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

Twenty-eighth meeting of the Animals Committee
Tel Aviv (Israel), 30 August-3 September 2015

Interpretation and implementation of the Convention

Species trade and conservation

REGIONAL COOPERATION ON THE MANAGEMENT OF AND
TRADE IN QUEEN CONCH (STROMBUS GIGAS)

1. This document has been submitted by Colombia.

2. General information

   a) Countries in the region: 31

   b) Countries that responded to the request for information: Responses were received from eight (8) countries: Bahamas, Belize, Colombia, Dominican Republic, Jamaica, Montserrat, Panama and United States of America (National Oceanic and Atmospheric Administration Fisheries (NOAA Fisheries)).

   Two strategies to consolidate information were taken into account for the drafting of this report:

   - Formal communications made to the CITES authorities of each of the Parties in the region.

   - Results obtained from two international workshops, in which the majority of Strombus gigas range States participated:

     ▪ Meeting of Working Group on Queen Conch, Panama, 18 to 20 November 2014.

     ▪ International regional cooperation workshop for the management and trade of Queen Conch, Colombia, 12 and 13 March 2015.

3. Decision 16.141, directed at the range States of Strombus gigas, stipulates the following:

   Range States of Strombus gigas are encouraged to adopt and, where applicable, move towards implementation of the recommendations made by the Queen Conch Expert Workshop (Miami, United States of America, 22-24 May 2012), as reviewed, amended and validated by the Working Group on Queen Conch of the Caribbean Fisheries Management Council (CFMC), the Organización del Sector Pesquero y Acuicola del Istmo Centroamericano (OSPESCA, Organization for the Fisheries and Aquaculture Sector of the Central American Isthmus, the Western Central Atlantic Fishery

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* The geographical designations employed in this document do not imply the expression of any opinion whatsoever on the part of the CITES Secretariat (or the United Nations Environment Programme) concerning the legal status of any country, territory, or area, or concerning the delimitation of its frontiers or boundaries. The responsibility for the contents of the document rests exclusively with its author.
Of the most important issues reported by the countries, the following should be highlighted:

**UNITED STATES OF AMERICA**

NOAA Fisheries and the National Marine Fisheries Service (NMFS) are the authorities that regulate and administer everything related to the Queen Conch. Following the adoption of the recommendations of the workshop of experts held in Miami, the following advances have been made, which can be consulted at the links below:


Within the United States Government, the National Marine Fisheries Service carries out population surveys and research to improve scientific and trade knowledge about the Queen Conch:


Management measures are developed based on the results of surveys and research. The National Marine Fisheries Service provides information to the public about the biology and management of the Queen Conch.

http://www.nmfs.noaa.gov/pr/species/invertebrates/queenconch.htm

**PANAMA**

From 18 to 20 November 2014, in Panama City, the second meeting of the Queen Conch Working Group was held, with the participation of approximately 50 experts and national authorities for the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) representing 23 governments and international and national organizations, within the framework of the CFMC/OSPESCA/COPACO/CRFM Working Group. The meeting enabled the establishment of new regional measures for the conservation and management of the Queen Conch.

In addition, the Working Group reviewed the draft Queen Conch management and conservation plan, which contains 26 possible measures, and determined which measures would best contribute to the sustainability of the population and the subsistence of persons involved in the fishing of the Queen Conch.

Some of the measures recommended and adopted by the Working Group are as follows:

- A complete regional ban between the months of June and September.
- Restrictions on the possession of Queen Conch during the ban.
- Improvement of catch and effort monitoring programmes.
- Limiting the minimum shell size.
- Granting of licences to fisherman, processors and exporters.
- Adoption of a regulation for independent diving and promotion of the use of free diving.
- Prohibition of the use of destructive fishing methods.
- Organization of surveillance patrols.
- Use of satellite monitoring systems.
- Development of education and awareness-raising programmes for different users.
- Adoption of mechanisms and protocols at the subregional level to assess the Queen Conch.
- Identification and protection of breeding and growing areas.
- Limiting catching through areas established by national governments, and management and conservation plans at the national level.
- Definition of value chains.
- Development and implementation of a digital system for the entering of catch and effort data.
- Progressively incorporate co-management strategies.

