

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

AFRICAN CARNIVORES INITIATIVE

1. This document has been prepared by the Secretariat.

The CMS-CITES Joint Work Programme 2015-2020

2. At the 65th meeting of the CITES Standing Committee (SC65, Geneva, July 2014) and the 42nd meeting of the Standing Committee of the Convention on Migratory Species of Wild Animals (CMS; CMS SC42, Quito, 2014), the two Conventions adopted the [CMS-CITES Joint Work Programme 2015-2020](#) (see documents [SC65 summary record](#) and [Report of the 42nd Meeting of the CMS Standing Committee](#)), building on the cooperation and synergy between the two Conventions called for in [Resolution Conf. 13.3](#). Under the Joint Work Programme, the Secretariats agreed to jointly address overarching species conservation and management issues of common interest, and to respond to any relevant recommendations, resolutions and decisions agreed by Parties or Signatories that pertain to joint CITES-CMS work, including those resulting from the implementation of CMS instruments.
3. Under the [CMS-CITES Joint Work Programme 2015-2020](#), big cats were identified as target species for joint actions, with the following activities envisaged (though not limited to them):

Activity B5: *Ensure collaboration on the conservation and management of big cats, including regular exchange of technical and other relevant information, attendance of each other's meetings, capacity building, joint fundraising and collective reach-out to range States where appropriate; and*

Activity B6: *Maximize the synergies between CMS and the CITES MIKES programme in Africa, as appropriate.*

Joint CITES-CMS African Carnivores Initiative (ACI)

4. At the 12th meeting of the CMS Conference of the Parties (COP12, Manila, 2017), the CMS Secretariat submitted document [UNEP/CMS/COP12/Doc.24.3.1.1](#), which explained that through the establishment of a Joint CITES-CMS African Carnivores Initiative, the CITES and CMS Secretariats were seeking to bring coherence and efficiency to the implementation of their respective resolutions and decisions relating to four African carnivore species, i.e. African lion (*Panthera leo*), leopard (*Panthera pardus*), cheetah (*Acinonyx jubatus*), and African wild dog (*Lycaon pictus*). It explained also that the Initiative would aim to work in close cooperation with the International Union for Conservation of Nature (IUCN) and its specialist groups.
5. Documents [UNEP/CMS/COP12/Doc.24.3.1.1](#) and [AC29 Doc. 29](#) (in Annex 1), provided the following operational guidance for the Joint CITES-CMS African Carnivores Initiative:
 - *Developing concrete, coordinated and synergistic conservation programmes for all four carnivore species, with local and regional projects implemented across their African range;*
 - *Developing policy guidance and recommendations for range States, CITES and CMS concerning the four species; and*

- *Organizing the collaboration with other conservation initiatives and organizations, such as IUCN.*
6. The documents also explained the added value expected from addressing the four species together and from joining efforts by the two Conventions, as follows:
- *Increased conservation means for all four species by pooling funds and expertise;*
 - *More equitable deployment of resources amongst the four species;*
 - *Avoidance of duplicative activities and associated costs;*
 - *Coordinated and consolidated support to range States in implementing conservation measures;*
 - *More effective and immediate conservation actions across the range of the four species;*
 - *Synergetic and holistic conservation approaches; and*
 - *Increased opportunities for donors to allocate resources to well-coordinated and internationally recognized conservation actions.*
7. At CMS COP12, Parties adopted [Decisions 12.55 to 12.60](#) on the *Joint CMS-CITES African Carnivores Initiative* (see Annex 1). As for CITES, while Decisions and Resolutions exist on the four species concerned, Parties have not yet adopted Decisions on the Initiative itself, as has been done by CMS.
8. In its scope, the Joint CITES-CMS African Carnivores Initiative currently covers, *inter alia*, the following existing CITES and CMS resolutions and decisions:

