

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



Joint sessions of the 31st meeting of the Animals Committee and
the 25th meeting of the Plants Committee
Geneva (Switzerland), 17 July 2020

Strategic matters

Cooperation with organizations and multilateral environmental agreements

INTERGOVERNMENTAL SCIENCE-POLICY PLATFORM ON
BIODIVERSITY AND ECOSYSTEM SERVICES (IPBES)

1. This document has been prepared by the Secretariat in relation to agenda item 11 of AC31 and item 14 of PC25 on the *Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services (IPBES)*.
2. In Resolution 18.4 on *Cooperation with the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services*, the Conference of the Parties instructs the Standing Committee to work with the Chairs of the Animals and Plant Committees and the Secretariat to carry out a number of activities related to collaboration with IPBES. Further, in Resolution Conf. 18.4, paragraph 3 e), the Secretariat is to provide input to IPBES on behalf of the Standing Committee with the endorsement of the Chair of the Standing Committee after consultation with the Committee and the Chairs of the Animals and Plants Committees. The Secretariat, therefore, wishes to provide the following summary of activities since its joint report with the Standing Committee on this subject made to the 18th meeting of the Conference of the Parties (CoP18, Geneva, 2019) in document [CoP18 Doc. 15.4](#).
3. The Memorandum of Cooperation which the Secretariat signed with the Secretariat of IPBES to strengthen linkages between the two bodies expired at the end of 2019 and consequently a [first modification](#) to the Memorandum of Cooperation was signed on 25 November 2019. The modification makes reference to IPBES' rolling work programme up to 2030 and the adoption of CITES Resolution Conf. 18.4 and amends the Memorandum of Cooperation so that it remains effective until 31 December 2030.
4. As detailed in document CoP18 Doc. 15.4, IPBES is undertaking a Thematic Assessment of the Sustainable Use of Wild Species. The terms of reference (scoping report) for the assessment can be found in Annex 1 to document CoP18 Doc. 15.4. The assessment will consider various approaches to the enhancement of the sustainability of the use of wild species and to strengthen related practices, measures, capacities and tools for their conservation through such use. The overall aim is to identify challenges and opportunities to establish or strengthen measures and conditions that ensure and promote the sustainable use of wild species. The assessment is expected to be completed and adopted at the 9th IPBES Plenary session in 2022.
5. A first order draft of the chapters of the assessment were made available for external review from 27 August to 20 October 2019. The Secretariat issued a Notification to the Parties on 6 September 2019 encouraging Parties to contribute to this review, with special attention to issues of interest to CITES. Further, in line with paragraph 3 e) of Resolution Conf. 18.4, the Secretariat conveyed comments on the first order draft of the chapters to IPBES with the endorsement of the Chair of the Standing Committee.
6. The 600 pages of the first order draft of the chapters of the assessment were available in English for consultation only to those registered on the IPBES website as external reviewers. The Secretariat acknowledges particularly the contribution of the Chair of the Animals Committee. The text of the CITES

submission is attached as Annexes 1 and 2 to the present document. The comments that were made focused mainly on ensuring that the role and experiences of CITES were duly recognized in the draft chapters.

7. As formal observers, the Chairs of the Animals and Plants Committees received an invitation to attend the 14th meeting of IPBES' Multidisciplinary Expert Panel, which was held in Bonn, Germany from 21-22 January 2020. After examining the draft agenda, the Chairs concluded that their physical presence was not necessary on this occasion.

Our ref.: /
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Comments on the first order draft of the IPBES thematic assessment of the sustainable use of wild species

First it has to be noted that CITES is very grateful to the authors for their work and for the possibility to make comments on this first order draft. A wealth of information has been gathered by the authors and presented in this document. It provides a broad perspective of the topic and its diverse aspects. It is understood that this represents the first iteration of the assessment and that there will be other opportunities to comment on more developed versions. It is hoped that a more comprehensive list of acronyms will be produced at a later stage to help the reader navigate the reports.