In order to fulfil the abovementioned commitments, including those from the workshop of experts held in Miami, in January 2015, Panama published a report entitled “Technical report underpinning the extension of the biological rest period for Cambombia (Strombus spp) in the Republic of Panama”, which enabled the subsequent publication of resolution ADM/ARAP No. 17 of 22 May 2015, which establishes a closure period for Conches (Strombus spp).

DOMINICAN REPUBLIC

Population density studies are being carried out in areas in Monte Cristi province, and in Pedernales province in the Jaragua National Park. This is in addition to ontogenetic studies on Strombus gigas.

BELIZE

Adjustments are required to recommendation one (1) related to the biomass margin of 8 % as a precautionary measure for a sustainable yield; this is justified by the need for better conservation and by scientific data. The estimated biomass and the derived yield should be based on calculations carried out in the area being sampled and not on extrapolated data. In addition, consideration should be given to making exploitation of the resource below the density reference point, which is estimated at 100 adult individuals per hectare, given that conch fishing is carried out in shallow waters in which adult specimens are not found at these densities. Therefore, the country has developed and implemented regulations and a management plan that includes adaptive management and fisheries control and provides fast actions in various scenarios.

COLOMBIA

I. The Ministry of Environment and Sustainable Development (MADS), through the Department of Marine, Coastal, and Aquatic Resource Issues (DAMCRA), is working on amending the Action Plan for the Management of Queen Conch (Strombus gigas) Ecosystems in the Colombian Caribbean.

II. To contribute to achieving the goals and commitments established at previous international meetings (including the workshop of experts in Miami), Colombia organized the International Regional Cooperation Workshop for the Management and Trade of Queen Conch (Strombus gigas), which was held in San Andrés island on 12 and 13 March 2015 and was attended by representatives of the following countries: Bahamas, Belize, Colombia, Cuba, Dominican Republic, Mexico, Nicaragua and United States of America. Representatives of the CITES Secretariat, the Food and Agriculture Organization of the United Nations, the Caribbean Fishery Management Council and NOAA Fisheries also attended.

The main objective of this meeting was to assess and define a regional work plan that incorporates relevant strategies to put in to practice the recommendations, with an emphasis on the non-detriment findings and conversion factors laid out in the Panama Declaration and the relevant COP16 decision, focusing on the following specific objectives:

- Identify the most appropriate practices for the development of non-detriment findings for Queen Conch that support international trade, combining issues of monitoring and illegal, unregulated and unreported fishing.
- Develop a proposal for conversion factors at the different levels of transformation of the Queen Conch, which will enable the standardization of data and instruments for the presentation of reports on catches and trade in meat and other products.

- Definition of the Regional Management Plan for Queen Conch to guarantee conservation and traceability in international trade of this species.

III. Currently, a research project is ongoing that is focusing on assessing the distribution and abundance of the Queen Conch in the San Andrés, Providencia y Santa Catalina archipelago, enabling the collection of inputs that will make it possible to corroborate whether the closure of fishing has had an effect on the population of this species in different parts of the archipelago.

REGIONAL CONCLUSIONS

In accordance with the Regional Management Plan for Queen Conch and thanks to the results obtained during the last two international workshops (Panama and Colombia), the measures adopted revolve around the implementation of catch and effort monitoring programmes, and improving data collection through training mechanisms involving artisanal fishermen, taking into consideration:

- The overall characterization of conch fishing.
- Socioeconomic variables related to artisanal fishing activities.
- The multispecificity of artisanal fisheries.
- Modernization of data collection methods and standardization of collected data.
- Strengthening of fisheries authorities.
- Incentives for fishermen to become information collectors.
- The successful experiences, activities and programmes carried out in other countries.
- The synchronized ban between 1 June and 30 September.
- The ban should be applied with other control and surveillance measures and the legislative instruments that regulate them.

4. Decision 16.142 directed at the range States of Strombus gigas stipulates the following:

Range States are encouraged to participate in the development of national, subregional and regional plans for the management and conservation of S. gigas and to share information and collaborate on:

a) best practices and guidance for the making of non-detriment findings for trade in S. gigas in compliance with Article IV of the Convention.

b) relevant national, subregional and regional legislation; and

c) enforcement issues, including illegal, unregulated and unreported fishing (IUU).

