

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



Fifteenth meeting of the Conference of the Parties
Doha (Qatar), 13-25 March 2010

Strategic matters

CITES AND LIVELIHOODS

1. This document has been prepared by the chair of the Standing Committee Working Group on CITES and Livelihoods in consultation with UNEP World Conservation Monitoring Centre (UNEP-WCMC).

Background

2. At its 13th meeting (CoP13, Bangkok, 2004), the Conference of the Parties adopted an amendment to Resolution Conf. 8.3 (*Recognition of the benefits of trade in wildlife*) to recognize that implementation of CITES-listing decisions should take into account potential impacts on the livelihoods of the poor.
3. In 2006, the South African National Biodiversity Institute hosted a workshop on CITES and Livelihoods to identify practical measures that would contribute to the implementation of the new provision of CITES Resolution Conf. 8.3 (Rev. CoP13).
4. The workshop agreed on 14 recommendations that were presented at CoP14 and served as the basis for the adoption of Decisions 14.3 and 14.4 adopted by the Conference of the Parties at its 14th meeting (CoP14, The Hague, 2007).
5. Decision 14.3 states that:

The Standing Committee shall, subject to the availability of external funding, and requesting the assistance of organizations including the IUCN Species Survival Commission, initiate and supervise a process to develop, by the 15th meeting of the Conference of the Parties:

- a) *tools for voluntary use by the Parties for the rapid assessment at the national level of the positive and negative impacts of implementing CITES listing decisions on the livelihoods of the poor, in conformity with Resolution Conf. 8.3 (Rev. CoP13); and*
- b) *draft voluntary guidelines for Parties to address these impacts, particularly in developing countries. The guidelines should, where possible, assist Parties to develop local, national and regional initiatives that take account of the impacts of implementing CITES listing decisions on the livelihoods of the poor. This process may benefit from taking account of the deliberations and recommendations of the CITES and Livelihoods Workshop (5-7 September 2006) and should draw on the technical contributions of Parties, the Secretariat, non-governmental organizations and other national and international agencies, such as IUCN – The World Conservation Union.*

For further clarification, the process shall not include consideration of the criteria for amendment of the Appendices or the requirement to make non-detriment findings.

6. At its 57th meeting (SC57, Geneva, July 2008), the Standing Committee agreed on the creation of a Working Group on CITES and Livelihoods to assist in the implementation of Decision 14.3.

General considerations regarding livelihood issues and links to other areas of work

7. One of the first issues discussed by the Working Group was the scope of the amendment to Resolution Conf. 8.3. A majority of members reaffirmed that the emphasis of the amendment was clearly on the implementation of CITES-listing decisions, rather than on the listing of the species itself. It was also emphasized that the impacts of the implementation of the CITES-listing decisions on the livelihoods of the poor was in no way a "backdoor" to discuss the criteria for listing species in CITES and that impacts could be negative as well as positive.
8. There is a clear link between wildlife conservation and development strategies. This link is particularly important for developing countries that are home to a great biological diversity. Development programmes allocate considerable financial resources on fighting poverty in areas rich in biodiversity but, do not necessarily connect their interventions to conservation objectives. Yet these two objectives are not incompatible. All biological organisms, people included, are affected by natural disasters, shortages in food supplies, etc. Species, ecosystems and people can not be considered in isolation.
9. One of the key assumptions behind the Parties' recognition of the relevance of livelihoods when implementing CITES-listing decisions is that implementation of CITES rules often fails when it is not well connected to people. In many cases, socio-economic factors are at the root of poor implementation or unsustainable practices. The voluntary guidelines and the toolkit developed under Decision 14.3 are expected to provide a better understanding of the positive and negative impacts on the livelihoods of the poor. This will help Parties identify more precisely positive incentives for people to conserve wild fauna and flora.
10. A clear consensus has emerged at the international level on the need to connect species-based interventions to wider policies, such as poverty-reduction strategies intended to maximize resources for wildlife conservation and improve the quality of international aid.
11. Guidance for the consideration of livelihood issues was included in the Framework for the Review of Wildlife Trade Policies. Social impacts were assessed in the four pilot reviews conducted by Madagascar, Nicaragua, Uganda and Viet Nam.