With the above in mind, when reading the assessment, it appears that the experiences and information that CITES can offer is not used sufficiently. There are a multitude of analyses about trends in international trade in wild species, and policy decisions on sustainable use of wildlife available through the CITES website and documents therein that could be considered in this First Order Draft. This is particularly the case in chapter 2 on Conceptualizing the sustainable use of wild species and chapter 3 on Status of and trends in the use of wild species, the environment and people.

In chapter 4, sections 4.2.2.1.5 and 4.2.2.1.6, CITES trade data are used and presented in detail. In other instances, there would also be valuable information on trade in CITES listed species that could be used in the discussions.

For example, when considering the methods and tools that exist for assessing measuring and managing the sustainable use of wild species (section 2.4), CITES is not mentioned. However, it is important to highlight that the fundamental basis of CITES is the Non-Detriment Finding (NDF), which seeks to ensure that international trade in CITES-listed species is sustainable. In this regard, there is a dedicated Resolution on NDF [Resolution Conf. 16.7 (Rev. CoP17)] and there is also a dedicated section on the CITES website on NDF with many examples of best practice guidance (<https://www.cites.org/eng/prog/ndf/index.php>), that could also be applied to the management of non-CITES listed species.

In fact, specific guidance on the making of NDFs has been made available to CITES Parties since 2000 (see <https://cites.org/eng/cop/11/info/03.pdf>) and the demand for, and the development of additional or more specific support for making NDFs, had gained significant momentum since then. One of the more comprehensive initiatives in this regard was the hosting by Mexico of an International Expert Workshop on CITES Non-Detriment Findings in Cancun in 2008 (see http://www.conabio.gob.mx/institucion/cooperacion_internacional/TallerNDF/taller_ndf.html), which generated guidance on NDFs for a wide range of CITES-listed taxa.

Since that time and following the adoption of Resolution Conf. 16.7 on Non-detriment findings in 2013, Parties have frequently decided that further species- and taxon- specific guidance for the making of NDFs was needed (e.g. for trade in queen conch, sharks, snakes, tortoises and freshwater turtles, timber and agarwood). An increasing number of research projects have been undertaken aimed at assisting Parties in the making of NDFs. As a result, CoP18 has given a mandate to the Secretariat to undertake a gap analysis to identify any specific taxa that may require any updated or additional guidance.

Additional relevant guidance is also available in the form of a handbook on CITES and livelihoods, assisting Parties in assessing and mitigating the impact of CITES decision-making on the livelihoods of rural and indigenous communities that are most affected by those decisions. Further guidance based on livelihoods case studies will be developed in the coming years, as mandated by CoP18.

In terms of monitoring and measuring sustainable use, the CITES trade database is a publicly accessible database with full records of legal trade in CITES-listed specimens, as reported by exporting and importing States. The trade database is reviewed regularly through Resolution Conf. 12.8 (Rev. CoP17) on Review of Significant Trade in Appendix II specimens, whereby the trade data for the most recent 5 year period is

reviewed by the Animals and Plants Committees for possible unsustainable levels of trade (e.g. discrepancies between the data reported by importers and exporters, where export quotas may have been exceeded, sharp increases in global levels of trade, or trade from a particular country, etc.). Each Committee then selects species/country combinations of concern and seeks clarification from the country concerned on the basis that it was determined that the trade would not be detrimental (i.e. the Non-Detriment Finding). In cases where the response is lacking or unsatisfactory, the relevant Committee can make recommendations that the country in question must implement within specific timeframes or potentially face a trade suspension.