	Resolutions	Decisions
CITES	CITES Resolution Conf. 10.14 (Rev. CoP16) on <i>Quotas for leopard hunting trophies and skins for personal use</i>	<p>CITES Decisions 17.114 to 17.117 on <i>Quotas for leopard hunting trophies</i></p> <p>CITES Decisions 17.124 to 17.130 on <i>Illegal trade in cheetahs (Acinonyx jubatus)</i></p> <p>CITES Decisions 17.235 to 17.238 on <i>African wild dog (Lycaon pictus)</i></p> <p>CITES Decisions 17.241 to 17.245 on <i>African Lion (Panthera leo)</i></p>
CMS	CMS Resolution 12.28 on <i>Concerted Actions</i>	<p>CMS Decisions 12.55 to 12.60 on the <i>Joint CMS-CITES African Carnivores Initiative</i></p> <p>CMS Decisions 12.61 to 12.66 on <i>Conservation and Management of Cheetah (Acinonyx jubatus) and African Wild Dog (Lycaon pictus)</i></p> <p>CMS Decisions 12.67 – 12.70 on <i>Conservation and Management of the African Lion (Panthera leo)</i></p>

9. The Secretariat has informed the Animals and Standing Committees at different occasions about the Joint CITES-CMS African Carnivores Initiative. At the 29th meeting of the Animals Committee (AC29, Geneva, July 2017), the Secretariat emphasized its collaboration with CMS and the activities of the Joint CITES-CMS African Carnivores Initiative in the context of discussions on the African lion. Several participants expressed their support for the joint Initiative (see documents [AC29 Doc. 29](#) and [AC29 SR](#)). At the 69th meeting of the Standing Committee (SC69, Geneva, November 2017), the Committee noted the efforts of the two Secretariats, together with IUCN, to implement Decisions 17.124 to 17.130 on *Illegal trade in cheetahs (Acinonyx jubatus)* and Decisions 17.241 to 17.245 on *African Lion (Panthera leo)* through the Joint CITES-CMS African Carnivores Initiative (see document [SC69 SR](#)). At the 70th meeting of the Standing Committee

(SC70, Sochi, October 2018), the Chair of the Animals Committee noted that the upcoming *First Meeting of Range States for the Joint CITES-CMS African Carnivores Initiative* would provide opportunities for range States to share experiences on matters concerning leopards and make recommendations for CoP18 relating to decisions on *Quotas for leopard hunting trophies* (see document SC70 SR).

First Meeting of Range States for the Joint CITES-CMS African Carnivores Initiative (ACI1)

10. The range States of the four species concerned by the Joint CITES-CMS African Carnivores Initiative met for the first time from 5 to 8 November 2018 in Bonn, Germany. The *First Meeting of Range States for the Joint CITES-CMS African Carnivores Initiative (ACI1)* aimed to define the way forward for the Initiative, including its future structure and priorities, and how it could contribute to implementing the resolutions and decisions adopted by both Conventions that are relevant to the four African carnivore species.
11. Thirty-one¹ (out of 47) range States of the four African carnivore species, represented by CITES Management Authorities, CMS National Focal Points, or both, participated in the meeting. Members of the IUCN/ Species Survival Commission (SSC) Cat Specialist Group, IUCN/SSC Canid Specialist Group, and IUCN Save Our Species (SOS) initiative were also invited to convey their expertise. The meeting was made possible through generous funding from the Belgium (Federal Government and Flemish Government), Germany and Switzerland, and the Secretariat sincerely thanks these donors for their support. The documentation concerning the meeting is available online on the webpage of the meeting, hosted by the CMS Secretariat at <https://www.cms.int/en/meeting/first-range-state-meeting-joint-cms-cites-african-carnivores-initiative-aci1>.
12. Documents [CMS-CITES/ACI1/Outcomes.1](#) and [CMS-CITES/ACI1/Outcomes.2](#) contain the results of the meeting. They include (i) recommendations on the future of the Joint CITES-CMS African Carnivores Initiative; (ii) the outcomes of the discussions concerning African lion, with decisions proposed for adoption at the 18th meeting of the CITES Conference of the Parties (CoP18, Colombo, 2019) and 13th meeting of the CMS Conference of the Parties (CMS COP13, Ghandinagar, 2020); (iii) the outcomes on leopard, with decisions proposed for adoption at CITES CoP18; (iv) the outcomes on cheetah and African wild dog, with suggested changes to CMS Decisions 12.61 to 12.66 on *Conservation and Management of Cheetah (Acinonyx jubatus)* and *African Wild Dog (Lycaon pictus)*; and (v) a meeting communiqué.
13. Concerning the future of the Joint CITES-CMS African Carnivores Initiative, the range States of African carnivores present at the meeting agreed to the following statements and recommendations (see document [CMS-CITES/ACI1/Outcomes.2](#), Annex 1):
 - a) *Addressing the threats to African carnivores requires the long-term commitment of range States and the international community. Therefore, the establishment of a Joint CITES-CMS African Carnivores Initiative is a timely undertaking.*
 - b) *To ensure long-term engagement by CITES and CMS, a Programme of Work should be jointly developed by the two Secretariats, allocating responsibilities to Parties to CITES and CMS in accordance with the mandates of the two Conventions. This Programme of Work should build on the current arrangement, by which the Secretariats implement CITES and CMS Resolutions and Decisions in the framework of the ACI by setting priorities and specifying activities.*
 - c) *The Programme of Work should include indicators that enable evaluating the success of implemented activities.*
 - d) *The Programme of Work should identify potential partners for the implementation of activities.*
 - e) *The Joint CITES-CMS African Carnivores Initiative should have the following governance structure, pending the availability of extrabudgetary resources:*
 - i) *Triennial range State meetings or, if funding allows, annual range State meetings to develop policies for the conservation of the four carnivores; review the implementation of, update or renew the Joint*

