



SUSTAINABLE USE VOTING GUIDE

Convention on International Trade in Endangered Species of Wild Fauna and Flora
19th Meeting of the Conference of the Parties
Panama City, Panama 14 - 25 November 2022



Safari Club International, Safari Club International Foundation, and
The European Federation for Hunting and Conservation
Position Statements on Select Species Proposals and Documents

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Safari Club International (SCI) is a non-governmental organization with approximately 150 Chapters and 50,000 members spread out among 110 countries throughout the world. SCI's missions include the conservation of wildlife, protection of the hunter, and education of the public concerning hunting and its use as a conservation tool.



Safari Club International Foundation (SCIF) is a non-profit organization that funds and directs worldwide programs dedicated to wildlife conservation and outdoor education and demonstrates the constructive role that hunting plays in wildlife conservation.



The European Federation for Hunting and Conservation (FACE) is an international non-profit-making non-governmental organisation representing the interests of Europe's 7 million hunters. FACE is made up of its Members: national hunters' associations from 37 European countries including the EU-27. FACE also has 7 Associate Members, including Safari Club International, and has its Secretariat in Brussels. FACE upholds the principle of sustainable use and has been a member of the International Union for Conservation of Nature (IUCN) since 1987.

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INTRODUCTION

CITES Parties need to renew their commitment to the Convention’s core regulatory function and scientific principles. CITES aims at regulating international trade in specimens of wild animals and plants at sustainable levels to ensure that this trade does not threaten their survival. CITES is not a vehicle to pursue other ideological interests outside of its scope nor to prohibit trade in species in such pursuit. All positions recommended below have been made with these sustainable use and scientific principles in mind.

CITES recognizes that peoples and States are and should be the best protectors of their own wild fauna and flora. Such people include indigenous peoples and rural communities (IPLCs) living with wildlife and with cultural or economic interests in wild species. These people have a particularly direct and interdependent relationship with wild species and wildlife habitats that is unmatched in society. CITES decision-making should better facilitate their participation and incorporate the input and role of IPLCs in the decisions made about wildlife trade.

At CITES CoP17, the Parties unanimously agreed that “well-managed and sustainable trophy hunting is consistent with and contributes to species conservation, as it provides both livelihood opportunities for rural communities and incentives for habitat conservation, and generates benefits which can be invested for conservation purposes.” The Parties consequently recommended that countries “consider the contribution of hunting to species conservation and socio-economic benefits, and its role in providing incentives for people to conserve wildlife, when considering stricter domestic measures and making decisions relating to the import of hunting trophies.” The Parties should do more than simply agree on these points. They should incorporate these analyses in their decision-making. Likewise, the positive role of legal trade in hunting trophies should be more widely recognized rather than overregulated or unnecessarily criticized.

The following analyses and positions are not exhaustive, but rather highlight relevant information on which the CITES Parties can base their decisions with a focus on topics in the domain of sustainable use, international hunting and adaptive wildlife management.

If you have questions about any of the positions or other CITES-related matters, please contact authors of the guide and organization leads Jeremy Clare, SCI International Affairs Liaison, at jlclare@safariclub.org, Joe Goergen, SCIF Conservation Manager, at jgoergen@safariclub.org or Konstantina Katrimpouza, FACE Legal Affairs Officer, at kontstantina.katrimpouza@face.eu

SPECIES PROPOSALS

Prop. 1

Hippopotamus (*Hippopotamus amphibius*) Transfer from Appendix II to Appendix I

SUMMARY.....

Benin, Burkina Faso, Central African Republic, Gabon, Guinea, Liberia, Mali, Niger, Senegal, and Togo propose to transfer hippopotamus from Appendix II to Appendix I. Although hippopotamus has not experienced a 50% or more decline over the past 10 years or over three generations—the definition of “marked decline” pursuant to Resolution Conf. 9.24—the proponents assert that criteria for Appendix I are met by a marked decline in the population due to a decline of more than 30% over 10 years or 3 generational periods and due to the species’ low reproductivity.

