects such as local game breeding programmes. Governments in both developed and developing countries have a role in building "bushmeat friendly" aspects into their own timber procurement policies - something the UK is actively addressing.
38. International timber producer organisations such as the International Tropical Timber Organisation/*Organisation Internationale des Bois Tropicaux (ITTO/OIBT)*, the African Timber Organisation/*Organisation Africaine du Bois (ATO/OAB)*, the *Association Technique Internationale des Bois Tropicaux (ATIBT)* and InterAfrican Forest Industries Association (IFIA) have crucial roles to play in developing the ground rules and ensuring their implementation. Broad stakeholder forums such as *CEFDHAC* also provide important arenas of debate and exchange of views.

Possible actions

39. It is clear that bushmeat is a trade issue. The international aspect however is only the tip of the iceberg. The nature of the trade is such that sole reliance on a CITES listing and permit approach is unlikely to make much headway in managing the cross-border element. International trade can really only be influenced by dealing with the trade at the national level. In the national context it is important to recognise bushmeat as a livelihood issue, subject to economic influences. The traditional value of bushmeat stems from the use of wildlife assets to sustain life in forest communities. The growth of urban communities has created a demand, since bushmeat is still generally the cheapest source of protein, that is no longer related to husbanding that asset. The opening up of forest areas, through other commercial opportunities, has facilitated the entry of middlemen. These entrepreneurs have been able to take advantage of open access and lack of local managerial rights relating to wildlife and so to capture and exploit the asset, with no thought to its sustainability. The approach therefore seems to require a three-pronged attack.
40. Firstly efforts will be needed to bring the management of the bushmeat trade into some sort of structured and equitable control. This will require the development of national capacity, the decentralisation of management authority, the provision of incentives and disincentives, and better partnerships. Secondly efforts will be needed to reduce external factors that are driving the process beyond sustainable levels. This will require the adoption of, for example, logging concession agreements that incorporate proper limits and safeguards, and which are enforceable, together with

codes of conduct. Thirdly efforts will be required to address the urban demand for protein. Are there alternative food sources that can be made available at similar cheapness and acceptability?

41. The first two approaches are directly relevant to CITES and have been recognised in the CITES draft "Strategic Vision through 2005". National capacity is at the core of Goal 1 and Goal 3 seems equally relevant to the national management approach. Objectives 1.1, 1.2, 1.3 1.5, 1.8, 1.9, 1.10, 3.6 and 3.7 are all pertinent. Reducing the external factors is not something that can be done by CITES alone. Therefore Goal 5 and particularly objectives 5.1 and 5.2 are relevant. In the bushmeat context, such synergies should be forged with FAO, CBD, ITTO/OIBT, ATIBT, IFIA and ATO/OAB. (The text of the Goals and Objectives listed above is given in Annex 2)
42. If the framework suggested above is adopted, then making progress will require external funding. A possible platform for achieving progress could be a CITES working group sanctioned by the 11th Conference of the Parties. Such a group could combine interested donor countries with the relevant range states and the Secretariat in order to encourage participation and evolve a programme of action that could be reported back to the 12th Conference of the Parties as a pilot process. The essence of such collaboration would be to guide the management of bushmeat so that the current problems can be prevented or reduced and so satisfy objective 1.8 of the Strategic Plan.