Of the most important issues reported by the countries, the following should be highlighted:

UNITED STATES OF AMERICA

The most appropriate practices related to making non-detriment findings for trade in S. Gigas, include the following:

- Biological and information management characteristics that demonstrate that the activity proposed represent sustainable use.

- The catching of animals from nature is part of a management plan for sustainable use that is based in "biological" theory and is designed to prevent overharvesting of the species.
If no management plan for sustainable use has been developed, both national and international factors are chosen for the catching of wild animals and thus overharvesting of the species is prevented. In addition to taking into account the following criteria:

- Whether the proposed activity, including methods used to acquire the specimen, will cause a net damage to the status of the species in the wild.

- Whether the proposed activity will cause long-term reductions that could call into question the viability of the affected population.

- Whether the proposed activity would provide a significant habitat or loss or restriction of range.

- Whether the planned export of an Appendix II species would cause significant risk to the species that would qualify it for inclusion in Appendix I.

For more information consult the following link:
http://www.ecfr.gov/cgi-bin/text-dx?tpl=/ecfrbrowse/Title50/50cfr23_main_02.tpl

Similarly, the Government of the United States of America, in conjunction with the police authorities, is working in cooperation with a number of federal, state and territorial governments to guarantee that legislation is applied to manage and protect the conch and to prosecute offenders.

- Sanctions have been applied for illegal harvesting, smuggling and false labelling of conches from Caribbean waters (Bahamas, Colombia, Haiti) and subsequent importation to the United States of America.

- Cooperation and exchange of information with labour unions in the United States of America and other countries is invaluable in the fight against illegal trade.

The latest press releases from the United States Department of Justice describe monitoring activities.

JAMAICA

The following are seen as the most appropriate practices developed by the country: the development of practices such as aquaculture and management of marine products and subproducts (inspections and export licences) (change of name and amendment); laws and regulations to manage phyto-sanitary conditions; and sanitary and phyto-sanitary measures to prescribe products or grant veterinary health certificates.

Industrial fishing of conches is regulated by three regulatory legislative instruments:

- the Act of 1975 on the fishing industry and regulations.

- Act of 2013 and regulations on domestic aquaculture and marine products and subproducts (inspection, granting of licences and export) (change of name and amendment); and

- Act of 2000 and regulations on species in danger of extinction (protection, conservation and regulation of trade).

The Act and regulations on the fishing industry provide the legal basis for management programmes; a licencing system and register for fisherman and boats; use of independent surveys on species abundance and capture and effort data to determine an total annual national catch quota and to establish closure seasons for the Queen Conch.

Jamaica, through its Department of Fisheries and Aquaculture, and the support of the African, Caribbean and Pacific Group of States has financed the development of programmes such as (the strengthening of fisheries management), which contains mechanisms to combat illegal, unreported and unregulated fishing. In addition, a global positioning system is used to monitor industrial fishing boats.
DOMINICAN REPUBLIC

Application of a seasonal ban through Decree (499-09), which covers the period from 1 July to 31 October and establishes a minimum size for catching of lambi/Strombus gigas of 180 mm along the length of the shell. In addition, the Dominican Republic has recommended the development of a seasonal and regional ban for member countries of the Central American Integration System/the Central America Fisheries and Aquaculture Organization.

The most suitable practices and guidance for the making of non-detriment findings for the trade of S. gigas in accordance with Article IV of the Convention are: following the guidelines contained in the proposal for standard non-detriment findings for the Queen Conch Strombus gigas submitted by the Caribbean Fishery Management Council, the Western Central Atlantic Fishery Commission, the Caribbean Regional Fisheries Mechanism and CITES; general law 64/6400 on the environment and natural resources; the applicable regulations of law 307-04 on the method of extraction for the Queen Conch and Decree 1288/2004 on the national application of CITES in the Dominican Republic. However, it is important to highlight that since 29 September 2003, the Ministry of Environment, as the CITES Management Authority, has not authorized export following the moratorium imposed by this Convention.

Relevant national, regional and subregional legislation is in place, together with a seasonal ban through Decree 499-09 of 2009, the Law of Fishing and Aquaculture (307-04) and Law 64/6400.