RECOMMENDATION.....

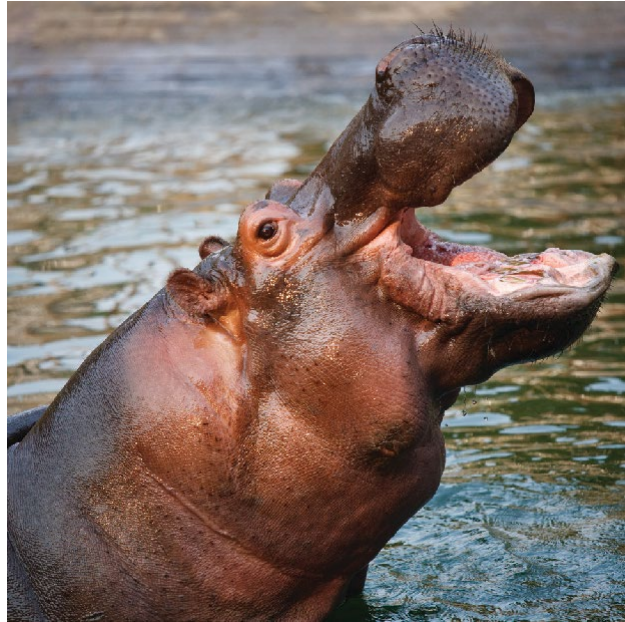
REJECT. The Parties should reject the proposal. The Secretariat, IUCN, and European Commission analyses all recommend rejection. Criteria for Appendix I are not met because there has not been a marked decline or increasing threat from trade, the species range is not limited, and the population is not small. The most recent IUCN assessment in 2016 maintained a Vulnerable classification, stable since 2008, with an estimated population of 115,000-130,000. New sources of data and updated survey techniques now indicate the global population is well above 130,000, not including significant amounts of hippopotamus habitat that has not been surveyed or is outside protected areas. For example, Tanzania’s population is estimated at 20,000 in the Red List assessment, but the current population is likely much higher as indicated by more recent surveys (TAWIRI 2019, TAWIRI 2015a, TAWIRI 2015b, TAWIRI 2015c). Botswana also has a substantially higher population (Inman et al 2021, Chase et al. 2018), along with Mozambique (ANAC 2017), South Africa, Cameroon, and other range states. Studies show that drone surveys consistently find higher population estimates than aerial or ground counts.



Any observed declines in other range states are likely related to drought or civil unrest, not trade. Habitat loss and degradation related to hydrological changes and development of water resources are primary threats. The 2018 rapid assessment by TRAFFIC indicates that trade between 2009-2018 declined (Moneron, S. and Drinkwater, E. 2021), contrary to the proposal’s assumption that trade would increase related to elephant ivory. Hippo has already been included in the Review of Significant Trade twice, resulting in Tanzania establishing an export quota. Mozambique and Cameroon also submitted information and established export quotas after trade suspensions were imposed. These regulatory mechanisms under Appendix II ensure monitoring of trade by CITES.

SPECIES PROPOSALS

The proponents do not indicate support for an Appendix I listing from range states with the largest hippopotamus populations, including the stronghold populations in eastern and southern Africa. Human-hippo conflict is reportedly growing in 10 such range states. No consideration is provided for an Appendix I listing’s impact on local communities, along with reduced conservation benefits from trophy hunting, impacts to the leather industry, etc. Furthermore, the proponents from West and Central Africa are known to be heavily influenced by animal protectionist NGOs. The goal of these non-state actors is to restrict use, not to promote any meaningful wildlife conservation, calling into question the intent and authorship of this proposal. A clear divide in policy approaches exists in Africa, which requires respect to differing models of conservation. This proposal is yet another unscientific attempt to prevent sustainable use based on protectionist ideology.



REFERENCES.....

