

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



Fourteenth meeting of the Conference of the Parties  
The Hague (Netherlands), 3-15 June 2007

Strategic matters

CITES AND LIVELIHOODS

1. This document has been submitted Argentina, China, Germany on behalf of the European Community Member States acting in the interest of the European Community, and Nicaragua.

Introduction

2. At the 13th meeting of the Conference of the Parties to the Convention on International Trade in Endangered Species of Wild Fauna and Flora, in 2004, an amendment to Resolution Conf. 8.3 (Recognition of the benefits of trade in wildlife) was adopted. The new paragraph that was added to the Resolution states that the Conference of the Parties:

*RECOGNIZES that implementation of CITES-listing decisions should take into account potential impacts on the livelihoods of the poor.*

3. This new paragraph represents an explicit recognition by the Parties that the impact of the implementation of listing decisions on the livelihoods of the poor is an appropriate concern. This impact should be taken into account in the implementation of such decisions. The emphasis is on how CITES listing decisions are to be implemented, rather than on whether to list species on the Appendices or not. In spite of the importance of this amendment, the new paragraph is short and rather non-specific.
4. The CITES and Livelihoods Workshop (5-7 September 2006) discussed the putting into operation of this new paragraph and agreed on 14 recommendations. Two draft decisions that build on those recommendations are annexed to this document.

CITES and Livelihoods Workshop

5. The objective of the CITES and Livelihoods Workshop was:

To identify practical measures that will contribute to the putting into operation of the new paragraph of CITES Resolution Conf. 8.3 (Rev. CoP13).

6. The workshop agreed on 14 recommendations that are reproduced in the final section of this document.
7. The workshop was hosted by the South African National Biodiversity Institute, at the Centre for Biodiversity Conservation, Kirstenbosch Botanical Garden, Cape Town, South Africa. There were 43 participants from 27 countries. The organization of the workshop took place under the guidance of the workshop Steering Group. This group was made up of representatives of Argentina, Germany, Ghana, Namibia, the Netherlands, South Africa, Botanic Gardens Conservation International, CRIAA SA-DC (Namibia), Fauna & Flora International, International Institute for Environment and Development, IUCN – The World Conservation Union, TRAFFIC International, UNEP-WCMC and

WWF International. Fauna & Flora International provided the secretariat for the Steering Group and worked with other steering group members to prepare the workshop.

8. The workshop received support from the following organizations: SwedBio (The Swedish International Biodiversity Programme); Department for Environment, Food and Rural Affairs of the United Kingdom of Great Britain and Northern Ireland; Botanic Gardens Conservation International; Fauna & Flora International; International Institute for Environment and Development; South African National Biodiversity Institute; and WWF International.
9. The Workshop Report was submitted as information document SC54 Inf. 7 at the 54th meeting of the CITES Standing Committee (Geneva, October 2006) and the workshop was discussed under agenda item 41 (Economic incentives).

#### Background

10. In recent years there has been a growing recognition of the linkages between the livelihoods of poor people, biodiversity and conservation. The 2010 biodiversity target, endorsed by the Parties to CBD and by the World Summit on Sustainable Development, is "to achieve by 2010 a significant reduction of the current rate of biodiversity loss at the global, regional and national level *as a contribution to poverty alleviation* and to the benefit of all life on earth" (emphasis added). There is also increasing support for integrating the 2010 target with the Millennium Development Goals, which would further strengthen the linkage. Another sign of the growing awareness is the statement *Biodiversity: Life Insurance for our Changing World*, issued in September 2005 by the heads of the secretariats of the five biodiversity-related conventions, including CITES. This stated that "Biodiversity can indeed help alleviate hunger and poverty, can promote human health, and be the basis for ensuring freedom and equity for all."
11. Livelihood issues are being increasingly discussed within CITES. CoP14 is expected to adopt a new Strategic Plan for the period 2008-2013. A draft of this plan was presented at the 54th meeting of the Standing Committee, by the Strategic Plan Working Group (document SC54 Doc. 6.1). This draft took into account issues such as, *inter alia*, "meeting the UN Millennium Development Goals" and "achieving deeper understanding of the cultural, social and economic issues at play in producer and consumer countries." The draft also proposed that Goal 3 of the plan should be "Adopt balanced wildlife trade policies compatible with human well-being, livelihoods and cultural integrity."