¹ Angola, Benin, Botswana, Burkina Faso, Cameroon, Central African Republic, Chad, Côte d'Ivoire, Egypt, Equatorial Guinea, Eswatini, Ethiopia, Gabon, Ghana, Guinea, Kenya, Malawi, Mali, Mauritania, Mozambique, Namibia, Niger, Senegal, Somalia, South Africa, United Republic of Tanzania, Togo, Tunisia, Uganda, Zambia and Zimbabwe.

Programme of Work (and CITES and CMS Resolutions and Decisions pertaining to the four species); and facilitate exchange of data, information and best practices.

- ii) *A network of National Coordinators should be established. Parties should decide on whether it would be preferred to appoint one joint national CITES-CMS coordinator, or two separate ones. The National Coordinators should coordinate and monitor the implementation of the Joint Programme of Work at the national level.*
 - iii) *A network of Regional Coordinators should be established in cooperation with IUCN. Synergies could be sought with existing networks, such as the IUCN Cheetah and African Wild Dog Regional Coordinators network to assist range States in implementing the Joint Programme of Work.*
 - iv) *A Joint CITES-CMS Programme Officer position should be established at one of the Conventions' Secretariats to oversee the coordination of the ACI and to foster further synergies between the two Conventions.*
- f) A Decision should be prepared by the CITES and CMS Secretariats to be submitted to CITES CoP18 and CMS COP13 instructing the Secretariats to develop a Joint Programme of Work for the ACI.
 - g) In setting up the ACI, the Secretariats should look at other existing initiatives for lessons learned.
 - h) A Resolution, setting out the fundamental principles and objectives of the ACI should be prepared by the Secretariats for adoption by CMS COP13 and CITES CoP19.
 - i) The Secretariats should jointly explore possible funding mechanisms for the ACI, including the use of the IUCN Save Our Species Conservation Action Programme (SOS) Initiative and bring forward respective results.

Discussion

- 14. Several existing Decisions under CITES on the species targeted by the Initiative already call for greater cooperation between CITES, CMS, and IUCN. Decision 17.241 on *African lion* (*Panthera leo*) explicitly calls for collaboration between the CITES Secretariat, the CMS Secretariat and IUCN to implement a range of activities for lion conservation; and Decisions 17.236 and 17.237 on *African wild dog* (*Lycaon pictus*) call for cooperation with the CMS Secretariat, and with the CMS Secretariat and IUCN, respectively.
- 15. Draft decisions submitted for consideration at CoP18 on African lion (see document CoP18 Doc. 76.1) envisage continued collaboration with these partners for the implementation of the proposed activities.
- 16. By pooling policy guidance, expertise and resources, the Joint CITES-CMS African Carnivores Initiative has the potential to contribute to more effective conservation actions for the four African carnivore species, particularly by bringing more coherence and efficiency to the implementation of CITES and CMS resolutions and decisions concerning these species. In the future, the Initiative may also help guide CITES and CMS policies for the four target species and relevant range States. As indicated in paragraph 3 above, the Initiative is in line with, and acts upon, the implementation of the *CMS-CITES Joint Work Programme 2015-2020*. It could be emphasized and further integrated in the new CMS-CITES joint work programme following 2020. The Initiative is a concrete example showing and supporting the implementation of [Resolution Conf. 13.3 on Cooperation and synergy with the Convention on the Conservation of Migratory Species of Wild Animals \(CMS\)](#). In the context of these existing commitments for collaboration, the CITES and CMS Secretariats could jointly develop a dedicated Programme of Work for the African Carnivores Initiative to specify the activities to be addressed together following CoP18 and CMS COP13, establish a *modus operandi* for the Initiative, and allocate leads or responsibilities.
- 17. The enhanced coordination between the two Conventions provides possibilities to improve communication and cooperation between their national focal points with a view to address challenges in trade and conservation of four iconic African carnivore species. Parties could thereby support the implementation of [Decision 17.55 on Cooperation with other biodiversity-related conventions](#).
- 18. By working through the Joint CITES-CMS African Carnivores Initiative, CITES and CMS could increase opportunities for donors to allocate resources to well-coordinated and internationally recognized conservation actions, and ensure the two Conventions' long-term commitment to the conservation of African carnivores.