ANAC (2017). Status, Management and Non-Detriment Finding for *Hippopotamus amphibius* (Common Hippopotamus) in Mozambique. SC69 Doc. 30 Annex 4

Chase et al. (2018). Dry season aerial survey of elephants and wildlife in northern Botswana, July – October 2018. Kasane, Botswana: Elephants Without Borders.

Inman et al. (2021). Temporal and spatial patterns of common hippopotamus populations in the Okavango Delta, Botswana. *Freshwater Biology*, 67(4), 630–642. <https://doi.org/10.1111/fwb.13868>

Moneron, S. and Drinkwater, E. (2021). The Often-Overlooked Ivory Trade – A rapid assessment of the international trade in hippo ivory between 2009 and 2019. TRAFFIC, Cambridge, United Kingdom.

Tanzania Wildlife Research Institute. (2019). Aerial wildlife survey of large animals and human activities in the Selous- Mikumi ecosystem, dry season 2018. TAWIRI Aerial Survey Report.

Tanzania Wildlife Research Institute. (2015a). Aerial census in the Katavi-Rukwa ecosystem, dry season 2014. TAWIRI Aerial Survey Report.

Tanzania Wildlife Research Institute. (2015b). Aerial census in the Malagarasi-Muyovosi ecosystem, dry season 2014. TAWIRI Aerial Survey Report.

Tanzania Wildlife Research Institute. (2015c). Aerial census in the Ruaha-Rungwa ecosystem, dry season 2014. TAWIRI Aerial Survey Report.

SPECIES PROPOSALS

Prop. 2

Southern White Rhino (*Ceratotherium simum simum*) Transfer of the Population of Namibia from Appendix I to Appendix II with a Specific Annotation

SUMMARY.....

Namibia proposes to transfer its population of southern white rhinos from Appendix I to Appendix II for the exclusive purpose of international trade in live animals for in-situ conservation only, and hunting trophies. The proposal includes a precautionary measure by limiting the scope of trade to these activities, which are valuable management tools for raising revenue for conservation and have beneficial impacts on population growth.

RECOMMENDATION.....

SUPPORT. Namibia’s white rhino population does not meet Appendix I criteria (is not small, declining or fragmented). Namibia’s population has grown from 16 animals in 1975 to 1,237 individuals currently, the world’s second largest behind South Africa, with an annual growth rate of 6.7%. From 2008 to 2021, a total of 94 white rhinos were hunted, around 0.5% of the population. Namibia is successfully monitoring its white rhino population and has demonstrated commitment, achievement and ability in conservation. The split-listing of white rhino has had an adverse effect on Appendix I populations and limited Namibia’s ability to generate revenue for conservation. Namibia’s population of white rhinos should have the same status as South Africa’s white rhinos.

REFERENCES.....

MEFT (2022) White Rhinoceros Management Strategy. Ministry of Environment, Forestry, and Tourism, Republic of Namibia, 2022.