Progress made in the implementation of Decision 14.3

12. In May 2009, the Secretariat contracted UNEP-WCMC to develop background papers regarding the information requested in paragraphs a) and b) of Decision 14.3 for consideration by the Working Group.
13. UNEP-WCMC collaborated in the development of the background papers with the Durrell Institute of Conservation and Ecology, TRAFFIC South Africa, the Chair of the Working Group on CITES and Livelihoods, and the Secretariat.
14. A progress report on the work was provided by the Secretariat at the 58th meeting of the Standing Committee (Geneva, July 2009). The Committee decided that the Chair of the Working Group should submit the background papers for consideration at the 59th meeting of the Standing Committee (SC59, Doha, March 2010). The Committee could then decide whether to endorse the documents for consideration at the present meeting.
15. The Secretariat issued Notification No. 2009/035 on 10 August 2009, inviting Parties to submit research findings or case studies that could be used in the development of the background papers.
16. A first draft of the background papers was circulated by the Chair of the Working Group to members on 13 August 2009, with a deadline of 15 September 2009 to respond.
17. The deadline for completion of the final version of the background papers was 15 November 2009. They will be submitted for consideration at SC59. The Chair of the Working Group will report at the present meeting on the results of that discussion.
18. A draft resolution containing key principles on CITES and livelihoods is contained in Annex 1 and several draft decisions are attached in Annex 2.

Recommendations

19. The Conference of the Parties consider the decisions made at SC59 regarding the two background papers and the draft resolution and decisions contained in Annexes 1 and 2 to this document.
20. It is further recommended that the Conference of the Parties reconvene the work of the Working Group on CITES and Livelihoods to assist the Standing Committee in its discussions. The Working Group can work electronically through the forum available on the CITES website. Subject to the availability of external funds, it is also recommended that the Working Group hold one or two meetings in regions more affected by this issue.

DRAFT RESOLUTION OF THE CONFERENCE OF THE PARTIES

CITES and livelihoods

RECALLING Resolution Conf. 8.3 (Rev CoP13), adopted at the 13th meeting of the Conference of the Parties (Bangkok, 2004) where the Conference recognized that implementation of CITES-listing decisions should take into account potential impacts on the livelihoods of the poor;

RECALLING ALSO Decision 14.3 requesting the Standing Committee to develop draft voluntary guidelines for Parties to address these impacts, particularly in developing countries;

RECOGNIZING that CITES-listing decisions are neither the sole cause nor the sole solution to the livelihood problems of the poor, but that the effective implementation of such decisions can form part of a strategy to provide sustainable livelihoods for the poor and accelerate achievement of the Millennium Development Goals;

RECOGNIZING that the proper implementation of CITES listings may enhance livelihoods by delivering long-term species conservation;

RECOGNIZING ALSO that implementation of some listings (particularly Appendix I listings) may impact livelihoods of the poor by restricting access to income, employment and other resources such as food, materials and medicines, but that it need not always do so if appropriate implementation strategies are adopted;

THE CONFERENCE OF THE PARTIES TO THE CONVENTION

AGREES that the following principles be considered when Parties address livelihood issues:

Regarding empowerment of the poor

ENCOURAGES all Parties to work with key stakeholder groups to design, implement and monitor effective strategies for the implementation of CITES listings recognizing that:

- a) Solutions are likely to be case and situation specific;
- b) Although amendments to the CITES Appendices must, unless indicated otherwise in an annotation, come into effect 90 days after their adoption by the Conference of the Parties, developing appropriate solutions to mitigate negative impacts on the livelihoods of the poor may require time to incorporate significant policy changes;
- c) Developing guidelines may be an ongoing process as more knowledge is gained about specific impacts and successful as well as failed experiences; and
- d) Monitoring and evaluation of strategies will be an important aspect of the development of appropriate implementation strategies and policies;

AGREES THAT:

- a) Empowerment of the poor should be encouraged through measures that include, as appropriate:
 - i) Promoting transparency in the development and implementation of policies regarding poverty and the use of natural resources;
 - ii) Developing harvesters associations;
 - iii) Developing trade associations with clear obligations for benefit sharing; and
 - iv) Recognizing of resource tenure for indigenous and tribal communities and the poor;

