

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



Sixty-sixth meeting of the Standing Committee
Geneva (Switzerland), 11-15 January 2016

Interpretation and implementation of the Convention

Species trade and conservation

BUSHMEAT: REPORT OF THE WORKING GROUP

1. This document has been submitted by the Chair of the Standing Committee Working Group on Bushmeat.*
2. At its 16th meeting (CoP16, Bangkok, 2013), the Conference of the Parties adopted Decision 16.149 as follows:

Directed to the Standing Committee

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

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

3. During its 65th meeting (Geneva, July 2014), the Standing Committee established a working group, with the mandate provided in Decision 16.149, chaired by the Chair of the Animals Committee (C. Caceres) and with the following members: the Democratic Republic of the Congo, the United States of America, the Animals Committee representatives of Africa (Mr Kasiki), Asia (Mr Soemorumekso) and Europe (Mr Loertscher), UNEP-WCMC, IUCN, Pan-African Sanctuary Alliance, Species Survival Network, TRAFFIC and the Zoological Society of London.
4. The working group conducted its deliberations electronically and focussed its attention on Resolution Conf. 13.11 on *Bushmeat*, first adopted by the Conference of Parties in 2004, in order to propose any necessary modifications in light of activities that have taken place since 2004. In doing so, the group considered the outcomes from the Joint Meeting of the CBD Liaison Group on Bushmeat and the CITES Central African Bushmeat Working Group (Nairobi, June 2011) and the two most recent CBD CoP decisions on bushmeat, specifically CBD-COP11 Decision XI/25 Sustainable use of biodiversity: bushmeat and

* *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.*

sustainable wildlife management (5 December 2012) and CBD-COP12 Decision XII/18 Sustainable use of biodiversity: bushmeat and sustainable wildlife management (17 October 2014).

5. The working group Chair initiated discussion on Resolution Conf. 13.11 on *Bushmeat* by suggesting that the operative paragraphs of the Resolution could be reorganized to recognize and support recommendations for national-level actions addressing unsustainable wild meat harvest; outline recommendations to improve legality and sustainability of wild meat harvest, particularly for that entering international trade; encourage information sharing and support for capacity building and public awareness; and encourage continued collaboration between CITES and relevant organizations as well as between Parties to deal with the national and international trade concerns of unsustainable wild meat harvest. Similarly, the Chair proposed a re-organization of the Resolution preamble for consideration by the working group, focussing on clarifying the CITES mandate with respect to this issue.
6. The working group was generally supportive of the Chair's proposed approach and provided some further views which were incorporated in a proposed modification to Resolution Conf. 13.11 on *Bushmeat*. In preparing the draft revised Resolution, the working group attempted to focus on issues pertinent to the CITES international trade mandate. Some outstanding questions that the Standing Committee may wish to consider include:
 - a) Is it preferable to exchange the term "bushmeat" with "wild meat" as being clearer and more inclusive? If so, one suggestion would be to title the Resolution "Trade in wild meat (bushmeat)".
 - b) Should the first preambular statement of the Resolution include a definition of "bushmeat" so it is clear to what the Resolution refers? The working group had mixed views on the need for and content of a definition. If the Standing Committee agrees a definition would be useful, one definition proposed by the CITES Secretariat was "wild fauna harvested for food or non-food purposes, including medicinal use". However, others felt the definition of bushmeat should be limited to "wild terrestrial or semi-terrestrial fauna harvested for food purposes" alone.
7. The proposed revisions to Resolution Conf. 13.11 on *Bushmeat* are found in Annex 1 of this document.
8. In order to assist Parties, the Secretariat additionally proposed the adoption of a Decision directing it to work with partners to assist Parties in the implementation of the Resolution Conf. 13.11. The working group did not have the time to fully consider this proposed Decision and it is provided here for consideration by the Standing Committee.

17.XX Directed to the Secretariat

The Secretariat shall work with partners in the Collaborative Partnership on Sustainable Wildlife Management (CPW) and the International Consortium on Combating Wildlife Crime (ICWC), subject to the availability of resources, to assist Parties in implementing Resolution Conf. 13.11 (Rev. CoP17) by gathering and distributing additional information on the legal and illegal international trade in wild meat products derived from CITES-listed species and by jointly developing additional guidance materials, activities and tools aimed at enhancing Parties' capacity to regulate such trade, and shall report on these efforts at the 18th meeting of the Conference of the Parties.

Recommendations

9. The Standing Committee is invited to consider the remaining issues outlined in paragraph 6 above and provide their views on appropriate modifications to Resolution Conf. 13.11 on *Bushmeat*
10. The Standing Committee is invited to endorse the proposed revisions to Resolution Conf. 13.11 on *Bushmeat* found in Annex 1, and any further revisions proposed during their present meeting, for transmission to and consideration by the 17th meeting of the Conference of the Parties (Johannesburg, 2016).
11. The Standing Committee is invited to endorse the proposed Decision 17.XX for transmission to and consideration by the 17th meeting of the Conference of the Parties (Johannesburg, 2016).