Monitoring issues, including illegal, unreported and unregulated fishing: there are reports of illegal fishing by Dominican and Central American fisherman in the territorial waters of the Bahamas and the Turks and Caicos Islands.

BELIZE

The country supports the development and implementation of regional and subregional management plans for the species. In the development of the national management plan, best practices and guidelines have been adopted to help perform non-detriment findings for trade. The national regulations on the fishing of conches comply with national fishing quotas and catch limits based on the results of monitoring and taking into account the FAO precautionary principles. Fishing regulations have been continued with the support of collaborators such as conservation groups. Activities such as illegal, unreported and unregulated fishing are being controlled but additional resources are needed to continue fighting these activities.

COLOMBIA

Colombia is currently working on the review and amendment of the Queen Conch Action Plan. Likewise, in the Seaflower Biosphere Reserve, there is a recovery and conservation project underway for this species, through which in recent years studies of larval dispersion have been carried out, together with pilot projects for repopulation through translocation (more than 7000 conches translocated) from one area to another in the archipelago, environmental education programmes using a conch curriculum and practical awareness-raising days with the community (development of special campaigns), and distribution and abundance studies (Database 2003-2013), the results of which are used to determine measures to regulate fishing (catch and trade quotas and closures of fisheries).

As a result of studies carried out in the Seaflower Biosphere Reserve, a proposal is annually submitted to the Fisheries Executive Committee for a catch quota and the regulation of trade of the Queen Conch in the archipelago. In 2014 (for implementation in 2015), through Resolution 438 of 13 November 2014, the Fisheries Executive Committee established an overall quota for the exploitation of 16 tonnes of clean meat, for catches by artisanal fishermen and only in the Banco de Serrana area.

In addition, it is developing a draft bill for the control of illegal, unreported and unregulated fishing and monitoring and fisheries observer programmes are being implemented for fishing activities.

REGIONAL CONCLUSIONS

According to the proposal in the Regional Management Plan for Queen Conch (workshops in Panama and Colombia), range States should present and integrate sustainability criteria within their national, regional and subregional management and conservation plans in order to ensure both environmentally and economically favourable fishing, involving fishermen and other key actors in their development. In addition,
Consideration should be given to having licences for artisanal fishing with responsibilities, in accordance with the Regional Plan, including submitting catch reports.

Moreover, with regard to monitoring-related measures, steps should be taken to: increase the frequency of free-diving and adopt strict regulations for independent diving techniques; to use the VMS system for boats longer than 10 m; and to carry out organized patrols.

5. Decision 16.143, directed at the range States of *Strombus gigas*, stipulates the following:

a) *in coordination with the Working Group on Queen Conch mentioned in Decision 16.141, develop conversion factors at different levels of processing of *S. gigas* for standardization of data and reporting instruments on the catch and trade in meat and other products;*

b) *adopt these conversion factors by the end of 2015 and report them to all range States of *S. gigas*, FAO and the CITES Secretariat; and*

c) *by the end of 2016, apply the agreed conversion factors in their *S. gigas* fishery management and national, regional and international reporting, and include the degree of processing of *S. gigas* products in the description field of the export permit.*

Of the most important issues reported by the countries, the following should be highlighted:

The first meeting of the CFMC/OSPESCA/COPACO/CRFM Working Group on Queen Conch (Panama City, Panama, October 2012), the sixteenth meeting of the Conference of the Parties to the Convention (Bangkok, Thailand, March 2013) and the 15th session of the Western Central Atlantic Fishery Commission (Port of Spain, Trinidad and Tobago, March 2014) all highlighted the need for harmonized terminology and conversion factors for the Queen Conch (*Strombus gigas*). In particular, the session of the Western Central Atlantic Fishery Commission approved a recommendation, which stated that: "Members of Western Central Atlantic Fishery Commission work towards determining and adopting national conversion factors based on regionally agreed processing grades and terminologies before the end of 2015 and communicate the adoption formally to the FAO and CITES Secretariats."

The results of field studies reported in the FAO Fisheries and Aquaculture Circular No. 1042 regarding new field studies carried out in 2014, and the data available from different countries that have already been published, suggest regional conversion factors for different processing grades for the entire Western-Central Atlantic (FAO Fishing Area 31):

<table>
<thead>
<tr>
<th>Processing grade</th>
<th>Conversion factor</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dirty</td>
<td>5.3</td>
</tr>
<tr>
<td>50% clean</td>
<td>7.9</td>
</tr>
<tr>
<td>100% clean</td>
<td>13.2</td>
</tr>
</tbody>
</table>

**UNITED STATES OF AMERICA**

The United States of America does not permit the export of conch, therefore conversion factors do not apply.