#### Rationale for addressing livelihoods within CITES

12. The primary goal of CITES is and should remain to conserve biodiversity. More specifically, CITES aims to regulate the trade in wild species to ensure that the trade does not threaten wild species. Nevertheless, there are ethical, political and pragmatic reasons why this aim should be pursued in ways that contribute to the livelihoods of poor people affected by CITES trade regulation.
13. Ethically, the impacts of CITES regulation on the livelihoods of poor should not be ignored. Politically, the goal of reducing poverty has been endorsed globally, and Parties should ensure that CITES regulation is compatible with this overarching goal. Pragmatically, addressing livelihoods in the course of implementing CITES can promote support for CITES and conservation at the local, national and international levels.
14. Many of the measures that are needed in order to promote wildlife trade regulation that contributes to both conservation and livelihood goals are ones that need to be taken at the national level. These measures will address such issues as resource tenure, sustainable management of the resource, harvester organization and cross-agency cooperation. A number of Parties have already implemented, or are in the course of implementing, measures of this sort.
15. Parties that wish to address livelihood issues need a supportive framework at the international level. Measures that can be undertaken at this level include:
  - a) Support to countries that wish to address livelihood issues in the course of implementing CITES. Such support could include the development of guidelines; the provision of tools for the rapid

assessment of impacts on livelihoods; disseminating positive examples of how this has been done successfully.

- b) Ensuring that CITES processes do not prevent consideration of livelihood issues.
- c) Greater awareness and consideration of the impacts of regulatory measures that may impact on the livelihoods of the poor.

#### CITES and Livelihoods Workshop Recommendations

16. Participants in the CITES and Livelihoods Workshop agreed to the following recommendations:

- a) Guidance should be developed for Parties on how to implement CITES in a way that mitigates negative impacts and supports positive impacts on livelihoods.
- b) Rapid assessment tools for livelihood impacts should be developed:
  - i) that can address both potential impacts of possible measures and actual impacts of existing measures;
  - ii) that strike a balance between workability and reliability;
  - iii) that ensure meaningful stakeholder consultation; and
  - iv) that look at the actors in the value chain and at others outside the value chain.
- c) Case studies of the livelihood impacts of the implementation of listing decisions should be carried out.
- d) Countries should determine whether livelihood assessment tools are appropriate for their needs and priorities, and assess their capacity-building needs on livelihoods issues.
- e) Where livelihood concerns arise, the carrying out or facilitation of livelihood impact assessments should be under the control of national authorities.
- f) When appropriate tools and methodologies are available, integration of livelihood impact assessment into the capacity-building programmes of CITES should be considered.
- g) Integration of work on livelihoods into ongoing CITES linkages, MoUs and MoCs with other agreements and organizations (e.g. FAO, ITTO, ICCAT, CBD, CMS) should be considered, including through review of workplans.
- h) Development of linkages, synergies and MoUs between CITES and other organizations and agreements which address and/or have expertise in relevant livelihood issues (e.g. UNFCCC, UNCCD) should be considered and explored.
- i) Consideration of livelihoods issues should be included in the Wildlife Trade Policy Review framework.
- j) Ways of incorporating livelihoods issues into relevant CITES processes should be explored.
- k) CITES Strategic Vision for 2008-2013 should address livelihoods issues, making use of workshop outcomes.
- l) CITES implementation should be linked to other national initiatives focusing on poverty alleviation and livelihoods.
- m) Research on livelihood impacts of implementation of CITES decisions should be carried out and mechanisms to address impacts should be explored.

n) Funding and resources should be mobilized to support implementation of these recommendations.

17. Further consideration of these Recommendations is merited. This will enable those Parties that wish to, to accurately assess the impact of CITES measures on the livelihoods of poor people, not to prevent implementation of CITES but to ensure potential impacts are considered at an early stage. By knowing what impacts may occur, Parties will be better placed to consider how to address these, whether via CITES measures or other national or international opportunities.

