

## Statement to the Parties

# IUCN Recommendations to the Parties

## CITES 14<sup>th</sup> Conference of the Parties – 3-15 June 2007

With respect to CITES and sustainable livelihoods

- *CITES should continue to address management of trade in commercially important species as one aspect of an integrated sustainable management plan for natural resources.*
- *Parties should identify practical measures and tools to assess the potential impacts of CITES listing on livelihoods.*

With respect to CITES Strategic Vision 2008-2013

- *The Strategic Vision be accompanied by an implementation strategy that identifies partnerships and resourcing opportunities for implementation.*
- *Parties support continuation of the Strategic Plan Working Group as the monitoring agent for the Vision, with a mandate to provide regular reports to the Standing Committee on progress towards achieving the Convention's objectives.*
- *Parties should identify and support the elements of the costed work programme that would best assist Parties (particularly from the developing world) in meeting the challenges of implementing the new Strategic Vision and Action Plan.*

With respect to improved implementation of the Convention

- *Parties commit sufficient resources to the follow up stages of the Significant Trade Review process to allow effective implementation of the recommendations that emerge from that process.*
- *Further investigate the role of incentive driven conservation in CITES.*
- *Parties to undertake, through the Plants Committee and other mechanisms, an analysis of the costs and benefits of the retention of the higher plant taxa in Appendix II.*
- *Parties review implementation and enforcement of current listings of plant species in trade with a view to suggesting mechanisms whereby such enforcement might be improved.*
- *Parties to adopt a definition of what constitute a "marine environment not under the jurisdiction of any State" that is consistent with the United Nations Convention on the Law of the Sea and that includes a mention to both the seabed Area and the High Seas' water column (as defined in UNCLOS articles 1, 76, 86 and 137).*
- *Parties support the draft decision establishing a working group on "introduction from the sea" that discuss considerations for issuing an IFS certificate taking into account the evolving fisheries management framework in the high seas.*

With respect to collaboration in International Governance Relating to Trade in Wildlife

- *Continued engagement and formalisation of cooperation with FAO, CBD, WTO, IWC and other prospective partners as an important means by which to achieve the results of the ambitious Strategic Vision 2008-2013.*
- *Parties should make use of the relevant products of collaboration with other bodies including the Addis Ababa Principles and Guidance as an additional voluntary tool in making Non-Detriment Findings.*

For more information, please contact :

Sue Mainka  
Senior Coordinator  
Global Programme  
IUCN Office  
Tel: +41 22 999 0292  
Fax: +41 22 999 0015  
[sue.mainka@iucn.org](mailto:sue.mainka@iucn.org)

IUCN World Headquarters  
Rue Mauverney 28  
1196 Gland  
Switzerland  
Tel: +41 22 999 0000  
Fax: +41 22 999 0002  
[mail@iucn.org](mailto:mail@iucn.org)  
[www.iucn.org](http://www.iucn.org)

## CITES and Sustainable Livelihoods

The Fourteenth Meeting of the Conference of the Parties to the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) takes place in a world that increasingly recognises the critical role of biodiversity and the importance of sustainable management of living natural resources in achieving sustainable livelihoods for all. The Millennium Ecosystem Assessment has highlighted the framework of ecosystem services that underpin human well-being and CITES is recognised as an important governance mechanism for many of the provisioning services that fall within that framework – fisheries, timber and medicinal species to name just a few. CITES role in supporting diverse aspects of human well-being is becoming more demonstrable as discussions on Pau Brazil (used for musical instruments) and coral (used for jewellery) lead the Convention into the realm of cultural services provided by biodiversity.

IUCN has long believed that CITES can contribute to the development of sustainable resource use and the well being of human populations by fostering management of commercially important species, such as species targeted by the medicinal, fishery, timber (and now jewellery) trades. The Convention's role should remain that of safeguarding the natural capital of species that supports these activities and to ensure longer term sustainability while supporting human well being. However, in dealing with commercially important species, CITES must be pragmatic in ensuring that its requirements are accepted as part of legitimate trade regimes.

IUCN was part of the Steering Group for the CITES and Livelihoods workshop that was held in September 2006, and supports the recommendations from that event. In particular, IUCN would encourage Parties to identify practical means by which the potential impacts of CITES listings on livelihoods can be assessed.

### IUCN recommends:

- *CITES should continue to address management of trade in commercially important species as one aspect of an integrated sustainable management plan for natural resources.*
- *Parties should identify practical measures and tools to assess the potential impacts of CITES listing on livelihoods.*

## CITES Strategic Vision 2008-2013

IUCN welcomes the draft CITES Strategic Plan 2008-2013 which maintains its core mission and includes consideration of CITES' links to sustainable development and achievement of the Millennium Development Goals (MDGs) and the 2010 biodiversity target. We are pleased that targets and indicators have also been incorporated. It is a very ambitious plan that will rely heavily on partnerships and collaboration with governments and civil society to be achieved.