Specifically concerning Chapter 3, Section 3.3.1 shows out of date, obsolete figures that are seriously misleading. More contemporary literature is available that should be used. This is particularly the case for sections 3.3.1.1.1., 3.3.1.1.2, and 3.3.1.1.2, and to a lesser extent 3.3.1.1.5. It is also not clear why the case for trade in fishmeal is highlighted in such detail in a chapter on "Taxonomic groups", when the species/taxa concerned are often unknown. Section 3.4.2 would benefit from highlighting a case study involving wildlife of which the trade is regulated under CITES. From a policy and 'lessons learned' perspective, a comparison between the sustainable utilization of CITES vs. non-CITES listed species would be very valuable and informative.

In the Key Messages section, the few 'key messages' that the study provide are evident and unsurprising, but worth reemphasizing through this forum. However, the current focus is very much on the connection between use of wild species and people. The connection between use of wild species and biodiversity, and in particular conservation of biodiversity, is not taken up as a key message, even though it is discussed extensively later. An addition such as "sustainable use of wild species can benefit the conservation of the species concerned but also to biodiversity as a whole" might remedy this.

International cooperation in making sure use of wild species is carried out at sustainable levels is key in the conservation of biodiversity as exemplified by the work of MEA's, in particular the CITES Convention. This should also be reflected in the key messages.

Aims and functioning of CITES as well as other MEA's dealing with use of wildlife in a nutshell as a box text might be helpful. The Conventions are regularly mentioned in the text. However, someone not familiar with the functioning and aims of these Conventions may not understand why that Convention is mentioned in the particular context.

The success stories in CITES where a well-regulated and managed trade in wildlife has led to a recovery of the species, its habitats and benefits to the local people are not really mentioned and discussed. They might provide important messages under what circumstances sustainable use of wildlife can benefit conservation in general.

The discussion on the role political decisions, which are not governed by scientific reasoning but rather emotional reactions on conservation, is very important. For certain species, scientific reasoning is disregarded in favour of emotional views on the utilization of wild species, which may have perverse effects for the long-term conservation of the species and its habitats. For instance, countries with successful conservation programs that incorporate sustainable use of wild species may feel "left alone" and are frustrated as their conservation strategies seem not to be rewarded or recognized accordingly.

For the CITES Convention, a critical assessment of how CITES is perceived by the Parties most affected by its rules and regulations is lacking. For instance: how do Parties view the Convention's requirements to make non-detriment findings (i.e. sustainability assessments) and legal acquisition findings before authorizing the export of CITES-listed species; how do Parties perceive the process of Review of Significant Trade; how do compliance measures imposed on Parties change the use of wild species; or what are the needs for Parties in capacity building and how are they perceived when rendered. This would instruct our discussions on the functioning and perception of many key processes enshrined in the Convention.

October 2019

**Template for comments for the external review of the first order draft of the sustainable use of wild species thematic assessment.
The review runs from Monday, 26 August, 2019 to Sunday, 20 October, 2019**

**Please provide all necessary information as per below and please do not modify this excel sheet.
For a general comment on the chapter, record it as page 0, line 0**

Reviewer Name	Chapter	From Page (start)	From Line (start)	To Page (end)	To Line (end)	Comments / Feedback
CITES	Throughout					References to CITES Resolutions and Decisions need updating following CITES CoP18 in August 2019.
CITES	1	1	3		14	In the Key Messages section, the focus is very much on the connection between use of wild species and people. The connection between use of wild species and biodiversity and in particular conservation of biodiversity is not taken up as a key message, even though it is discussed in the lines 29 to 41. I would suggest an addition in the sense of "sustainable use of wild species can benefit the conservation of the species concerned but also to biodiversity as a whole".
CITES	1	1	3		14	International cooperation in making sure use of wild species is carried out at sustainable levels is key in the conservation of biodiversity as exemplified by the work of MEA's, in particular the CITES Convention. This should also be reflected in the key messages.
CITES	1	1	17			It would be important to set the scene at the outset by clearly defining what is covered under the heading "wild species", noting that it is outlined in more detail in Chapter 2. However, perhaps it could be outlined in a footnote.
CITES	1		39		41	Other examples where an extensive but well managed use of wild species have led to the recovery of these species and in many cases the whole habitat including many other species are found in the CITES context: American Alligator, Vicugna other plants?
CITES	1	2	50			The sentence beginning the Rather is incomplete or incorrect
CITES	1	3	57	3	57	Unless I missed it, I see no discussion of what a species is. A the fundament currency of many efforts aimed at sustainable use, this should be addressed. Increasingly there is a tendency to focus efforts at lower taxonomic of biogeographical levels - sometimes by revising or adjusting the species concept.
CITES			88		91	This connection is not clear when reading the sentences. It needs more explanation.

