

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



Eighteenth meeting of the Conference of the Parties  
Colombo (Sri Lanka), 23 May – 3 June 2019

Species specific matters

GUIDANCE MATERIALS, ACTIVITIES AND TOOLS AIMED AT  
ENHANCING PARTIES' CAPACITY TO REGULATE BUSHMEAT TRADE

1. This document has been prepared by the Secretariat.
2. At its 17th meeting (CoP17, Johannesburg, 2016), the Conference of the Parties renewed Decisions 14.73 and 14.74, and adopted Decisions 17.112 and 17.113 as follows:

***Directed to the Central African Bushmeat Working Group***

*14.73 (Rev. CoP17)*

*The Central African Bushmeat Working Group is encouraged to collaborate with the Convention on Biological Diversity (CBD) and the Food and Agriculture Organization of the United Nations (FAO) in its work, and is invited to draw to the attention of the Conference of the Parties any matters relating to the implementation of Resolution Conf. 13.11 (Rev. CoP17) on Bushmeat.*

*14.74 (Rev. CoP17)*

*The Central African Bushmeat Working Group is encouraged to continue its work and report progress made in implementing national action plans relating to the trade in bushmeat and other initiatives it takes regarding this subject.*

***Directed to the Secretariat***

*17.112 The Secretariat shall invite the Central Africa Bushmeat Working Group to report on its work concerning bushmeat to the Conference of the Parties at its 18th meeting.*

*17.113 Subject to availability of external resources, the Secretariat shall in collaboration with the Collaborative Partnership on Sustainable Wildlife Management (CPW), the International Consortium on Combatting Wildlife Crime (ICWC), and other organizations as appropriate, develop guidance materials, activities and tools aimed at enhancing Parties' capacity to regulate bushmeat trade, and shall report on these efforts at the 18th meeting of the Conference of the Parties.*

Implementation of Decision 17.112

3. In fulfilment of Decision 17.112, the Secretariat wrote to the six Management Authorities of the members of the Central Africa Bushmeat Working Group as indicated in document CoP17 Doc. 75.2, namely Cameroon, the Central African Republic, Congo, the Democratic Republic of the Congo, Equatorial Guinea and Gabon. The letter invited the working group to report on its work concerning bushmeat to the 18th meeting of the Conference of the Parties, specifically in relation to Decisions 14.73 (Rev. CoP17) and 14.74 (Rev. CoP17). Recalling that at the 17th meeting of the Conference of the Parties (CoP17, Johannesburg, 2016), the Secretariat had indicated that the Decisions directed to the Central African Bushmeat Working Group were not, or not fully, implemented (see document Cop17 Doc. 75.2); the letter also asked the members to provide

some clarification concerning the current status of the Working Group, its activities, its *modus operandi* and its contributions in the field of bushmeat trade in Central Africa. Although responses to the letter were received from Equatorial Guinea and the Democratic Republic of the Congo, the Secretariat has not been able to confirm that the working group is active. No report from the working group was submitted to the present meeting.

#### Implementation of Decision 17.113

4. While no external funding was made available to implement Decision 17.113, the Secretariat has continued to proactively engage with its partners in both the CPW [a voluntary partnership of 14 international organizations and Conventions (including CITES) working to promote the sustainable use and conservation of wildlife] and ICCWC [a collaboration between CITES, INTERPOL, the United Nations Office on Drugs and Crime (UNODC), the World Bank and the World Customs Organization (WCO)], on a range of issues concerning the sustainable use of wildlife, including bushmeat and illegal trade in wildlife.
5. A comprehensive update on CPW activities was submitted as an information document (see [CBD/COP/14/INF/11](#)), to the 14th meeting of the Conference of the Parties to the Convention on Biological Diversity (CBD COP14 Sharm El-Sheikh, 17-29 November 2018). Paragraphs 6 to 11 outline some activities carried out by members of the CPW partnership that are specifically relevant to bushmeat.
6. Seizures of wild meat were reported in both Operation Thunderbird (January-February 2017) and Operation Thunderstorm (May 2018). Additional information on these Operations, which were supported by ICCWC, are available in document CoP18 Doc. 15.5.

