

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



Sixteenth meeting of the Conference of the Parties
Bangkok (Thailand), 3-14 March 2013

Interpretation and implementation of the Convention

Species trade and conservation

GREAT APES

1. This document has been prepared by the Secretariat and serves as the report of the Standing Committee to the Conference of the Parties.
2. As required in Resolution Conf 13.4 on *Conservation of and trade in great apes*, the Standing Committee reviewed this subject at its 61st and 62nd meetings (Geneva, August 2011 and July 2012)¹.
3. At its 15th meeting (Doha, 2010), the Conference of the Parties adopted the following Decisions:

Directed to the Secretariat

15.44 *The Secretariat shall seek external funding to undertake, in conjunction with GRASP, ICPO-INTERPOL and the World Customs Organization, technical missions to a limited number of gorilla range States. The Secretariat shall report to the Standing Committee on the outcome of the missions.*

Directed to the Standing Committee

15.45 *The Standing Committee shall consider the report of the Secretariat and also consider:*

- a) *endorsing any relevant recommendation or measure that could be implemented prior to the 16th meeting of the Conference of the Parties (CoP16); and*
 - b) *requesting the Secretariat to prepare a report for consideration at CoP16.*
4. On 26 and 27 September 2012, the Secretariat participated in a Project GAPIN II² seminar hosted by WCO in cooperation with the Uganda Revenue Authority and under the sponsorship of the Swedish Ministry of Foreign Affairs. The seminar was held in Kampala, Uganda.
 5. This seminar, which was attended by a number of great ape range States, provided the perfect platform to pursue the goal of Decision 15.44 with representatives of great ape range States where it had not been possible to conduct technical missions. The Secretariat would like to express its sincere appreciation to WCO for including an afternoon session in the agenda of the seminar (including the provision of interpretation), to allow the Secretariat to have detailed discussions with seminar participants on the implementation of Resolution Conf. 13.4 in their countries. These discussions included the identification of best practices, and the challenges experienced, with regard to enforcement activities related to great apes. The Secretariat had also prepared a detailed worksheet with a number of questions on the implementation

¹ See documents SC61 Doc. 40 and SC62 Doc. 42.

² GAPIN stands for "Great Apes and Integrity".

of Resolution Conf. 13.4 that was handed to the participants for completion. Finally, the Secretariat also delivered a presentation.

6. The Secretariat seized this opportunity to conduct a technical mission in Uganda, as directed in Decision 15.44, in conjunction with the Great Apes Survival Partnership (GRASP). The Secretariat would like to convey its sincere appreciation to the CITES Management Authority of this gorilla range State for facilitating this mission. The Secretariat would further like to take this opportunity to thank the European Commission for providing funds which enabled the Secretariat to attend the seminar and the technical mission to take place.
7. At the time of writing this document (late September 2012), the Secretariat was in the process of arranging technical missions to Cameroon and Gabon as other gorilla range States, in conjunction with GRASP, Interpol, WCO and the United Nations Office on Drugs and Crime (UNODC). These missions are planned for late November 2012. The Secretariat wishes to reiterate its gratitude to the European Commission for providing funds for these technical missions.
8. The Secretariat will use the information gathered through the worksheets distributed at the Project GAPIN II seminar and the findings of the missions to the gorilla range States to compile a detailed report which will be published in due course as Annex 2 to the present document. The worksheets and the findings of the missions will also be used to determine any recommendations for consideration at the present meeting.

Project GAPIN II

9. Project GAPIN I, implemented by WCO and funded by Sweden, targeted the illegal trade in great apes³. Project GAPIN II, which is being coordinated by WCO, focuses on combating illegal trade in wildlife and the enhancement of Customs integrity in this area⁴. The Project GAPIN II project has the same target as GAPIN I, but its scope has been broadened to include other threatened species, such as elephants, pangolins and rhinoceroses.
10. The Secretariat participated in a *Project GAPIN II Workshop for Customs Officers at Airports*, held at Zurich Airport, Switzerland, from 19 to 22 June 2012. This workshop for French-speaking officers was organized by WCO, hosted by the Federal Customs Administration of Switzerland and funded by Sweden. Thirteen Customs officers from seven African countries (Cameroon, the Central African Republic, the Democratic Republic of the Congo, Gabon, Guinea, Mali and Rwanda) received training in a number of areas, including risk management, investigation techniques and x-ray image analysis. A presentation on CITES and CITES permits was also delivered during the workshop.⁵
11. From 28 to 31 August 2012 a *Project GAPIN II Workshop for Frontline Officers at Seaports* was held in Durban, South Africa. The workshop was organized by WCO, hosted by the South African Revenue Service (SARS) and funded by Sweden. Twenty-three Customs officers from 12 African countries (Benin, Cameroon, the Democratic Republic of the Congo, Egypt, Gabon, Ghana, Guinea, Kenya, Mozambique, Nigeria, South Africa and the United Republic of Tanzania) and members of the Gendarmerie of Togo, the South African Police Service (SAPS), the South African Department of Environmental Affairs (DEA) and the South African Department of Agriculture, Forestry and Fisheries attended the workshop. Participants received practical training from Customs experts from Australia, the Netherlands and South Africa, as well as from an expert from the TRAFFIC East/Southern Africa Regional Office. Training focused on CITES, legal and illegal trade in wildlife, detection and investigation techniques, risk analysis and x-ray image analysis. The vital role of integrity in Customs to combat wildlife crime effectively was also discussed. Finally, a visit to the Port of Durban was organized by SARS in cooperation with SAPS.⁶
12. A *Project GAPIN II Workshop for Frontline Officers at Airports* was held at Brussels Airport, Belgium, from 4 to 7 September 2012. This workshop for English-speaking officers was organized by WCO, hosted by the Belgian Customs administration and funded by Sweden. Eighteen Customs officers from nine African countries (Burkina Faso, Ethiopia, Kenya, Mozambique, Nigeria, Uganda, the United Republic of