CITES	1	12	362	12	368	The provisions of the Convention apply to all specimens, whether "wild" or not. The reference to "wild population" in Resolution Conf. 9.24 (Rev. CoP17) is used to help frame a judgement about whether CITES provisions should be applies to the taxon, rather than whether the taxon is considered "wild" <i>per se</i> . More pertinent are the exclusion of <i>Bos frontalis</i> , <i>Bos grunniens</i> , <i>Bubalus bubalis</i> , <i>Canis lupus familiaris</i> , <i>Canis lupus dingo</i> , <i>Equus asinus</i> and the domestic forms of <i>Capra hircus aegagrus</i> Felidae spp. <i>Chinchilla</i> spp. from the CITES Appendices by annotation, but these exclusions themselves have not been the subject of great discussion.
CITES	1	12	364	12	366	It is the specimens that are treated as "wild", not the populations. The term used in the Convention is "bred in captivity", not "captive bred".
CITES	1	12	366	12	368	This sentence is misleading. Consider replacing with "CITES Parties have developed complex criteria for deciding if a specimen can be considered "bred in captivity" or "artificially propagated"" [Resolution Conf. 10.16 (Rev.), Resolution Conf. 11.11 (Rev. CoP18), Resolution Conf. 16.10 and Resolution Conf. 10.13 (Rev. CoP18)]
CITES	1	13	391	13	397	This text is important and should be highlighted as it explains what is covered in the assessment. Perhaps it could be placed in a box. It should also specify that it covers animals, plants and fungi.
CITES	1	16	435	16	449	Under this section on Practices it is not clear whether all parts and derivatives of both plants and animals are covered, though I assume that they are.
CITES	1	16	447	12	449	It would be interesting to hear more about the rationale for this categorization. On the face of it, butterfly collecting would appear to be hunting in the air and fishing hunting in water.
CITES	1	17	483	17	483	Presumably the term used excludes us for trade (either formal or informal)? If not, the distinctions are not clear.
CITES	2	6	224	6	229	CITES should be considered here and in particular the concept of the Non-Detriment Finding (NDF), which seeks to ensure that trade in CITES-listed species is sustainable. In this regard, there is a dedicated Resolution on NDF [Resolution Conf. 16.7 (Rev. CoP17)] and there is also a dedicated section on the CITES website on NDF with many examples of best practice guidance (https://www.cites.org/eng/prog/ndf/index.php).
CITES	2	7	263	9	264	CITES is missing from Table 2.1. In this context, the CITES Vision Statement reads as follows: "By 2030, all international trade in wild fauna and flora is legal and sustainable, consistent with the long-term conservation of species, and thereby contributing to the halting biodiversity loss, to ensuring its sustainable use and to achieving the 2030 Agenda for Sustainable Development". The purpose of the Strategic Vision is two-fold: 1. As a priority, to improve the working of the Convention, so that international trade in wild fauna and flora is conducted legally at sustainable levels and supports the conservation of listed species; and 2. To ensure that CITES policy developments are mutually supportive of international initiatives, consistent with the terms of the Convention.