- b) Support for the implementation of CITES listings should be enhanced by public awareness and education, including education of poor people, to ensure that:
 - i) The positive aspects of CITES and CITES-related legislation are understood;
 - ii) The need to take measures to conserve listed species, and the benefits, particularly to poor people, that can accrue from doing so, are appreciated; and
 - iii) Poor communities support policies and activities designed to reduce or eliminate illegal trade in specimens of CITES-listed species; and
- c) As implementation of some listings may have short-term negative impacts on the poor, mitigation strategies may include:
 - i) Developing interim aid packages to provide assistance to the collectors and harvesters most severely affected by the implementation of the CITES-listing decisions; and
 - ii) Waiver of permit fees during the first six months of a listing so that local harvesters and producers can internalize the transaction costs generated by the implementation of the CITES-listing decisions;

Regarding compensatory mechanisms for the shift from in situ to ex situ production

AGREES THAT:

- a) Implementation of some CITES-listings may encourage *ex situ* production, which may lead to delocalization of profits. Mechanisms may be required to:
 - i) Develop market-based incentives to encourage benefit sharing;
 - ii) Remove barriers to the development of *in situ* production systems;
- b) Consumer countries may work with producer countries to develop effective strategies to support positive impacts and minimize negative impacts of the implementation of CITES listings. These could include:
 - i) Working with *ex situ* producers and trade associations;
 - ii) Developing supportive strategies through bilateral conservation and development projects; and
- c) Mitigation strategies may explore the use of alternative production systems such as ranching, artificial propagation or captive breeding.

Regarding mitigation strategies for human-wildlife conflict

RECOMMENDS THAT mitigation strategies provide alternatives or compensation schemes (e.g. payment for ecosystem services, employment in eco-tourism or as game wardens; provision of tourist or local hunting and collection permits; development of alternative products);

Regarding enabling policies

INVITES Parties to initiate or strengthen collaborative partnerships between development and conservation agencies to enhance aid effectiveness for wildlife conservation and eliminate duplication of efforts (e.g. CITES authorities making cross-sectoral links to seek assistance in mainstreaming wildlife trade policies into poverty reduction strategies and wider development plans).

ENCOURAGES international financial institutions and cooperation agencies to assist Parties in the development of multilateral and bilateral measures, supportive policies and institutions at the regional, national and local levels to address negative impacts of the implementation of CITES listings on the livelihoods of the poor.

DRAFT DECISIONS OF THE CONFERENCE OF THE PARTIES

CITES and livelihoods

Directed to the Standing Committee

- 15.xx The Standing Committee shall continue the operation of its Working Group on CITES and Livelihoods so that it can:
- a) finalize the toolkit for the rapid assessment at the national level of the positive and negative impacts of implementing CITES listing decisions on the livelihoods of the poor, in conformity with Resolution Conf. 8.3 (Rev. CoP13);
 - b) finalize the voluntary guidelines for Parties to address the negative impacts, in order to assist Parties in developing local, national and regional initiatives that take account of the impacts of implementing CITES listing decisions on the livelihoods of the poor; and
 - c) prepare a final version of the tools and guidelines for review and endorsement by the Standing Committee at its 62nd meeting.

The Working Group shall continue to work electronically through a forum available on the CITES website. If funding is available, consideration may be given to holding one or more meetings, if possible in regions more likely to be affected by the outcome.

The process shall not include consideration of the criteria for amendment of the Appendices or the requirement to make non-detriment findings.

- 15.xx The Standing Committee shall present a report at the 16th meeting of the Conference of the Parties on the progress made with regard to the implementation of Decision 15.xx.

Directed to the Secretariat

- 15.xx On completion of the draft Guidelines and Toolkit by the Working Group, the Secretariat shall make the draft documents available on its website for comments by Parties, stakeholders and interested organizations, and shall invite such comments via a Notification to the Parties. The comments shall be made available to the Working Group for consideration in the development of revised draft documents to be submitted for approval to the Standing Committee.