³ See document SC61 Doc. 40 and http://www.cites.org/eng/news/sundry/2011/110301_WCO_PR.pdf.

⁴ See <http://www.wcoomd.org/press/default.aspx?lid=1&id=297>.

⁵ See http://www.wcoomd.org/files/1.%20Public%20files/PDFandDocuments/Capacity%20Building/News/Report_GAPIN_II_Workshop_Switzerland_June2012_en.pdf.

⁶ See http://www.wcoomd.org/home_cboverviewboxes_gapindurban.htm.

Tanzania, Zambia and Zimbabwe) received practical training from Customs officers from Belgium and the United Kingdom of Great Britain and Northern Ireland, as well as from experts from the WCO Secretariat, the Belgian CITES Management Authority and the TRAFFIC Europe Regional Office. Training focused on CITES, legal and illegal trade in wildlife, detection and investigation techniques, risk analysis and x-ray image analysis. During a practical exercise, two postal shipments containing 17 kg of elephant ivory were detected and seized. The shipments originated in the Democratic Republic of the Congo and were destined for Turkey⁷.

13. The Project GAPIN II seminar described in paragraphs 4 and 5 above included an open session for Customs, partner organizations and non-governmental organizations, followed by a closed session for Customs and relevant law enforcement organizations. Operation HOPE, a wildlife enforcement operation and awareness-raising campaign aimed at Customs officers and travellers was presented and discussed at the seminar. Operation HOPE, which will be conducted as part of Project GAPIN II, will target illegal trade in CITES-listed species, with a special focus on great apes, elephants, pangolins and rhinoceroses. WCO requested support from CITES Management Authorities in participating countries to ensure that the operation is conducted through a multidisciplinary approach. The Secretariat will work closely with WCO in this regard and will liaise with Management Authorities in participating countries to encourage their participation in Operation HOPE.
14. The Secretariat believes that Project GAPIN II will make a significant contribution to combating illegal trade in great apes and other targeted species and it will provide an oral update on Operation HOPE at the present meeting. It commends WCO and national Customs authorities for the impressive work that has been conducted and also wishes to express its sincere appreciation for the funding support provided by Sweden.

Great Apes Survival Partnership (GRASP)

15. The Secretariat participated in the 7th GRASP Executive Committee Meeting in Paris, France, on 28 and 29 June 2012, and provided comments to the GRASP Secretariat on the GRASP strategic review document, which was distributed at that meeting, to ensure that value is added to the GRASP partnership and that existing initiatives are not duplicated.
16. GRASP commissioned a Rapid Response Assessment (RRA) that will analyse the illegal trade in great apes in Africa and Asia to determine the size and scope of the black market in both living apes and ape meat and body parts. The RRA report is planned to be launched at the present meeting.
17. At the time of writing, the Secretariat was working closely with GRASP in preparation for its 2nd Council Meeting, which will be held from 6 to 8 November 2012 at the UNESCO headquarters in Paris, France. The meeting will bring together United Nations agencies, partner nations, conservation organizations, research institutions and private supporters that are committed to the protection of great apes and their habitat in Africa and Asia. The CITES Secretary-General will deliver a keynote address during the *Great apes and illegal trade* session⁸, while other plenary sessions will focus on *Great apes and the green economy* and *Great apes and technology*.