CITES	2	11	312	13	313	CITES should be included in table 2.2 as a global binding agreement covering international trade in CITES-listed species (live or dead and covering parts and derivatives). There are approximately 36,000 species listed in the CITES Appendices, of which around 6,000 species concern fauna and 35,000 species concern flora. Parties can check to see whether or not a species is listed in CITES and in which Appendix (I, II or III) using the Checklist of CITES species or Species +. Approximately 1,000 species are listed in Appendix I, which means that they are the most threatened with extinction and so trade for commercial purposes is not allowed. The remainder (approx. 35,000 species) are listed in Appendix II or III and can be traded internationally through a system of permits and certificates, as long as such trade is legal and sustainable. To demonstrate sustainability Parties must make a non-detriment finding or NDF (see Resolution Conf. 16.7 (Rev. CoP17), which contains some guiding principles for determining whether or not trade is sustainable).
CITES	2	13	315	13	315	Madsen, J., Bunnefeld, N., Nagy, S., Griffin, C., Defos du Rau, P., Mondain-Monval, J.Y., Hearn, R., Czajkowski, A., Grauer, A., Merkel, F.R., Williams, J.H., Alhainen, M., Guillemain, M., Middleton, A., Christensen, T.K. & Noe, O. 2015. Guidelines on Sustainable Harvest of Migratory Waterbirds. AEWa Conservation Guidelines No. 5, AEWa Technical Series No. 62. Bonn, Germany?
CITES	2	34	826	36	831	Table 2.8 considers CITES listing criteria under Resolution Conf. 12.8 (Rev. CoP17) but it should also make specific reference to other Resolutions, including Resolution Conf. 16.7 (Rev. CoP17) on NDF.
CITES	2	45	9.2.2	45	944	This section could take into consideration CITES non-detriment findings, the Review of Significant Trade process and trade suspensions in the context of developing approaches towards sustainable use indicators.
CITES	3		101		110	In this section the CITES Convention as the major body dealing for over 40 years with sustainable use of Wildlife should be specifically mentioned and the data should also be used and evaluated.
CITES	3	19	472	19	474	Beetles from Cameroon, perhaps not, but beetles collected from Bolivia and South Africa are regulated by CITES, so this is a case-specific remarks and not one with any wider lesson.
CITES	3	21	529	21	532	This remark may have some pertinence, but it does not apply to <i>Iguana iguana</i> which is the example given. Trade in this species IS regulated by CITES Parties.
CITES	3.4.1. and 3.4.2.					In these subchapters, no mention is made of the use of CITES in discussing methods and data to detect trends of use of wild species, even though there is a wealth of information through the CITES trade database, where information of international trade in wild species for over forty years is available. The discussion is very much biased by the discussion of fisheries. There are many case examples for trends in international trade that could be picked up and discussed. There is only mention of trafficking and no mention of sustainable legal trade in wildlife...
CITES	3	69	1740	69	1741	Why unfortunately? [bred, not breed]