#### Other activities relevant to bushmeat

7. At the thirteenth meeting of the CBD COP (COP13, Cancun, 4-17 December 2016), the CBD Executive Secretary was requested to elaborate technical guidance for better governance towards a more sustainable wild meat<sup>1</sup> sector, in collaboration with other members of the CPW and subject to the availability of resources [decision XIII/8, para. 5 (a)]. The elaboration of the technical guidance was presented to the Subsidiary Body on Scientific, Technical and Technological Advice to the CBD (SBSTTA) at its twenty-first meeting as “Voluntary Guidance for a Sustainable Wild Meat Sector” (SBSTTA 21, Montreal, 11-14 December 2017). SBSTTA took note of the technical guidance and recommended that the COP welcome the voluntary guidance and encouraged Parties, other Governments and relevant organizations, including other biodiversity-related conventions and conservation agreements, where applicable, and in accordance with national circumstances and national legislation, to make use of the voluntary guidance for a sustainable wild meat sector (SBSTTA recommendation XXI/2, paragraph 1). Further to this request, SBSTTA requested the Executive Secretary to finalize the technical study entitled “Towards a sustainable, participatory and inclusive wild meat sector”, at its twenty-first meeting.
8. The final version of the technical study “Towards a sustainable, participatory, and inclusive wild meat sector”<sup>2</sup> was launched on 21 November 2018, at the [Second Wildlife Forum](#), which took place in the margins of the 14th meeting of the Conference of the Parties to CBD (COP14). The Second Wildlife Forum was organized under the theme, “Sustainable Use for Conservation and Livelihoods,” by the CPW. The Forum brought together stakeholders from across the globe to discuss their shared experiences and seek creative solutions on issues related to the health and security of people and wildlife, the wild meat crisis, and the unsustainable use of wildlife. There were four key sessions:
  - People and Wildlife: Health and Security;
  - Sharing Wild Meat: Resolving Conflicts between Subsistence and Commercial Uses;
  - From Sites in Africa to Shelves in Asia: Solutions to Unsustainable Wildlife Use and Illegal Trade;
  - and
  - Wildlife and People in 2050: A Vision for Sustainable Wildlife Management.

The report “Towards a sustainable, participatory and inclusive wild meat sector” was also submitted to CBD COP14 as an information document (see [CBD/COP/14/INF/7](#)).

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<sup>1</sup> The term “wild meat” replaces “bushmeat”. At its eleventh meeting, the Conference of the Parties to the Convention on Biological Diversity defined “wild meat” (or “bushmeat”) hunting more broadly as “the harvesting of wild animals in tropical and sub-tropical countries for food and for non-food purposes, including for medicinal use” (see [decision XI/25](#)).

<sup>2</sup> <https://www.cbd.int/doc/c/8ca9/8f95/d06a6f4d99339baebd13648a/cop-14-inf-07-en.pdf>

9. Through decision [CBD/COP/DEC/14/7](#), the CBD COP14 *inter alia* welcomed the Voluntary Guidance for a Sustainable Wild Meat Sector, which aims to promote the sustainability of supply at the source, manage the demand along the entire value chain, and create the enabling conditions for legal, sustainable management of terrestrial wild meat in tropical and subtropical habitats, taking into account the traditional use by indigenous peoples and local communities to safeguard their livelihoods without adversely affecting them. One of the stated aims of this Guidance is to contribute to the achievement of objectives and commitments under CITES as well as other conventions.
10. In 2017, the Food and Agriculture Organization of the United Nations (FAO), in collaboration with the Center for International Forestry Research (CIFOR), the French Agricultural Research Centre for International Development (CIRAD), and the Wildlife Conservation Society (WCS), launched the EUR 45 million seven-year Sustainable Wildlife Management (SWM) Programme. It is an initiative of the Secretariat of the African, Caribbean and Pacific Group of States (ACP) and is funded by the 11th European Development Fund (EDF). The ACP countries are Chad, Congo, the Democratic Republic of the Congo, Gabon, Guyana, Madagascar, Mali, Papua New Guinea, Senegal, Sudan, Zambia and Zimbabwe. The Programme will assist eight pilot countries that are ACP members in tackling unsustainable levels of wild meat hunting, conserving their biodiversity and natural heritage, and strengthening people's livelihoods and food security. The experiences from these pilot countries will be developed into models that can be adapted and replicated in other ACP countries with similar contexts and challenges. The SWM Programme activities are taking place in a wide variety of forest, savannah and wetland ecosystems. The emphasis is on developing new and innovative approaches to regulate wildlife hunting, strengthen the management capacities of indigenous and rural communities, and increase the supply of sustainably produced meat products and farmed fish.
11. CIFOR continues to conduct bushmeat research, through its Bushmeat Research Initiative (BRI). It has produced publications related to the measurement of the extent of the exploitation of wildlife for meat, ways of encouraging sustainable hunting practices, factors affecting the occurrence of Ebola outbreaks, and the importance of indigenous lands ([www.cifor.org](http://www.cifor.org)).
12. At their ninth meeting (Rome, 14-15 June 2018), CPW members discussed the need to prepare a follow-up document to the Voluntary Guidance for a Sustainable Wild Meat Sector. The current voluntary guidance is focused on tropical and subtropical regions of the world. It is intended that the follow up document would have a wider geographical scope. In addition to widening the geographical scope of the voluntary guidance, CPW members highlighted the need to explore opportunities for conducting workshops to help operationalize the voluntary guidance. The tenth meeting of CPW members is planned to take place during the first half of 2019.
13. The Secretariat would like to draw attention to the ongoing work in the context of CITES and livelihoods. During the workshop on "CITES and livelihoods" in Guangzhou, November 2018, many case studies on the CITES and livelihoods nexus were reviewed, and draft decisions were proposed to further analyse best practices and lessons learnt from these case studies (see document CoP18 Doc. 18.1). The Secretariat is of the opinion that much of this knowledge would be applicable or transferable to the work on wild meat.
14. In November 2018, representatives of 31 range States of African carnivores (African lion, leopard, cheetah and African wild dog) met in Bonn at the [1<sup>st</sup> Meeting of Range States for the Joint CITES-CMS African Carnivores Initiative](#) (ACI1, Bonn, 5-8 November 2018) to discuss the conservation of these four African carnivore species. Illegal hunting for wild meat was recognized as an important cause for prey depletion in sub-Saharan Africa, inside and outside protected areas, thus representing a major challenge for the conservation of these species.