Proposed amendments to Resolution Conf. 13.11 on Bushmeat

Proposed new language is presented in underline and deleted language is presented in ~~strikeout~~ font.

Resolution Conf. 13.11 Bushmeat
(Rev. CoP17)

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

CONCERNED that international trade in illegally or unsustainably harvested bushmeat may pose a threat to wild populations of CITES-listed species as well as to food security and livelihoods of wildlife-dependent communities;

~~RECOGNIZING that the harvest of and poaching and illicit trade in bushmeat constitute the greatest threat to the immediate survival of certain wildlife species and can be one of a number of pressures impacting an even greater number of species, for example the gorilla, chimpanzees, elephants and crocodiles, in Africa in general, but especially in Central Africa, and also in all other countries in the world;~~

NOTING Resolution Conf. 13.4 (Rev. CoP16) on *Conservation of and trade in great apes*, Resolution Conf. 11.9 (Rev. CoP13) on *Conservation of and trade in tortoises and freshwater turtles*, and other CITES Resolutions providing recommendations to better manage the conservation of and trade in species that may be impacted by the supply of and demand for bushmeat;

RECOGNIZING that indirect pressures such as forest fragmentation, improved road or other access, and natural resource exploitation, as well as increasing demand for and commercial supply of bushmeat, have the potential to increase levels of bushmeat harvest and trade to unsustainable levels;

FURTHER RECOGNIZING that many countries in sub-Saharan Africa are particularly impacted by the scale of the harvest of and trade in bushmeat, and the challenges in ensuring that this trade is legal, sustainable and traceable, although the problem is prevalent in many countries around the world;

RECALLING Resolution Conf.16.6 on *CITES and livelihoods*, where the Conference of the Parties recognized that the implementation of CITES is better achieved with the engagement of rural communities, especially those which are traditionally dependent on CITES-listed species for their livelihood;

RECALLING Resolution Conf.13.2 (Rev. CoP14) on *Sustainable use of biodiversity; Addis Ababa Principles and Guidelines* which provides principles and guidelines for the sustainable use of biodiversity that may help achieve the sustainable use of wild species for meat and the reduction of illegal or unsustainable harvest and trade;

RECALLING Resolution Conf.8.3 (Rev. CoP13) on *Recognition of the benefits of trade in wildlife* which recognizes that commercial trade may be beneficial to the conservation of species and ecosystems, and to the development of local people when carried out at levels that are not detrimental to the survival of the species in question;

RECALLING Resolution Conf.16.7 on *Non-detriment findings*, where the Conference of the Parties provides non-binding advice and principles to support CITES Scientific Authorities in assessing whether trade would be detrimental to the survival of a species;

NOTING that legal, sustainable use of bushmeat has the potential to meet food security needs while providing incentives for local communities to conserve biodiversity and combat illegal harvest and trade;

WELCOMING the adoption of Decision XI/25 (October, 2012) and Decision XII/18 (October, 2014) on Sustainable use of biodiversity: bushmeat and sustainable wildlife management by the 11th and 12th Meetings of Conference of the Parties to the Convention on Biological Diversity respectively;

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

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

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

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

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

RECOGNIZING that CITES aims to ensure the protection of certain species of wild fauna and flora against overexploitation through international trade;

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

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

~~CONCERNED that the harvest and trade of CITES-listed species for bushmeat in violation of the Convention undermines the aim of CITES;~~

WELCOMING the establishment of the Collaborative Partnership on Sustainable Wildlife Management (CPW) and the International Consortium on Combating Wildlife Crime (ICWC);

ALSO RECOGNIZING that CITES can promote the conservation and sustainable use of CITES-listed species for bushmeat through trade in accordance with the requirements of the Convention;

THE CONFERENCE OF THE PARTIES TO THE CONVENTION

RECOGNIZES that many of the actions needed to ensure that the use of wildlife consumed as bushmeat is legal and sustainable are national in scope and thus ENCOURAGES ADVISES-all relevant Parties to:

a) where appropriate, implement the Revised recommendations of the Convention on Biological Diversity Liaison Group on Bushmeat as found in Decision XI/25 on Sustainable use of biodiversity: bushmeat and sustainable wildlife management adopted by the 11th Meeting of the Conference of the Parties to the Convention on Biological Diversity (Hyderabad, October 2012);

b) where appropriate, implement the relevant recommendations of Decision XII/18 on Sustainable use of biodiversity: bushmeat and sustainable wildlife management adopted by the 12th Meeting of Conference of the Parties to the Convention on Biological Diversity (Pyeongchang, October 2014) such as, inter alia, recommendations aimed at differentiating among subsistence use, illegal hunting and trade of species as well as assessing and mitigating the impacts of illegal harvest on subsistence use of wildlife;