19. The Secretariat has prepared draft decisions on the *Joint CITES-CMS African Carnivores Initiative* for consideration by the Conference of the Parties. These are presented in Annex 2.
20. The CMS Secretariat has confirmed that a Junior Professional Officer (JPO) is expected to join the CMS Secretariat in 2019 to support the implementation of CMS [Decisions 12.55 to 12.60](#) on the *Joint CMS-CITES African Carnivores Initiative*, as well as the draft CITES decisions on the *Joint CITES-CMS African Carnivores Initiative* presented in Annex 2, should these be adopted at the present meeting. This JPO position will be generously funded by Germany. This information is also reflected in Annex 3, where the Secretariat has included a table with tentative budgets and source of funding for the implementation of the draft decisions.

Recommendations

21. Taking into consideration the information presented above, the Secretariat recommends that the Conference of the Parties adopt the draft decisions on the *Joint CITES-CMS African Carnivores Initiative* presented in Annex 2.

CMS Decisions 12.55 to 12.60 on the *Joint CMS-CITES African Carnivores Initiative*

Decision directed to: Parties

- 12.55 Parties are urged to recognize the importance of the African Carnivores Initiative in implementing CMS Resolutions and Decisions relating to the African Lion (*Panthera leo*), the Cheetah (*Acinonyx jubatus*), the Leopard (*Panthera pardus*) and the African Wild Dog (*Lycaon pictus*) and seeking synergies, inter alia through the joint CMS-CITES Work Programme with work under CITES to implement complementary CITES Resolutions and Decision.

Decision directed to: Others

- 12.56 Range States are urged to work through the African Carnivores Initiative to implement CMS Resolutions and Decisions relating to the African Lion (*Panthera leo*), the Cheetah (*Acinonyx jubatus*), the Leopard (*Panthera pardus*) and the African Wild Dog (*Lycaon pictus*), as a way to increase efficiency and effectiveness of their actions.

Decision directed to: Parties, IGOs & NGOs

- 12.57 Parties, intergovernmental and non-governmental organizations are encouraged to provide financial and technical support to the Range State Parties of the African Lion (*Panthera leo*), the Cheetah (*Acinonyx jubatus*), the Leopard (*Panthera pardus*) and the African Wild Dog (*Lycaon pictus*) and to the Secretariat for their work through the African Carnivores Initiative in implementing the relevant CMS Resolutions and Decisions.

Decision directed to: Standing Committee

- 12.58 The Standing Committee shall consider the report of the Secretariat and make any recommendations it considers appropriate to the Conference of Parties at its 13th meeting.

Decision directed to: Scientific Council

- 12.59 The Scientific Council should consider the report of the Secretariat and determine at the meetings of its 3rd and 4th Sessional Committee whether further specific actions are required in relation to the conservation of the African Lion (*Panthera leo*), the Cheetah (*Acinonyx jubatus*), the Leopard (*Panthera pardus*) and the African Wild Dog (*Lycaon pictus*) through the African Carnivores Initiative and make recommendations to the Standing Committee at its 48th and 49th meetings, if appropriate.