COMMENTS FROM THE SECRETARIAT

- A. The Secretariat generally shares the concerns expressed in this paper and agrees that international trade is a small but potentially important component of the issue. It is of great concern that international trade occurs in species included in Appendix I, particularly the great ape species, but even more so that the harvesting of such species for domestic use seems to be largely unregulated or unmanaged in parts of their range. The Secretariat urges Range States of great ape species and other species listed in CITES appendices to review and strengthen conservation measures and control over harvesting and domestic trade in such species. The Secretariat will to the greatest extent possible endeavour to assist and support Parties with such initiatives.
- B. Concerning the international component of trade that occurs in CITES-listed species harvested for the bushmeat trade, most if not all of this trade is clearly unregulated and/or illegal. The problem appears to be that CITES has not been implemented concerning such trade. The application of existing regulations and improving public awareness of domestic regulations and international trade controls over international trade in the species concerned should therefore be the priority focus for Parties where trade in bushmeat occurs.
- C. The Secretariat cautions against the assumption, not necessarily expressed in this document, that high levels of harvesting of wild species are always detrimental or unsustainable. Forest systems are unusually productive and many species may well sustain current or higher levels of offtake. Some species may even become more productive as the result of habitat alteration. Much of the harvest of forest species consists of species not listed in the CITES appendices or not regarded as threatened.
- D. In the implementation of CITES, no distinction can be made between intercontinental and intracontinental or regional trade. The provisions of CITES apply to all international trade and Parties are obliged to implement those provisions under all circumstances, including trade in food items. Although the scope of CITES is restricted to international trade, the Secretariat disagrees that 'efforts should be concentrated on controlling inter-continental trade' (paragraph 4.2.1) if the major impact on the conservation status of species concerned results from domestic consumption, habitat loss or trade between neighbouring countries. The Secretariat believes that efforts should be concentrated on improving the management of forest systems and species harvested for the bushmeat trade. Improved conservation and management will depend on better habitat protection (i.e. different forest logging practices, better protected area management) and better *in situ* protection (i.e. better control over firearms, improvement and enforcement of hunting laws, monitoring of national populations etc.) for which much better national legislation, more people and financial resources and much better national co-ordination and co-operation amongst different government agencies are needed. In addition, it can be expected that natural resources such as the great apes will not be adequately protected and managed as long as governments and people do not appreciate or have access to the full social, cultural and economic value of these resources. No

amount of control over international trade, and especially control at the stage of import or on a different continent, can substitute these requirements.

- E. The Secretariat agrees that this issue would best be addressed through the collaborative efforts of all major organizations with a mandate involving natural resource management in forested regions. This view has also been expressed to the Executive Director of UNEP and the Secretariat has declared its willingness to participate in such collaborative efforts. The Secretariat is also aware that the conservation and management of forest resources as a major focus may become a major new goal of IUCN, with which CITES has had a long-standing collaborative relationship. It therefore supports paragraph 2 of the draft Decision in Annex C of this document, but requests that a decision about any further action within CITES be deferred until after consultation with the Convention on Biological Diversity (CBD), the United Nations Food and Agriculture Organization (FAO), the International Tropical Timber Organization (ITTO) and IUCN. The Secretariat cannot support the establishment of a working group unless ample funding is made available to ensure proper participation by Parties in regions where trade in bushmeat occurs.

**Primary mammalian species identified in the commercial African bushmeat trade
and their CITES appendix status**

| Common name | Scientific Name | Range States | Red List Status | CITES |
|--------------------------------|-------------------------------|---|---|-----------------------------|
| Jentink's duiker | <i>C. jentinki</i> | Liberia, probably Côte d'Ivoire and Sierra Leone | Vulnerable | App. I |
| Diana guenon / monkey | <i>C. diana</i> | Sierra Leone to Ghana | Vulnerable | App. I |
| Gorilla | <i>Gorilla gorilla</i> | equatorial Africa | Endangered (some sub. spp. critically endangered) | App. I |
| Elephant | <i>Loxodonta africana</i> | pan African | Endangered | App. I (some pop'ns App II) |
| Drill | <i>Mandrillus leucophaeus</i> | south-eastern Nigeria to Cameroon, Island of Bioko | Endangered | App. I |
| Mandrill | <i>M. sphinx</i> | Cameroon, Equatorial Guinea, Gabon, Congo | Lower risk: near threatened | App. I |
| Bonobo | <i>Pan paniscus</i> | Democratic Republic of Congo, Congo (?) | Endangered | App. I |
| Chimpanzee | <i>P. troglodytes</i> | Guinea to Uganda, south to Lake Tanganyika | Endangered | App. I |
| Leopard | <i>Panthera pardus</i> | pan African | Not ranked | App. I |
| Bay duiker | <i>C. dorsalis</i> | Guinea-Bissau or possibly Gambia to Democratic Republic of Congo and northern Angola | Lower risk: near threatened | App. II |
| Blue duiker | <i>C. monticola</i> | south-eastern Nigeria to Kenya, and south to South Africa | Lower risk: least concern | App. II |
| Ogilby's duiker | <i>C. ogilbyi</i> | Sierra Leone to Gabon, including island of Bioko, Equatorial Guinea | Lower risk: near threatened | App. II |
| Yellow-backed duiker | <i>C. sylvicultor</i> | Gambia to Kenya, and south to northern Angola and Zambia | Lower risk: near threatened | App. II |
| Zebra antelope / banded duiker | <i>C. zebra</i> | western Sierra Leone to central Cote d'Ivoire | Vulnerable | App. II |
| Moustached monkey | <i>Cercopithecus cephus</i> | Angola, Central African Republic, southern Cameroon, Equatorial Guinea, Gabon, Democratic Republic of Congo | Lower risk: least concern | App. II |