URGES all relevant Parties to take advantage of the guidance and other materials provided by the CPW in relation to the sustainable management and use of wildlife, and the coordinated support offered by ICWC to national wildlife law enforcement agencies in order to strengthen national law enforcement efforts relating to the harvest and trade of bushmeat;

ALSO URGES all relevant Parties to review or establish strategies, policies, programmes or management systems (including National Biodiversity Strategies and Action Plans) that support the legal and sustainable harvest and international trade of CITES-listed species used for bushmeat and facilitate participation of local communities in the design and implementation of such policies and programmes;

FURTHER ENCOURAGES all relevant Parties to identify the species and geographical areas or communities concerned by international trade in bushmeat and to cooperatively develop appropriate systems to monitor the status of wildlife populations harvested for bushmeat and the levels of harvest and the trade in these species, particularly across international borders, with special consideration given to CITES-listed species;

~~a) prohibit the offtake of Appendix-I species for consumption as food and to encourage sustainable levels of offtake for species in Appendix II and III of the Convention;~~

~~b) improve the domestic management of CITES-listed species harvested, traded and consumed as bushmeat through a review and, if needed, strengthening of relevant informative, legislative, *in situ* conservation, monitoring, enforcement and social or economic incentive measures;~~

~~c) define clearly the administrative responsibilities of the government agencies that may be involved in, or can contribute to, the domestic regulation of trade in bushmeat and the import, export, re-export and transit or transshipment of bushmeat;~~

~~d) clarify or establish property rights regarding CITES-listed species harvested, traded and consumed as bushmeat and to involve local communities in the monitoring of harvest, trade and consumption;~~

~~e) review and, if needed, revise logging and other natural resource concessions to ensure that they contribute to the legal, non-detrimental harvesting of, trade in and consumption of bushmeat;~~

~~f) encourage the adoption of codes of conduct by the timber, fishing and other natural resource extraction industries, that discourage illegal or unsustainable harvesting, consumption and trade in bushmeat; and~~

~~g) identify alternative sources of protein and take other measures to reduce the demand for bushmeat and particularly the consumption of specimens of Appendix-I species;~~

ADVISES:

ENCOURAGES Parties to, as appropriate:

~~a) all Parties and non-Parties to raise the awareness of customs officials on the international trade staff in government agencies responsible for the regulation and inspection of food for human consumption, especially those engaged in CITES border controls and ensure that any cross-border trade in wild meat products food-derived from CITES-listed species;~~

~~b) support the development and dissemination of identification tools for identifying CITES-listed species traded as bushmeat is accompanied by the necessary import or export permit or re-export certificate; and~~

~~b) all relevant States that are not party to CITES to accede to the Convention at the earliest possible date in order to improve control of international trade in bushmeat;~~

ADVISES that:

~~ca) all relevant Parties adapt the CITES and Livelihood handbook and carry out appropriate education campaigns directed at both urban and rural communities to raise awareness of and provide guidance on means to ensure that trade in bushmeat is legal, sustainable and traceable under CITES the conservation concerns associated with the trade in bushmeat, especially the consumption and trade in specimens of Appendix-I species, and of the risks to human health associated with unregulated trade in food derived from wild animals;~~

~~d)b) all relevant Parties take measures to increase awareness among enforcement, prosecution and judicial authorities of the illicit trade in specimens of CITES-listed species for human food consumption;~~

increase collaboration and information sharing amongst Parties to better understand and monitor the international trade in bushmeat;

e) increase scientific knowledge and understanding of the impacts of commercial and subsistence use of CITES-listed species as bushmeat on the survival and regeneration of these species, in the context of growing human populations and pressures on wildlife resources and ecosystems; and

f) provide adequate financial, technical and capacity support to ensure that the harvest of and international trade in CITES-listed species for bushmeat is legal and sustainable;

~~e) the Parties provide to the Secretariat detailed information on significant cases of illicit international trade in bushmeat and inform each other of all circumstances and facts likely to be relevant regarding such trade, with the aim of eradicating it; and~~

~~d) relevant Parties make use of information gathered in the MIKE (Monitoring of Illegal Killing of Elephants) system, which may assist in providing data regarding the use of elephant meat in the bushmeat trade and contribute to a better understanding of the dynamics of poaching and the trade in bushmeat;~~

REQUESTS:

~~a) countries and organizations with relevant expertise to support range and consumer States in the preparation or distribution of practical identification techniques to help determine whether bushmeat is derived from CITES-listed species; and~~

~~b) that, since biological and distribution data are essential for sustainable trade in bushmeat, donors assist in funding and providing expertise to develop computer databases and mapping and other necessary conservation management techniques; and~~

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

RECOMMENDS that the CITES Secretariat continue working with other partners in the CPW and ICCWC to ensure that the harvest of and international trade in wild meat products derived from CITES-listed species is legal, sustainable and traceable.