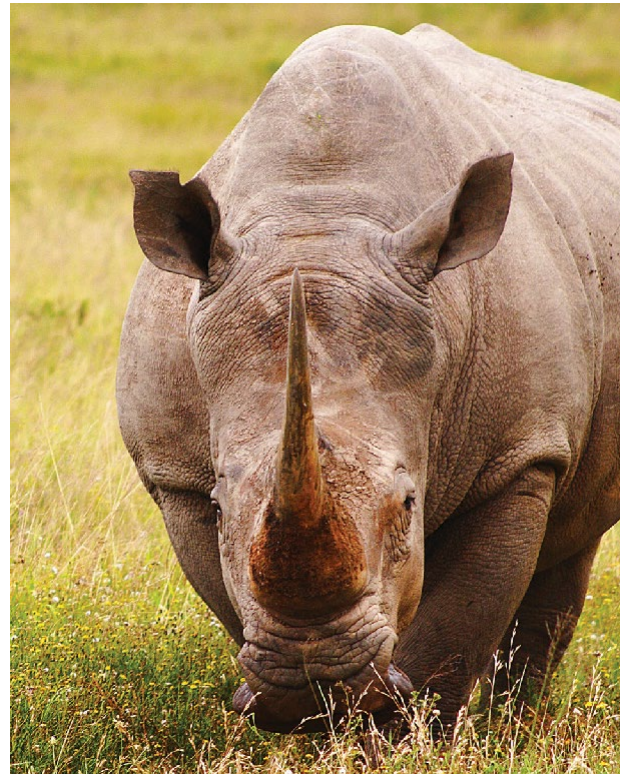
SPECIES PROPOSALS

Prop. 3

Southern White Rhinoceros (*Ceratotherium simum simum*) Remove the Existing Annotation on the Appendix II Listing of Eswatini’s Population

SUMMARY.....

Eswatini proposes to remove the current annotation applicable to its population of southern white rhino, which is listed on Appendix II. Removing the annotation will allow Eswatini to realize the full Appendix II status and permit regulated commercial trade in white rhino horn. Eswatini plans to sell its existing stockpile of horns with proceeds directed to a conservation endowment fund for security of rhino park areas and other anti-poaching needs.



RECOMMENDATION.....

SUPPORT. The proposal rightly asserts that the CITES moratorium in rhino horn trade has made it more difficult for Eswatini to conserve the species without the full benefit of its sustainable use. Eswatini requests sovereignty in managing its white rhino population and horn stockpile. Rhino horn sales will be used to improve remuneration, equipment and conditions for anti-poaching rangers and also benefit community development in the areas surrounding rhino parks. Eswatini’s stockpiles have been legally collected from natural deaths or management actions. Sales will be conducted by Big Game Parks, the CITES Management Authority of Eswatini, and will be made directly to licensed retailers. All rhino horn will be documented, certificated, recorded in a DNA database and entered into national and CITES registries to eliminate chances of illegal trade. Removal of the annotation will benefit rhino conservation.

SPECIES PROPOSALS

Prop. 4

African Elephant (*Loxodonta africana*) Amend Annotation 2 Pertaining to the Elephant Populations of Botswana, Namibia, South Africa and Zimbabwe

SUMMARY.....

Zimbabwe proposes to amend the current annotation pertaining to African elephant to allow for regulated, pre-approved commercial sale of ivory.

RECOMMENDATION.....

SUPPORT. The Appendix II annotation should be amended as proposed. The annotation as currently written is no longer relevant or appropriate. Elephant populations in southern Africa, and specifically the four Appendix-II countries, are secure (approximately 256,000 or 61.6% of all elephants in Africa) and, in many areas, expanding. Resources and incentives are urgently needed to support community conservation programs and mitigate human-wildlife conflict. CITES has not recognized the achievements of countries with large elephant populations and has repeatedly discounted the importance of southern Africa’s conservation needs, while undermining community programs. Ivory sales should be a critical source of revenue for elephant conservation and proceeds of allowed trade will be used exclusively for elephant conservation and community development programs, as limited by the annotation.

REFERENCES.....

Thouless, C.R., H.T. Dublin, J.J. Blanc, D.P. Skinner, T.E. Daniel, R.D. Taylor, F. Maisels, H. L. Frederick and P. Bouché (2016). African Elephant Status Report 2016: an update from the African Elephant Database. Occasional Paper Series of the IUCN Species Survival Commission, No. 60 IUCN / SSC Africa Elephant Specialist Group. IUCN, Gland, Switzerland. vi + 309pp.



SPECIES PROPOSALS

Prop. 5

African Elephant (*Loxodonta africana*)

Transfer the Populations of Botswana, Namibia, South Africa and Zimbabwe from Appendix II to Appendix I

SUMMARY.....

Burkina Faso, Equatorial Guinea, Mali, Senegal, and Syrian Arab Republic propose to transfer the four populations of Appendix II-listed elephants to Appendix I. The proposal is justified on the basis of alleged marked population declines, avoiding split-listings and the precautionary principle for impact of trade.