CITES	3	88	2228	88	2290	This sentence implies that international trade in wild meat is all illegal, but many wild species are legally traded as "meat".
CITES	3	87	2215	87	2222	The statistics on the value of the annual trade in this paragraph should be merged with those in the last paragraph (lines 2231 to 2236).
CITES	4.2.2.1.6					Very much information, not very structured information. Could be much improved in structure and content if more would be shown with graphics. The general question is what this paragraph is intended to present. At this stage it is a rather wild set of data that would benefit from a better and clearer structure. On example is the trends being described of a shift from wild taken specimen to captive bred ones. There is no discussion what this trend means. Is it a positive trend for wildlife or not? Could is mask misuse of source codes. Cites has implemented a new process dealing with such doubts. So in general this section is not very helpful nor instructive.
	4.2.2.1.6		1016		1022	In this paragraph trade in live animals is considered to be primarily of illegal nature: however, no evidence for this assumption is given.
CITES	4.2.3.1		1355		1356	I suppose, this paragraph will be considerably expanded to give the topic as much weight as the previous on CBD
CITES	4.2.3.3 and 4.2.2.4					A discussion on how international agreements such as CITES are perceived in this context and how the informal and formal governance and institution work together to comply with CITES requirements would be very helpful for our Convention. It might for instance give CITES information in the context of compliance processes.
CITES	4.2.4.2.5					The policy recommendations do not really spell out what has been said before. It is not necessarily the aim to have people abandon use of wildlife, as long as it is sustainable ecologically but also from a social perspective. If sustainability can be assured, use of wildlife can even be beneficial to conservation in the long term.
CITES			2600		2613	Another way of influencing non sustainable use may be through a process of setting and controlling quotas in trade. This form of intervention is frequently used in CITES.
CITES	4.2.2.1.1.2		782		783	The statement that hunting "can only be sustainable when scientific management is enforced for the determination of sustainable yields" is pertinent, but doesn't this apply to all types of extractive/consumptive use? Why is this noted only for trophy/recreational hunting?
CITES	4.2.2.1.1.2.		805		806	Statistics to indicate the extent of trophy hunting included the number of skins exported for commercial purposes; however, no all skin trade is trophy hunting. For example, bobcat skins from north America are a result of trapping to provide skins (primarily for fashion trade) and not a product of recreational hunting
CITES	4.2.2.1.5		1073		1177	The section on biofuels seems out of place in the sequencing of this chapter
CITES			1336		1336	The Migratory Birds Convention (Canada and USA) was signed in 1916; a similar time frame for the migratory birds treaty between USA and Mexico I believe; This agreement was

						aimed at the protection of migratory bird species (which were at conservation risk due to overexploitation/hunting) and is over 100years old; merits mention in Table 4.1	
CITES	4.2.3.1		1355		1356	Considering the relevance of CITES, this statement needs considerably more support and elaboration	
CITES	4.2.5.3.9		2600		2601	"in through a trade ban"; the statement implies CITES functions only to ban trade; which does not capture the intent of CITES and its aim to ensure sustainable trade for the majority of species it regulates	
CITES		4	78	2600	78	2602	Commercial trade is banned in only 3% of CITES-listed species.
CITES		4	80	2658	80	2659	Demand for illegal specimens is rising? Or demand overall?
CITES		4	80	2658	80	2662	Numbers of tigers and rhinos in the wild seem to be rising
CITES		4	80	2665	80	2669	Would be interesting if there was any evidence of this. MacMillan et al., 2017 not detailed in the references to the chapter.
CITES		5		2664		2665	That sentence should be "ideally trade bans should be accompanied. All too often this is not the case. Pangolins are a prime example, where after the species were transferred into App I of CITES only little effective conservation action has been implemented on the ground.
CITES	6.3.1.						CITES is also getting more and more involved in the sustainability discussion of marine organisms "Introduction from the sea"
CITES	6.3.2.			232		239	CITES policy statement on sustainable use should also be mentioned
CITES		6	15	462	15	462	(98 in force after CoP18 in 2019)
CITES		6	15	463	15	463	Figures need updating after CoP18 in 2019
CITES		6	15	467	15	467	Worth pointing out that this refers to biological sustainability?
CITES		6	15	469	15	469	Replace "decisions and resolutions" with "actions": Decisions and Resolutions are something else. a. and b. [lines 472 and 482] may be guided by Resolutions and Decisions, but they arise from the text of the Treaty
CITES		6	15	477	15	480	The NDF is made by a national Scientific Authority in relation to the status of the species within the territory of the Party concerned.
CITES		6	15	483	15	493	Compliance measures may be introduced under a wider range of circumstances - see footnote 1 on page 4 of Resolution Conf. 14.3 (Rev. CoP18) on CITES compliance procedures. This list itself is not however exhaustive.
CITES	6.4.1.1.1						One of three pillars in the work of the CITES Convention is the process of Review of Significant Trade. This process is very important and would deserve explanation in this context.