**JAMAICA**

Jamaica reports that the fishing industry defines conversion factors for a number of levels of processed conch meat. The conversion factors for 50 %, 65 %, 85 % and 100 % clean meat are 1.000, 1.1130, 1.281 and 1.4286, respectively. The Department of Fisheries and Aquaculture is currently participating in a programme to refine the existing conversion factors. In addition, the conversion factors for new processing grades, added value products and claws are being developed.
DOMINICAN REPUBLIC

Currently, the country is not working directly on conversion factors because of the moratorium on exports of this resource. However, it has applicable model conversion factors.

BELIZE

Conversion factors have been developed to establish the relationship between the weight of processed and unprocessed meat, as required for the FAO catch reports. Belize will report its conversion factor for all processing grades for conch meat in all CITES certificates from 2016, as agreed at the sixteenth meeting of the Conference of the Parties to the Convention.

COLOMBIA

The conversion factor in Colombia is on average 7.5.

REGIONAL CONCLUSIONS

According to the proposal in the Regional Management Plan for Queen Conch (workshops in Panama and Colombia), it was concluded that the proposed regional factors are the minimum to standardize information on the regional production of the species. It is recognized that due to the spatial variability and the characteristics of the species, it is important that countries consider it a priority to have their own conversion factors. When determining conversion factors, it is important to consider other key factors for the management and the sustainability of the resource, such as the weight of the animal without the shell or the number of individuals. FAO has a protocol for expressing the so-called nominal weight in production, that is to say the weight of the entire shell, but a complementary protocol is also needed to specify how to determine the other two factors proposed. Colombia, Dominican Republic and Panama have expressed interest in working together on this protocol.

6. Decision 16.144, directed at the range States of Strombus gigas, stipulates the following:

Range States of S. gigas should collaborate in exploring ways to enhance the traceability of specimens in international trade, including, but not limited to, catch certificates, labelling systems and the application of genetic techniques.

The most relevant issues that were reported are:

UNITED STATES OF AMERICA

The United States Fish and Wildlife Service has a forensic laboratory service (www.fws.gov/lab/), which has the capacity to identify Queen Conch meat.

JAMAICA

Through alliances with the Department of Life Sciences and the Biotechnology Centre of the Faculty of Science and Technology of the University of the West Indies (Mona) and the Smithsonian Marine Station at Fort Pierce, Florida, United States of America, two Jamaicans have been trained in the application of genetic techniques for the study of conch populations. The overall objective of the project is to genetically characterize the Queen Conch (Strombus gigas), in order to compare populations in the region. The characterization of the species in fishing grounds is carried out by analysing the 16S rRNA gene, which provides the penetration into the population structure and the connectivity of the conch population in Jamaica and the Caribbean. The experience in this area could be used entirely to manage illegal, unreported and unregulated fishing by foreigners (illegal poaching).

DOMINICAN REPUBLIC

The Dominican Republic is not undertaking international trade. The body that manages fisheries in the Dominican Republic is the Dominican Fisheries and Aquaculture Council (CODOPESCA), which also carries out control, monitoring and surveillance activities through its staff of experts and inspectors, who are responsible for completing the landing registers in the different fishing areas for the Queen Conch (also called lambi)
BELIZE

Progress has been made in the traceability of conch meat in international trade though the establishment of catch quotas for fishing cooperatives. The cooperatives are required to report details of catches and landings per fisherman to the Belize Fisheries Department for processing and analysis. As a result of this, the Belize Fisheries Department has collected sufficient information to enable it to link the catch area and the fisherman that usually use these fishing grounds. It is possible that there is a future in including a stamp indicating the date and area in which the conch was caught on the packaging of the meat.