RECOMMENDATION.....

REJECT. The elephant populations in countries in southern Africa, including the four with Appendix II populations, are either increasing or stable. In contrast, many populations in other parts of Africa (listed under Appendix I) are either very small in size or experiencing significant declines. Furthermore, elephant populations in portions of the Appendix II countries are close to or beyond ecological carrying capacity and limits for social tolerance. High density elephant populations cause significant changes to vegetation cover, with negative consequences to some wildlife species and overall biodiversity. Furthermore, human-elephant conflicts are increasing in frequency and severity in the Appendix II countries. Thus, shifting elephant populations in these countries to Appendix I makes little biological sense and will undermine local community support for elephant conservation. None of the four relevant range states support the proposal.

A similar proposal has been debated and repeatedly rejected at previous CoPs. The Parties should likewise quickly reject it at CoP19 and move on to other more important and serious proposals.

REFERENCES.....

Guldmond, R., van Aarde, R. (2008). A meta-analysis of the impact of African elephants on savanna vegetation. *Journal of Wildlife Management* 72, 892–899.

Pozo, R.A., Coulson, T., McCulloch, G., Stronza, A.L., and Songhurst, A.C. (2017) Determining baselines for human- elephant conflict: A matter of time. *PLoS One* 12(6), e178840.

Thouless, C.R., H.T. Dublin, J.J. Blanc, D.P. Skinner, T.E. Daniel, R.D. Taylor, F. Maisels, H. L. Frederick and P. Bouché (2016). African Elephant Status Report 2016: an update from the African Elephant Database. Occasional Paper Series of the IUCN Species Survival Commission, No. 60 IUCN / SSC Africa Elephant Specialist Group. IUCN, Gland, Switzerland. vi + 309pp.

Valeix, M., Fritz, H., Sabatier, R., Murindagomo, F., Cumming, D. and Duncan, P. (2011). Elephant-induced structural changes in the vegetation and habitat selection by large herbivores in an African savanna. *Biological Conservation* 144, 902-912.

SPECIES PROPOSALS

Prop. 7

Aleutian Cackling Goose (*Branta canadensis leucopareia*) Transfer from Appendix I to Appendix II

SUMMARY.....

The United States of America proposes to transfer the Aleutian cackling goose from Appendix I to Appendix II based on the outcome of a periodic review conducted for the species between CoP17 and CoP18.

RECOMMENDATION.....

SUPPORT. At AC31, the Animals Committee supported the results of the periodic review that the species no longer meets the criteria for inclusion in Appendix I. As the review notes, the recovery of the Aleutian cackling goose is a conservation success story. In one of the citations listed in the review, the United States Fish and Wildlife Service reports that the subspecies “has made one of the most astounding recoveries in the history of wildlife management.”

Twenty years of hunting seasons in the United States have demonstrated this sustained conservation success. The U.S. Fish and Wildlife Service, U.S. state wildlife management agencies, and other conservation stakeholders, including the hunting community, should be commended for their wildly successful efforts.



As the United States has recognized by removing the subspecies from the U.S. Endangered Species Act, the CITES Parties should likewise recognize this conservation success story and transfer the goose from Appendix I to Appendix II as a first step to recognizing full recovery and removal from the Appendices.

REFERENCES.....

AC31 Doc. 41.5 (2021) Periodic Review of *Branta canadensis leucopareia*.

SPECIES PROPOSALS

Prop. 11

Broad-Snouted Caiman (*Caiman latirostris*) Transfer the Population of Brazil from Appendix I to Appendix II

SUMMARY.....

Brazil proposes to transfer its population of broad-snouted caiman to Appendix II. The transfer will not harm or risk wild populations because the species is widely distributed in Brazil, fully protected in other range states, and farming is the only management allowed.

RECOMMENDATION.....