| Common name | Scientific Name | Range States | Red List Status | CITES |
|---|--|---|-----------------------------|---------|
| Red-bellied guenon, white-throated monkey | <i>C. erythrogaster</i> | southern Nigeria, Benin (?) | Vulnerable | App. II |
| Red-eared guenon / monkey | <i>C. erythrotis</i> | Nigeria, Cameroon, island of Bioko | Vulnerable | App. II |
| Owl faced monkey | <i>C. hamlyni</i> | eastern Democratic Republic of Congo, Rwanda, Uganda | Lower risk: near threatened | App. II |
| De Brazza's monkey | <i>C. neglectus</i> | forested zones from southern Cameroon to southern Ethiopia and southern Democratic Republic of Congo | Lower risk: least concern | App. II |
| Greater white-nosed monkey | <i>C. nictitans</i> | Guinea to Congo and Democratic Republic of Congo north of Congo River | Lower risk: least concern | App. II |
| Crowned guenon | <i>C. pogonias</i> | southeastern Nigeria (extinct?), Cameroon, Equatorial Guinea, Gabon, Congo, Central African Republic, northwestern Democratic Republic of Congo, Angola | Lower risk: least concern | App. II |
| Preuss's guenon / monkey | <i>C. preussi</i> | southeastern Nigeria, Cameroon, island of Bioko, Equatorial Guinea | Endangered | App. II |
| Sclater's guenon / monkey | <i>C. sclateri</i> | Nigeria | Endangered | App. II |
| Sun tailed guenon / monkey | <i>C. solatus</i> | Gabon | Vulnerable | App. II |
| Black colobus | <i>Colobus satanas</i> | southern Cameroon, Equatorial Guinea, Gabon, island of Bioko | Vulnerable | App. II |
| King colobus | <i>C. polykomos</i> (inc. <i>C. vellerosus</i>) | Guinea to south-western Nigeria | Vulnerable | App. II |
| Grey-cheeked mangabey | <i>Lophocebus albigena</i> | Cameroon to Gabon and western Kenya and Tanzania | Lower risk: least concern | App. II |
| Giant pangolin | <i>Manis gigantea</i> | Senegal to Uganda and Angola | Lower risk: least concern | App. II |
| Red colobus | <i>Procolobus badius</i> | Senegal to Ghana | Lower risk: near threatened | App. II |
| Golden cat | <i>Profelis aurata</i> | Senegal to Kenya and northern Angola | Lower risk: least concern | App. II |