#### Resolution Conf. 13.11 (Rev. CoP17)

15. The Secretariat recalls that there was a significant revision of Resolution Conf. 13.11 on *Bushmeat* adopted at CoP17, which included a reorganization of the preamble focusing on clarifying the CITES mandate with respect to this issue. The operative paragraphs of the Resolution were also amended to support recommendations for national-level actions addressing unsustainable bushmeat harvest; outline recommendations to improve legality and sustainability of bushmeat 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 bushmeat harvest.
16. In light of the recent revision of Resolution Conf. 13.11 (Rev. CoP17), the Secretariat is of the view that a further significant review is not required. However, it suggests that the preamble to the Resolution be reorganized and updated to make reference to the outcome of CBD COP14. The Secretariat also proposes

a new operative instruction that would allow the Secretariat to regularly monitor the implementation of this Resolution and draw the attention of the Standing Committee and Animals Committee to any issues that may concern international trade in wild meat. With this new instruction, and in light of the apparent non-operational status of the Central African Bushmeat Working Group, it is the recommendation of the Secretariat that specific decisions on bushmeat are no longer needed.

17. Finally, given that wildlife hunting for food and livelihoods is not restricted to sub-Saharan Africa, but also affects wild vertebrate species in Oceania, South America, South and South-East Asia, the Second World Conservation Congress (Amman, October 2000), in its Resolution 2.64, refers to the issue of “wild meat” rather than “bushmeat”. The term “wild meat” was subsequently defined at the eleventh meeting of the Conference of the Parties to the Convention on Biological Diversity (CBD COP11, Hyderabad, October 2012) as “the harvesting of wild animals in tropical and sub-tropical countries for food and for non-food purposes, including for medicinal use” (see [decision XI/25](#)). The Secretariat notes that Resolution Conf. 12.3 (Rev. CoP17) on *Permits and certificates* does not refer to the term “bushmeat” and there is no mention of the term in the “*Guidelines for the preparation and submission of CITES of annual reports*” or the “*Guidelines for the preparation and submission of the CITES annual illegal trade reports*”. “Meat” is the broad term used and is defined as “including flesh of fish if not whole (see ‘body’), fresh or unprocessed meat as well as processed meat (e.g. smoked, raw, dried, frozen or tinned)”. Therefore, for the sake of consistency, the Secretariat, suggests amending the title and content of Resolution Conf. 13.11 (Rev. CoP17) by replacing the term “bushmeat” with the term “wild meat” as appropriate. The Secretariat further proposed deleting the current definition of “bushmeat” in the CITES glossary and inserting the definition of “wild meat” developed by the CBD.
18. The proposed revisions to Resolution Conf. 13.11 (Rev. CoP17) are outlined in Annex 1 to this document. The Secretariat does not envisage any financial implications to the revised Resolution (Annex 2).

#### Recommendations

19. The Conference of the Parties is invited to:
  - a) adopt the proposed amendments to Resolution Conf. 13.11 (Rev. CoP17), as presented in Annex 1; and
  - b) agree to the deletion of Decisions 14.73 (Rev. CoP17), 14.74 (Rev. CoP17), 17.112 and 17.113.