Other relevant matters

18. In late March 2011, the Secretariat attended in Kigali, Rwanda, the First Technical Meeting of the Agreement on the Conservation of Gorillas and their Habitats of the Convention on the Conservation of Migratory Species of Wild Animals. The Secretariat, together with a representative of ICPO-INTERPOL, gave a briefing on the International Consortium on Combating Wildlife Crime and explained how the Consortium might be able to assist countries in their efforts to conserve gorillas. The meeting was attended by nine of the 10 gorilla range States and the Secretariat learned, through country presentations, that poaching and illegal trade continue to be among the major threats facing this species⁹.
19. On 26 January 2012, the Ministry for Trade of Sweden and the Ministry for Natural Resources and Tourism of the United Republic of Tanzania, in collaboration with the CITES Secretariat and WCO, organized a

⁷ See http://www.wcoomd.org/files/1.%20Public%20files/PDFandDocuments/Reports/Report%20GAPIN%20II%20workshop%20Belgium_e_n.pdf.

⁸ See <http://www.un-grasp.org/news/96-cites-head-to-address-illegal-trade>.

⁹ See http://www.cites.org/eng/news/sundry/2011/20110404_gorilla.shtml.

round table in Dar es Salaam, United Republic of Tanzania, on how to prevent and combat illegal trade in endangered species. The round table was arranged following a meeting between the Swedish Minister for Trade and the CITES Secretary-General on 15 December 2011 in Geneva. The round table aimed to identify the main challenges posed by illegal trade in endangered species and to discuss possibilities for future collaboration, with a particular focus on great apes. Participants included representatives of Sweden, the United Republic of Tanzania, Nigeria's Customs Services, the CITES Secretariat, WCO, UNODC, GRASP, African Apes, Pan African Sanctuary Alliance, TRAFFIC, World Wild Fund for Nature and several other organizations and actors actively engaged in and knowledgeable about these issues.

Resolution Conf. 13.4

20. The Secretariat has noticed that some of the text in the Resolution is now out of date and believes that it should be revised accordingly. New text has been inserted in the Resolution to facilitate a more coordinated law enforcement approach in the implementation of the Resolution. A draft revised version of the Resolution, incorporating proposed amendments, is attached as Annex 1 to the present document.

Recommendations

21. The Conference of the Parties is invited to:

- a) note this document;
- b) adopt the proposed amendments to Resolution Conf. 13.4 contained in Annex 1; and
- c) adopt any recommendation that the forthcoming Annex 2 may contain.

DRAFT REVISION OF RESOLUTION CONF. 13.4 ON
CONSERVATION OF AND TRADE IN GREAT APES

NB: Proposed new text is underlined. Text to be deleted is ~~crossed-out~~.

CONSCIOUS of the special importance of great apes, not only from a cultural and scientific point of view and as part of our natural heritage, but also as mankind's closest living relatives;

CONCERNED that wild populations of great apes [all subspecies of the gorilla (*Gorilla gorilla*), chimpanzees (*Pan* spp.) and the orang-utan (*Pongo pygmaeus*)] in Africa and Asia are threatened by the combined effects of trade in live animals, poaching for bushmeat, disease and habitat loss caused by disturbance, fragmentation and destruction;

CONCERNED that almost all great ape populations continue to decline drastically;

AWARE that chimpanzees are now reported to be extinct in at least four of the 25 countries they once inhabited, that the Sumatran orang-utan (*Pongo pygmaeus abelii*) and three populations of gorilla are classified by IUCN as 'Critically Endangered' and that the other species and subspecies of great apes are classified as 'Endangered';

RECALLING that all great ape species are included in Appendix I of the Convention;

CONCERNED that illegal trade at international and national levels has been stimulated by opening up of forest habitats, increasing demand for ape meat, especially from urban populations both in range and non-range States and continuing global demand for live specimens, particularly juveniles;

COMMENDING efforts already made in a number of range and non-range States to tackle poaching and illegal trade, including repatriation of seized live specimens to the country of origin;

RECOGNIZING the need for international support to assist the 23 range States in protecting great ape populations, their habitats and related biodiversity resources;

RECOGNIZING also the need for technical guidance to assist all Parties in preventing illegal trade in live specimens and parts and derivatives of great apes, including the confiscation and subsequent treatment of live animals;

NOTING that the World Summit on Sustainable Development Great Ape Survival Project (WSSD GRASP) Partnership led by UNEP and UNESCO draws on the scientific expertise of the ~~IUCN~~, GRASP Scientific Commission, which includes members of both the IUCN Species Survival Commission (SSC) and the International Primatological Society (IPS) and brings together range and non-range States, international conventions (including CITES and the Convention on Biological Diversity), and a range of global and national non governmental organizations;

~~NOTING further that GRASP convened an Inter-Governmental Preparatory Meeting at UNESCO headquarters in Paris, France, from 26 to 28 November 2003, to set the agenda for an inter-ministerial meeting to be held in Africa in early 2005;~~