This programme of work provides a necessary framework by which to measure implementation and effectiveness of the Convention. However, the focus within the draft Plan remains on enforcement through traditional mechanisms. This may be the core of CITES, but the time has come to realise that these measures, while necessary, are not sufficient. To achieve the stated aims and goals of (particularly) meeting the MDGs, reducing biodiversity loss, and ensuring food security and health, CITES needs to broaden its scope and approaches as well as its range of partnerships.

IUCN welcomes the advent of a costed programme of work based on the outputs and results of the Strategic Vision, while noting that the ambition of the Vision is much larger than the current CITES Trust Fund would be able to resource. Parties will be faced with making decisions about which particular aspects of the Plan to implement unless additional funding options are identified. When setting priorities we urge Parties to pay particular attention to activities aimed at meeting Objective 3.1 'Funding and common implementation of CITES-related conservation projects by international financial mechanisms and other relevant institutions is significantly increased' and Objective 3.3 'Strategic alliances are forged with environmental and trade organizations.' Approaches to development agencies and the private sector will be facilitated by the Convention's new vision that incorporates sustainable development.

### IUCN recommends:

- *The Strategic Vision be accompanied by a realistic implementation strategy that identifies partnerships and resourcing opportunities for implementation.*
- *Parties support continuation of the Strategic Vision Working Group as the monitoring agent for the Vision, with a mandate to provide regular reports to the Standing*

*Committee on progress towards achieving the Convention's objectives.*

- *Parties should identify and support the elements of the costed work programme that would best assist Parties (particularly from the developing world) in meeting the challenges of implementing the new Strategic Vision and Action Plan.*

## **Improved Implementation of the Convention**

### **Significant Trade Review process**

At the Animals and Plants Committees meetings in July 2006 it was noted that the Secretary-General viewed the Review of Significant Trade as the most important compliance tool in CITES. IUCN supports more active engagement of Parties in the Significant Trade Review process, in particular through their contribution to the development of Regional Directories that identify individuals in the Authorities, relevant scientific experts and other focal points who might need to be consulted when conducting such reviews. This can only help in improving the level of consultation and the breadth of expertise available, resulting in high quality inputs to the final reviews.

During IUCN's involvement in the Significant Trade Review process we have also noted the importance of looking at implementation issues including illegal trade. Future reviews should therefore take into account the importance and great potential of the reviews for highlighting non-NDF related problems such as illegal trade, as well as providing an opportunity to identify concerns over trade from countries that have been excluded from the review (either deliberately by the Animals Committee, or through oversight).

Parties should recognise that reform of control of harvest and trade in CITES listed species may take some time and require long term support to countries that have limited capacity and resources of their own. IUCN therefore encourages Parties to commit sufficient resources to the follow up stages of the Significant Trade Review process to allow effective implementation of the recommendations that emerge from that process. Without such support the Significant Trade Review process is less likely to generate successful outcomes.

### **IUCN recommends:**

- *Parties commit sufficient resources to the follow up stages of the Significant Trade*

*Review process to allow effective implementation of the recommendations that emerge from that process.*

- *Further investigation of the role of incentive driven conservation in CITES*

### **Plants and the Convention**

IUCN notes that in terms of both number of species included in the Appendices and volume of specimens in trade, plants regulated by the Convention greatly outnumber animals largely owing to the inclusion in Appendix II of a number of higher plant taxa (notably the cactus and orchid families and succulent plants in the genus Euphorbia). The dynamics of the plant trade have changed considerably since these taxa were first listed, with greatly increased trade - a very high proportion of which is in artificially propagated specimens. Despite provision of streamlined procedures, regulating such trade under CITES involves considerable use of resources that might be better deployed in other ways. Proposals have been submitted to the present and earlier CoPs that have tried to address this challenge by limiting the scope of specimens subject to the conditions of the Convention through annotations. However, it is questionable whether existing or proposed annotations will have the desired effect largely because of difficulties in interpretation and implementation.

The Convention has increasingly been involved in the regulation of trade in medicinal plants. Implementation of current listings, which are under a range of different annotations, is widely agreed to be problematic. There is a proposal to be considered at this COP to rationalise a number of these annotations which, if accepted, should ease implementation. However, it seems likely that enforcement problems will remain: studies undertaken by TRAFFIC and others indicate that a significant proportion of trade in listed medicinal plants goes unreported under CITES.

IUCN believes that an analysis of the costs and benefits of the retention of the larger high plant taxa in Appendix II would be useful to inform effective enforcement of the convention.