18. Indicative budgets for the work envisaged in the attached draft decisions are:

a) to undertake work requested of the Standing Committee

– Secretariat staff time	USD	10,000
– Two meetings of Working Group	USD	40,000
– Experts for developing rapid assessment tools and guidelines	USD	50,000
– Printing, etc.	USD	10,000
– Communications	USD	5,000
TOTAL	USD	115,000

b) to undertake work requested of the Secretariat

– Secretariat staff time	USD	15,000
– Experts to produce draft report	USD	25,000
TOTAL	USD	40,000

#### COMMENTS FROM THE SECRETARIAT

A. The Secretariat welcomes and supports the initiative to develop practical measures for helping Parties take into account the impacts that their implementation of CITES-related decisions and measures may have on livelihoods of the poor.

B. The draft decisions provide a useful way forward, but they should be shortened and simplified. As proposed, the Secretariat could be directed to assess the extent to which the impacts of CITES decisions and measures on livelihoods of the poor have been or could be incorporated into existing CITES processes, such as the Review of Significant Trade, the National Legislation Project, the Wildlife Trade Policy Reviews, etc. Based on this assessment, the Secretariat could also be directed to prepare a set of initial draft guidelines on how to implement CITES in a way that mitigates negative impacts and supports positive impacts of CITES decisions and measures on livelihoods of the poor. The Standing Committee, with the assistance of a working group, might be directed to review the draft guidelines and to submit them for approval at CoP15. Consideration could also be given to urging Parties to develop projects that combine CITES implementation with livelihood issues (see document CoP14 Doc. 11). If so wished, the Secretariat would be willing to assist in developing a revised set of draft decisions.

C. Concerning the budgetary recommendation in paragraph 18 of this document, the Secretariat suggests that this be considered under agenda item 7.

DRAFT DECISIONS OF THE CONFERENCE OF THE PARTIES

CITES and livelihoods

*Directed to the Standing Committee*

14.XX The Standing Committee shall:

- a) initiate a process to ensure the development, by CoP15, of tools for the rapid assessment at the national level of the impacts of CITES trade regulation on human well-being and the livelihoods of the poor. This process should take account of the findings of the CITES and Livelihoods Workshop (5-7 September 2006) and draw on the technical and financial contributions of Parties, NGOs and other national and international agencies; and
- b) initiate a process to ensure the development, by CoP15, of draft guidelines for Parties on how to consider the impacts on the livelihoods of the poor, particularly those in developing countries when implementing CITES. The guidelines should, where possible, assist Parties to develop local, national and regional initiatives that take account of CITES impacts on the livelihoods of the poor. This process should take account of the findings of the CITES and Livelihoods Workshop as well as the process initiated at CoP13 to consider the Addis Ababa Principles and Guidelines for the Sustainable Use of Biodiversity (Resolution Conf. 13.2 and Decisions 13.6 and 13.7), and should draw on the technical and financial contributions of Parties, NGOs and other national and international agencies. The draft guidelines should incorporate, where appropriate, the findings of the Secretariat's assessment of how implementation of existing CITES measures can and have taken account of the impacts on the livelihoods of the poor.

*Directed to the Secretariat*

14.XX The Secretariat shall provide to the Standing Committee an assessment of the ways in which the implementation of CITES processes and measures has taken or could take place in ways that consider and positively address likely negative impacts on the livelihoods of the poor, particularly those in developing countries. The assessment should indicate which positive processes are available to address such impacts in a way which reduces and if possible removes those impacts so that human well-being and livelihoods are supported. Processes undertaken to implement measures including, but not limited to, the Review of Significant Trade and its evaluation, and wildlife trade policy reviews, should be assessed. Linkages with CBD and other MEAs, and linkages with FAO and other international institutions should also be considered in accordance with Resolution 13.2. This process should take account of the findings of the CITES and Livelihoods Workshop as well as the process initiated at CoP13 to consider the Addis Ababa Principles and Guidelines for the Sustainable Use of Biodiversity (Resolution Conf. 13.2 and Decisions 13.6 and 13.7). The assessment should be provided at the 57th meeting of the Standing Committee so that its findings can be incorporated, where appropriate, in the draft guidelines being developed under the auspices of the Standing Committee.