**Proposed amendments to Resolution Conf. 13.11 (Rev. CoP 17~~8~~) on BushmeatWild meat\***

*Proposed new language is presented in underline and deleted language is presented in ~~strikeout~~ font;  
Double underlined text represents text that was previously placed elsewhere in the Resolution.*

CONCERNED that international trade in illegally or unsustainably harvested ~~bushmeat wild meat~~ 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 CITES aims to ensure the protection of listed species of wild fauna and flora against overexploitation through due to international trade;

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

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

RECOGNIZING that the harvest of and trade in ~~bushmeat~~ wild meat may be detrimental to the immediate survival of certain species and may be one of a number of pressures impacting an even greater number of species;

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*, Resolution Conf. 17.10 on *Conservation of and trade in pangolins* 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~~ wild meat;

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~~ wild meat, have the potential to increase levels of ~~bushmeat~~ wild meat 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~~ wild meat, 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 (Rev. CoP17) 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 that Resolution Conf. 13.2 (Rev. CoP14) on *Sustainable use of biodiversity; Addis Ababa Principles and Guidelines* provides a summary of the Addis Ababa Principles and Guidelines for the Sustainable Use of Biodiversity and urges the Parties to make use of the Principles and Guidelines for the Sustainable Use of Biodiversity, also taking into account scientific, trade and enforcement considerations determined by national circumstances, as well as the recommendations of the Animals and Plants Committees when adopting non-detriment making processes and making CITES non-detriment findings;

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 (Rev. CoP17) on *Non-detriment findings*, where the Conference of the Parties provides recommendations and non-binding guiding principles to support CITES Scientific Authorities in considering whether trade would be detrimental to the survival of a species;

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\* previously referred to as "bushmeat"

NOTING that legal, sustainable use of ~~bushmeat~~ wild meat 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 ~~M~~meetings of Conference of the Parties to the Convention on Biological Diversity respectively;

FURTHER WELCOMING the adoption of Decision XIV/7 on Sustainable wildlife management at the 14th meeting of the Conference of the Parties to the Convention on Biological Diversity;

~~RECOGNIZING that CITES aims to ensure the protection of listed 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 the harvest and trade of CITES-listed species for bushmeat in violation of the Convention undermines the aim of CITES;~~

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

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

#### THE CONFERENCE OF THE PARTIES TO THE CONVENTION

1. RECOGNIZES that many of the actions needed to ensure that the use of wildlife consumed as ~~bushmeat~~ wild meat is legal and sustainable are national in scope; and thus,
2. ENCOURAGES 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; and
  - c) where appropriate, make use of the voluntary guidance for a sustainable wild meat sector, found in the Annex to Decision XIV/7 on Sustainable wildlife management adopted at the 14th Meeting of Conference of the Parties to the Convention on Biological Diversity (Sharm El Sheikh, November 2018);
3. 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~~ wild meat;
4. 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~~ wild meat and facilitate participation of local communities in the design and implementation of such policies and programmes;
5. FURTHER ENCOURAGES all relevant Parties to identify the species and geographical areas or communities concerned by international trade in ~~bushmeat~~ wild meat and to cooperatively develop appropriate systems to monitor the status of wildlife populations harvested for ~~bushmeat~~ wild meat and the

levels of harvest and the trade in these species, particularly across international borders, with special consideration given to CITES-listed species;

6. ENCOURAGES Parties to, as appropriate:
  - a) raise the awareness of customs officials on the international trade in wild meat products derived from CITES-listed species;
  - b) support the development and dissemination of identification tools for identifying CITES-listed species traded as ~~bushmeat~~ wild meat;
  - c) 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~~ wild meat is legal, sustainable and traceable under CITES;
  - d) increase collaboration and information sharing among Parties to better understand and monitor the international trade in ~~bushmeat~~ wild meat;
  - e) increase scientific knowledge and understanding of the impacts of commercial and subsistence use of CITES-listed species as ~~bushmeat~~ wild meat 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~~ wild meat is legal and sustainable;
7. CALLS UPON all Parties and relevant international organizations to recognize the important role they can play in providing assistance, especially to range States, in regulating the trade in ~~bushmeat~~ wild meat and tackling the associated issues of poverty, habitat degradation, human population growth and overexploitation of natural resources;
8. DIRECTS the Secretariat to regularly review the implementation of this Resolution and draw the attention of the Standing Committee and Animals Committee to any issues concerning international trade in wild meat;  
and
89. RECOMMENDS that the CITES Secretariat continue working with other partners in CPW and ICCWC to ensure that the harvest of and international trade in ~~bushmeat~~ wild meat products derived from CITES-listed species is legal, sustainable and traceable.

TENTATIVE BUDGET AND SOURCE OF FUNDING  
FOR THE IMPLEMENTATION OF DRAFT RESOLUTIONS OR DECISIONS

According to Resolution Conf. 4.6 (Rev. CoP16) on *Submission of draft resolutions, draft decisions and other documents for meetings of the Conference of the Parties*, the Conference of the Parties decided that any draft resolutions or decisions submitted for consideration at a meeting of the Conference of the Parties that have budgetary and workload implications for the Secretariat or permanent committees must contain or be accompanied by a budget for the work involved and an indication of the source of funding.

The proposed revised Resolution will have no direct financial cost, but will have workload implications for the Secretariat.