COLOMBIA

Through the National Fisheries and Agriculture Authority (AUNAP), Colombia has an information system or single window facility for foreign trade, in which all export permits for fishery resources in the country are recorded, together with a collaborative approach with the National Tax and Customs Department (DIAN). In the Seaflower Biosphere Reserve, the Departmental Government of San Andrés, Providencia and Santa Catalina, through the Secretary of Agriculture and Fishery, monitors fish landings in maritime ports (artisanal and industrial) and works with customs authorities (DIAN) and airlines for the registration of air transport. In addition, genetic studies of the species have been performed, which can aid product recognition and identification.

REGIONAL CONCLUSIONS

According to the proposal in the Regional Management Plan for Queen Conch (workshops in Panama and Colombia), it was concluded that for traceability in the value chain of the Queen Conch in the region:

- All of the constituents of the value chain should be known to enable tracking of the entire product process.
- Among the mechanisms to be implemented, ecological certification stamps should be highlighted, as they guarantee the sustainability of productions and consumption and would also be an incentive for fisherman to generate catch data.
- Pilot projects with local communities should be implemented (restaurants).

7. Decision 16.145, directed at the range States of Strombus gigas, stipulates the following:

   *Range States of S. gigas should collaborate in developing and implementing joint research programmes at subregional level to support the making of non-detriment findings and public education programmes.*

The most relevant issues that were reported are:

UNITED STATES OF AMERICA

In the United States of America, NOAA Fisheries carries out population surveys and research to improve the science and management of the Queen Conch. See:


NOAA Fisheries provides information to the public regarding the biology and management of the Queen Conch:


DOMINICAN REPUBLIC

The Dominican Republic works jointly with the countries of the Central American Integration System/the Central America Fisheries and Aquaculture Organization, the Caribbean Forum/Caribbean Regional
Fisheries Mechanism/ Western Central Atlantic Fishery Commission/Caribbean Fisheries Management Council.

BELIZE

The country is currently leading a subregional project (Belize, Honduras, Nicaragua) to support the making of non-detriment findings and public education programmes. The project will be implemented in July 2015, with financial support from the Environmental Defense Fund and the Central America Fisheries and Aquaculture Organization.

COLOMBIA

Colombia has developed educational centres, in which environmental education processes are carried out. This has enabled the training of ecological groups in schools in the National Parks’ areas of influence, on matters related to threatened marine species. One of the species highlighted in this training is the Queen Conch. In the National Parks, an annual community meeting is held on the conservation of threatened marine species, focusing on species in this category, among them the Queen Conch.

In recent years, the Secretary of Fisheries of the department of San Andrés, Providencia and Santa Catalina, in association with the Corporation for the Sustainable Development of the Archipelago of San Andrés, Providencia y Santa Catalina (CORALINA), has been carrying out awareness-raising campaigns regarding the conservation and protection of the Queen Conch in, among others, schools, hotels, restaurants and fishing associations.

REGIONAL CONCLUSIONS

According to the proposal in the Regional Management Plan for Queen Conch (workshops in Panama and Colombia), it has been established that education and user outreach programmes should continue for the product:

- Education programmes should be implemented, focusing on communities, fishermen, consumers (local and foreign), traders, managers and other actors in the resource chain.

- Educational Programmes on the sustainable catching, trade, control and consumption of the Queen Conch should be introduced.

RECOMMENDATIONS

8. The Animals Committee is invited to take note of the progress in relation to the management and conservation of the species that is described in this document in order to fulfil the commitments made at the sixteenth meeting of the Conference of the Parties to the Convention, taking into account the need for continuity in the work performed by the countries of the Caribbean region in the following areas:

  - With regard to conversion factors, it is important that countries consider having their own conversion factor a priority, because of the spatial variability and characteristics of the species.

  - Continue the participatory work between countries in the region to establish more appropriate guidelines and directions for the making of non-detriment findings for trade in S. gigas.

  - Every country in the region should develop conservation plans for the management and conservation of the Queen Conch, in which sustainability criteria should be included to ensure environmentally and economically favourable fishing. In addition, participatory work should continue on the development of the regional plan.

  - With regard to improving traceability in the value chain, it is important to be familiar with the components of the value chain in order to enable tracking of the entire process. Ecological certification stamps that guarantee sustainable production and consumption, as well as pilot projects with local communities could be used in that regard.

  - Maintain the continuity of education programmes and outreach to product users, focusing on responsible catching, trade, control and consumption.