QUALIFIED SUPPORT. The broad-snouted caiman population in Brazil no longer meets the biological criteria for an Appendix I listing. The species is abundant, and Brazil has the capacity to meet its conservation goals. Transfer to Appendix II would allow Brazil to benefit from sustainable use like Argentina—whose captive program has been successful since its population was transferred from Appendix I to Appendix II in 1997—and add value to the species via the legal market for farmed specimens. The sustainable use of crocodylian species has produced many conservation successes. However, as recommended by the IUCN, Brazil is encouraged to include a proposal for a formal zero export quota for wild harvested individuals for commercial purposes to meet precautionary measures.



SPECIES PROPOSALS

Prop. 12

Saltwater Crocodile (*Crocodylus porosus*)

Transfer the Population of Palawan Islands, Philippines from Appendix I to Appendix II with a Zero Export Quota for Wild Specimens

SUMMARY.....

The Philippines proposes to transfer the population of saltwater crocodile from Palawan Islands, Philippines from Appendix I to Appendix II with a zero-export quota for wild specimens. The proponent asserts that the Palawan population of saltwater crocodile has recovered significantly, and that a split-listing will not adversely affect the national population because Palawan is geographically isolated and captive-breeding farms are separated from wild populations.

RECOMMENDATION.....

SUPPORT. The wild population of saltwater crocodiles on Palawan have experienced a significant recovery, increasing from less than 200 in 1990s to currently more than 5,000, in part due to the conservation actions and local community benefits from the captive farming program. A zero-export quota of wild caught specimens from Palawan will remain in effect. This proposal is a sustainable use model for incentivizing communities to value and coexist with crocodiles, which is essential to countering a growing intolerance linked to human-crocodile conflict. Sustainable use incentives are critical to maintaining this recovery. The regulated trade from the farming industry has had a positive impact on wild populations. The conservation rationale for this split-listing is the same as *C. acutus* in Colombia which was supported by the Parties. Like other examples of sustainable use of crocodylians, this proposal should be supported as a conservation success story.



SPECIES PROPOSALS

Prop. 21

Timber Rattlesnake (*Crotalus horridus*) Include in Appendix II

SUMMARY.....

The United States of America proposes to include timber rattlesnake in Appendix II in keeping with the precautionary approach to ensure trade is legal and non-detrimental.

RECOMMENDATION.....

REJECT. An Appendix II listing for timber rattlesnake is unlikely to address any of the concerns that the United States has related to conservation of the species. Although the species is subject to trade and human-caused mortality, nearly all trade appears to be domestic. International trade is relatively rare, and thus an Appendix II listing would have little impact, if any. The species does not meet the criteria for listing in Appendix II. Notably, the U.S. states oppose the proposed listing because the species is relatively secure within its range and currently well managed by state wildlife management agencies.



REFERENCES.....

Comment from Association of Fish & Wildlife Agencies (Sept. 8, 2022), <https://www.regulations.gov/comment/FWS-HQ-IA-2021-0008-0108>.

SPECIES PROPOSALS

Prop. 23

Alligator Snapping Turtle (*Macrochelys temminckii*) and Common Snapping Turtle (*Chelydra serpentina*) Include in Appendix II

SUMMARY.....

The United States of America proposes to include alligator snapping turtle in Appendix II pursuant to Article II and to include common snapping turtle in Appendix II as a lookalike species. Both species are currently included in Appendix III by the United States.

RECOMMENDATION.....

REJECT. The Parties should reject this proposal. The U.S. states oppose the proposal, because, like the timber rattlesnake, the state wildlife management agencies are successfully managing the alligator snapping turtle and the species is secured within its range. International commercial trade in alligator snapping turtle is largely limited to specimens bred in captivity,



and commercial trade in wild-caught specimens is banned in all U.S. states. The species does not meet the criteria for inclusion in Appendix II. As alligator snapping turtle should not be listed on Appendix II, the justification for listing common snapping turtle on Appendix II as a lookalike species is likewise not satisfied. Both aspects of the proposal should be rejected.