Decision directed to: Secretariat

- 12.60 The Secretariat shall:
- a) Establish the African Carnivores Initiative, and Work with the CITES Secretariat to jointly support Parties to CMS and CITES, in implementing conservation measures in CMS Resolutions and Decisions pertaining to African Carnivores;
 - b) Support, subject to the availability of external resources, Range State Parties of the African Lion (*Panthera leo*), the Cheetah (*Acinonyx jubatus*), the Leopard (*Panthera pardus*) and the African Wild Dog (*Lycaon pictus*) in their work through the African Carnivores Initiative in implementing relevant CMS Resolutions and Decisions; and
 - c) Report to the Sessional Committee of the Scientific Council at its 3rd and 4th sessions and the Standing Committee at its 48th and 49th meetings on the progress in implementing these Decisions.

Draft decisions on the *Joint CITES-CMS African Carnivores Initiative*

Directed to the Secretariat

18.AA The Secretariat shall:

- a) include the African Carnivores Initiative in its proposals for the new CMS-CITES joint work programme for the period 2021-2025, to be developed in the context of the implementation of Resolution Conf. 13.3 on *Cooperation and synergy with the Convention on the Conservation of Migratory Species of Wild Animals (CMS)*;
- b) subject to the availability of external resources, and in collaboration with the CMS Secretariat and, as appropriate, the International Union for Conservation of Nature (IUCN):
 - i) develop a dedicated Programme of Work for the Joint CITES-CMS African Carnivores Initiative (ACI), taking into consideration the outcomes of the 18th meeting of the Conference of the Parties to CITES, the 13th meeting of the Conference of the Parties to CMS, and the *First Meeting of Range States for the Joint CITES-CMS African Carnivores Initiative*; and
 - ii) support range States of African carnivores in implementing relevant CITES Resolutions and Decisions through the ACI;
- c) report, as appropriate, on the implementation of this Decision to the Animals Committee and to the Standing Committee; and
- d) report on the implementation of this Decision to the Conference of the Parties at its 19th meeting.

Directed to the Standing Committee

18.BB The Standing Committee shall consider any reports of the Secretariat on its implementation of Decision 18.AA, and formulate guidance and recommendations, as appropriate, to range States and the Secretariat.

Directed to the Animals Committee

18.CC The Animals Committee shall consider any report of the Secretariat on its implementation of Decision 18.AA, and formulate guidance and recommendations, as appropriate, to range States and the Secretariat.

Directed to range States of African carnivores

18.DD Relevant range States of African carnivores are urged to work through the Joint CITES-CMS African Carnivores Initiative to implement CITES Resolutions and Decisions relating to the species covered by this Initiative.

Directed to Parties, intergovernmental organizations and non-governmental organizations

18.EE Parties are invited to recognize the importance of the Joint CITES-CMS African Carnivores Initiative in implementing CITES Resolutions and Decisions relating to the species covered by the Initiative, and in seeking synergies as appropriate to implement complementary CMS resolutions and decisions.

18.FF Parties, intergovernmental and non-governmental organizations are encouraged to support relevant African range States, through the Joint CITES-CMS African Carnivores Initiative, in their implementation of CITES Resolutions and Decisions relating to the species covered by this Initiative.

TENTATIVE BUDGET AND SOURCE OF FUNDING
FOR THE IMPLEMENTATION OF DRAFT 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 Secretariat proposes the following tentative budget and sources of funding:

Decision	Activity	Cost implications (USD) / Source of external funding
18.AA	<p>The Secretariat shall:</p> <p>b) subject to the availability of external resources, and in collaboration with the CMS Secretariat and, as appropriate, the International Union for Conservation of Nature (IUCN):</p> <p>i) develop a Programme of Work for the Joint CITES-CMS African Carnivores Initiative (ACI), taking into consideration the outcomes of the First Meeting of Range States for the Joint CITES-CMS African Carnivores Initiative (ACI1); and</p> <p>ii) support range States of African carnivores in implementing relevant CITES resolutions and decisions through the ACI.</p>	<ul style="list-style-type: none"> • A Junior Professional Officer (JPO) is expected to join the CMS Secretariat in 2019 to support, <i>inter alia</i>, the implementation of the activities proposed under this Decision. This post will be generously funded by Germany (see paragraph 20 above). • The needs of range States for their implementation of CoP18 Resolutions and Decisions relating to African carnivores covered by the ACI cannot yet be assessed but could be substantial (see also documents CoP18 Doc. 46 on <i>Quotas for leopard hunting trophies</i> and CoP18 Doc. 76.1 on <i>African lion</i>).