WELCOMING the establishment of the International Consortium on Combating Wildlife Crime (ICCWC);

AWARE of the important role of ICCWC in bringing coordinated support to the national wildlife law enforcement agencies and to the subregional and regional networks that defend natural resources on a daily basis;

AWARE of work to support national and regional conservation action plans in Africa and Asia ~~prepare and adopt National Great Ape Survival Plans (NGASPs)~~ and their role in building capacity in range States;

~~NOTING the work undertaken by the CITES Bushmeat Working Group and other initiatives;~~

~~NOTING that the Ministerial Declaration made at the Ministerial Conference on Africa Forest Law Enforcement and Governance (AFLEG) at Yaoundé, Cameroon, on 16 October 2003, included *inter alia* an expression of intention to establish and strengthen laws and regulations for hunting and bushmeat trade in and around forest industry concessions and across borders, and to work through sub-regional as well as regional task forces on forest law enforcement and governance;~~

NOTING that Ministers, heads of delegations, and all GRASP partners adopted the Kinshasa Declaration on Great Apes on 9 September 2005, under which, *inter alia*, they committed to enhance efforts to ensure the long-term future of all great ape species, and emphasized the need to stimulate and enhance cooperation among range States and their neighbours to ensure the effective enforcement of legislation protecting great apes and the coordination of efforts to halt activities that have a detrimental effect upon populations of great apes;

THE CONFERENCE OF THE PARTIES TO THE CONVENTION

URGES all Parties to:

- a) adopt and implement comprehensive legislation to protect great apes, which includes:
 - i) a prohibition of all international trade for primarily commercial purposes, including sale, display, purchase, offer to purchase and acquisition for commercial purposes of wild-caught specimens of great apes; and
 - ii) deterrent penalties aimed at eliminating illegal trade in great apes and parts and derivatives thereof;
- b) strengthen enforcement controls, including anti-poaching measures in great ape habitats and anti-smuggling measures at international borders;
- c) limit the international use of great apes to nationally approved zoological institutions, educational centres, rescue centres and captive-breeding centres in accordance with CITES; and
- d) promote the protection of great ape habitats, including cross-border cooperation between neighbouring range States for the management of contiguous habitat, and to take appropriate action to restore such habitats where they have become fragmented or diminished in quality;

DIRECTS the Secretariat to:

- a) work closely with Parties, and as a member of the GRASP partnership, to develop and implement measures, including legislative and enforcement measures and regional and sub-regional initiatives, to halt or reduce and ultimately eliminate illegal trade in great apes;
- b) work closely with ICCWC partners to support the implementation of this Resolution;
- ~~b~~c) assist range States in the implementation of ~~NGASPs~~ national and regional conservation plans where these include measures aimed at eliminating illegal trade; and
- ed) report to the Standing Committee on the implementation of this Resolution at each of its regular meetings;

DIRECTS the Standing Committee to:

- a) review the implementation of this Resolution at each of its regular meetings on the basis of the Secretariat's reports;
- b) consider other measures such as technical missions, organized in cooperation with GRASP and other appropriate partnerships, followed by political missions if necessary; and
- c) report at each meeting of the Conference of the Parties on the implementation of this Resolution, with any recommendations for further action;

URGES the Secretariat, the Standing Committee and the Animals Committee to work closely with GRASP, and to explore and implement other measures through which the Convention can contribute to the conservation of great apes and to the promotion of public awareness of the threat posed to great ape populations by illegal trade;

URGES all range States, other Parties and relevant organizations to join the GRASP partnership;

CALLS UPON all Parties to other relevant multilateral agreements, such as the Convention on Biological Diversity and the Convention on Migratory Species of Wild Animals, to cooperate with GRASP and other appropriate partnerships in developing a common strategy to conserve great ape populations;

CALLS UPON all governments, intergovernmental organizations, international aid agencies and non-governmental organizations, as a matter of urgency, to assist the range States in any way possible in supporting the conservation of great apes including:

- a) the provision of funding;
- b) assistance with enforcement, training, capacity building and education;
- c) population monitoring, and the gathering and exchange of scientific, technical and legal information and expertise;
- d) habitat management and restoration;
- e) mitigation of conflict between humans and apes; and
- f) the development of projects which deliver tangible benefits to local communities such as alternative sources of protein;

and to stop illegal trade in specimens of these species in order to ensure the long-term survival of all populations in the wild, particularly by working through GRASP and other appropriate partnerships and through measures taken to implement this Resolution; and

CALLS UPON the Secretariat to collaborate with the Secretariat of the Convention on Biological Diversity in relation to the conservation of great apes, in particular developing measures relating to *in situ* conservation and to make recommendations relevant to CITES to the Standing Committee for consideration.