| Common name | Scientific Name | Range States | Red List Status | CITES |
|------------------------|-----------------------------------|--|---|------------|
| African civet | <i>Civettictis civetta</i> | Senegal to Somalia and south to Namibia and eastern South Africa | Not ranked | App. III |
| Water chevrotain | <i>Hyemoschus aquaticus</i> | Sierra Leone to western Uganda | Lower risk: near threatened | App. III |
| Bongo | <i>Tragelaphus euryceros</i> | forest zone from Sierra Leone to Kenya | Lower risk: near threatened | App. III |
| Sitatunga | <i>T. spekei</i> | Gambia to southern Sudan, and south to northern Botswana | Lower risk: near threatened | App. III |
| Brush-tailed porcupine | <i>Atherurus africanus</i> | Gambia to western Kenya and southern Democratic Republic of Congo | Not ranked | Not listed |
| Peter's duiker | <i>Cephalophus callipygus</i> | Southern Cameroon, Gabon, Congo, Burundi, Rwanda, Kenya, Uganda | Lower risk: near threatened | Not listed |
| White-bellied duiker | <i>C. leucogaster</i> | southern Cameroon to Democratic Republic of Congo | Lower risk: near threatened | Not listed |
| Black duiker | <i>C. niger</i> | Guinea to southwestern Nigeria | Lower risk: near threatened | Not listed |
| Black-fronted duiker | <i>C. nigrifrons</i> | southern Cameroon to western Kenya and northern Angola | Lower risk: near threatened | Not listed |
| Giant hog | <i>Hylochoerus meinertzhageni</i> | forest zones from Liberia to southwestern Ethiopia and northern Tanzania | Not ranked (sub. spp <i>ivoriensis</i> - vulnerable) | Not listed |
| Red river hog | <i>Potamochoerus porcus</i> | main rainforest belt from Gambia to Democratic Republic of Congo | Not ranked | Not listed |
| African buffalo | <i>Syncerus caffer</i> | most of Africa, south of the Sahara | Lower risk: conservation dependent | Not listed |

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Extracts from draft "Strategic Vision through 2005"

- Goal 1:** ENHANCE THE CAPACITY OF EACH PARTY TO IMPLEMENT THE CONVENTION
- Objective 1.1: To assist in the development of appropriate legislation and policies that encourage the adoption and implementation of social and economic incentives allied to legal instruments that:
- Promote and regulate sustainable management of wild fauna and flora
 - Promote and regulate responsible trade in wild fauna and flora
- Objective 1.2: To strengthen the administrative, management and scientific capacity of the Parties by improving the co-ordination between management and scientific authorities with other national agencies responsible for wild animals and plants.
- Objective 1.3: To encourage Parties to strengthen their enforcement capacity and to improve co-ordination among Management Authorities and other agencies (e.g. Police, Customs and veterinary and phytosanitary services).
- Objective 1.8: To encourage Parties to develop and implement effective management programmes for the conservation and recovery of species, leading to their ultimate deletion from the appendices.
- Objective 1.9: To encourage the proper funding for CITES implementation and enforcement by Parties, including the adoption of national mechanisms that have resource users make a greater contribution to such funding.
- Objective 1.10: To fully use the potential of regional co-ordination and collaboration in capacity building efforts.
- Goal 3:** PROMOTE GREATER UNDERSTANDING OF THE CONVENTION
- Objective 3.6: To promote a greater understanding by the judiciary of the social and economic significance and conservation threats posed by illegal trade in wild fauna and flora.
- Objective 3.7: To develop appropriate management strategies and incentives for promoting a change from illegal to legal use of wild fauna and flora.
- Goal 5:** INCREASE CO-OPERATION AND CONCLUDE STRATEGIC ALLIANCES WITH INTERNATIONAL STAKEHOLDERS
- Objective 5.1: To ensure an optimal working relationship with UNEP, as well as close co-ordination and synergy with the CBD and other relevant multilateral environmental agreements.
- Objective 5.2: To ensure close co-operation and co-ordination with conventions and agreements in areas of species management and with associations such as IATA.

DRAFT DECISION OF THE CONFERENCE OF THE PARTIES

Directed to the Secretariat

Regarding the establishment of a Working Group to examine bushmeat as a trade and wildlife management issue

1. Noting the concerns, issues and suggestions raised in the Discussion Paper, 'Bushmeat as Trade and Wildlife Management Issue' and taking this document as a starting point, the Conference of the Parties directs the Secretariat to convene a working group of interested range and donor states to examine issues raised by the trade in bushmeat with the aim of identifying solutions that can be willingly implemented by range states.
- 2 In addition, the Secretariat shall take responsibility for contacting organisations such as the International Tropical Timber Organisation (ITTO), the Secretariat of the Convention on Biological Diversity (CBD), The United Nations Food and Agriculture Organisation (FAO), and others who can make a contribution for the better and sustainable management of the bushmeat trade under their own mandate, and for inviting them to participate in the above process.