### **IUCN recommends:**

- *Parties to undertake, through the Plants Committee and other mechanisms, an analysis of the costs and benefits of the retention of the higher plant taxa in Appendix II.*
- *Parties review implementation and enforcement of current listings of plant species in trade with a view to suggesting*

*mechanisms whereby such enforcement might be improved.*

### **CITES and commercially important marine species**

IUCN has long believed that CITES has a role to play in the management of our ocean resources. In recent years, Parties have reaffirmed such a role for the convention. Fisheries management bodies are increasingly recognizing the value of trade-related measures such as Catch Documentation Schemes in ensuring sustainable harvest of marine resources and particularly to combat Illegal Unreported and Unregulated (IUU) fishing. CITES, with its almost global membership and long standing experience in regulating trade in wildlife can make an important contribution to the conservation and sustainable management of marine species. Collaboration with fisheries management organisations such as CCAMLR and FAO, and among fishing and consumer countries will be essential to making the best use of CITES in supporting sustainable fisheries management and the conservation of fish stocks.

Conservation of marine resources beyond the limits of national jurisdiction is another important issue on the COP 14 agenda. CITES Parties have the opportunity to contribute to the conservation of marine species in the high seas, where the international governance regime is very patchy, by agreeing on coherent procedures to implement Introduction from the Sea provisions.

IUCN welcomes the intersessional work carried out during the IFS workshop (30 November to 2 December 2005) and by the working group established at SC54 and believes that Parties have identified important issues in defining the limits of National jurisdiction in the marine environment and issuing non detriment finding for species introduced from the sea. IUCN is pleased by the progress made on agreeing a draft definition of what constitute a "marine environment not under the jurisdiction of any State" but regrets however that no agreement on final wording was reached.

### **IUCN recommends:**

- *Parties to adopt a definition of what constitute a "marine environment not under the jurisdiction of any State" that is consistent with the United Nations Convention on the Law of the Sea and that includes a mention to both the seabed Area and the High Seas' water column (as*

*defined in UNCLOS articles 1, 76, 86 and 137).*

- *Parties support the draft decision establishing a working group on "introduction from the sea" that discuss considerations for issuing an IFS certificate taking into account the evolving fisheries management framework in the high seas.*

### **Collaboration in International Governance Relating to Trade in Wildlife**

CITES collaborates with many agencies and agreements on relevant issues including, at a broad level; the World Trade Organisation (WTO), the World Customs Organisation, and Convention on Biological Diversity (CBD); and also those with which it deals on species-specific issues such as the Food and Agriculture Organisation (FAO), the Convention on Migratory Species, the International Tropical Timber Organisation and the International Whaling Commission (IWC).

During the past few years, relations with a number of these organisations and agencies have faced challenges beyond the control of the Convention. The WTO Committee on Trade and the Environment continues a lengthy debate on admission of observers (e.g. CITES) to their sessions, and the IWC has yet to agree a Revised Management Scheme for whaling despite more than a decade of discussion. These challenges have constrained the achievement of mutually important objectives relating to trade in wildlife. However, improved collaboration with FAO, particularly on review of listing proposals for commercial aquatic species, assistance with implementation of significant trade review recommendations and capacity building, have been an important product of the new MoU with that organisation. The work of the CBD relating to sustainable use, and especially the Addis Ababa Principles on Sustainable Use have provided a useful framework for discussion amongst the Parties relating to implementing CITES role in sustainable resource management. The results of synergy and collaboration with CBD and FAO have set an important example of the benefits of partnership for achieving the mission of CITES.

Further opportunities for collaboration with organisations dealing with trade in wildlife should be explored including with FAO with respect to utilisation of medicinal plants and other non-timber forest products.

### **IUCN recommends:**

- *Continued engagement and formalisation of cooperation with FAO, CBD, WTO, IWC and other prospective partners as an important means by which to achieve the results of the ambitious Strategic Vision 2008-2013.*
- *Parties make use of the relevant products of collaboration with other bodies including the Addis Ababa Principles and Guidance as an additional voluntary tool in making Non-Detriment Findings.*

### **Conclusion**

During deliberations on individual Appendix amendment proposals and draft resolutions IUCN encourages the Parties to consider the wider context of natural resource conservation and management as an integral tool for sustainable livelihoods for all. To assist with that dialogue, IUCN draws the attention of the Parties to the following information documents prepared by IUCN and partners that may be useful in providing information for decisions:

IUCN Briefing documents on:

- Analyses of Proposals to Amend the CITES Appendices (available in English, French and Spanish, prepared in collaboration with the TRAFFIC Network). These are scientific and technical analyses of all the Appendix amendment proposals for COP14.
- CITES Strategic Vision 2008-2013
- Introduction from the Sea

All documents are available on the IUCN SSC web site:  
(<http://www.iucn.org/themes/ssc/siteindx.html>).

For additional information on publications relating to trade in wild species from IUCN and TRAFFIC, write to the IUCN Publications Services Unit  
(<http://www.iucn.org/publications/>)

IUCN will have a strong delegation in The Hague, including experts from the Species Survival Commission, Environmental Law Centre and Regional and Country Offices. We stand ready to provide technical advice to the Parties on the important decisions they face. In addition, TRAFFIC, the joint wildlife trade programme of IUCN and WWF, will be available to provide technical advice and support to the COP process.