REFERENCES.....

Comment from Association of Fish & Wildlife Agencies (Sept. 8, 2022), <https://www.regulations.gov/comment/FWS-HQ-IA-2021-0008-0108>.

SPECIES PROPOSALS

Prop. 32

Softshell Turtles (*Apalone* spp.)

Include in Appendix II

SUMMARY.....

The United States of America proposes to include the genus *Apalone* to Appendix II, except for *Apalone spinifera atra* which is currently in Appendix I. The proposal focuses on three species in the genus that are native to the United States, Canada, and Mexico and are all included in Appendix III by the United States.

RECOMMENDATION.....

REJECT. Again, the Parties should reject this proposal for similar reasons they should reject Prop. 23. The U.S. states are managing the softshell turtle species, and they oppose this proposal. Recent international trade in the three species is from captive, ranched, or farmed turtles from within the United States, mostly *A. ferox* specimens. The three species have widespread distribution and are abundant, and wild-sourced specimens are not regularly traded internationally. The genus does not meet the criteria for inclusion in Appendix II.



REFERENCES.....

Comment from Association of Fish & Wildlife Agencies (Sept. 8, 2022), <https://www.regulations.gov/comment/FWS-HQ-IA-2021-0008-0108>.



WORKING DOCUMENTS

Doc. 4.1

Rules of Procedure: Report of the Standing Committee

SUMMARY.....

The Standing Committee recommends that the Parties adopt amendments to Rules 7.2, 25.5 and 25.6 of the Rules of Procedure (ROPs) of the Conference of the Parties. The proposed amendments to Rule 7.2 would increase the number of representatives on the Credentials Committee from five to six and ensure more equitable representation on the Committee. The proposed amendments to Rule 25.5 and the first part of 25.6 would clarify that amendments to reduce the scope of a species proposal are decided prior to deciding on the proposal itself. The proposed substantive amendments to Rule 25.6 would (1) change the order in which proposals that concern the same taxon but are different in substance are considered—change from “least restrictive effect on the trade” considered first to “most restrictive effect on the trade” considered first; (2) ensure that all submitted proposals are opened and presented; and (3) give the Chair authority, under “exceptional” circumstances, to propose a different order of consideration.

RECOMMENDATION.....

PART SUPPORT / PART REJECT. The Parties should adopt the proposed recommendations to Rules 7.2, 25.5, and the first part of Rule 25.6. The Parties should reject the substantive amendments to the rest of Rule 25.6. As noted by several Parties at SC74, the proposed amendments to Rule 25.6 would unnecessarily complicate operation of the meeting. Due to limited meeting time and resources, the Parties must ensure that any amendment to the ROPs will result in more efficient and smoother operation of meetings. The proposed amendments would create an additional point of potential debate—should the order of consideration be altered—and waste valuable time by unnecessarily requiring that all proposals be presented even when adoption of one proposal implies rejection of another. Further, the Parties should reject the “most to least” proposed amendment. Reversing the order of consideration would signal a significant shift in the Convention’s general approach to adoption of restrictions—from one in which only the least restrictive proposals are adopted as a matter of conservation need to one in which overly and unnecessarily restrictive proposals are adopted as a matter of convenience.

Doc. 4.2

Rules of Procedure: Proposed Amendment to Rule 26

SUMMARY.....

Botswana and Zimbabwe propose to amend Rule 26 such that the weight of each Party’s vote when deciding species proposals, related Resolutions and annotations shall depend upon the proportionate population sizes of the species under discussion or whose status is subject to voting. In other words, range states with larger populations of relevant species will have a greater voice in CITES decision-making regarding those species compared to non-range states and range states with smaller populations.

WORKING DOCUMENTS

RECOMMENDATION.....

QUALIFIED SUPPORT. Although wildlife generally has an intrinsic global value, range states bear the management costs and burdens for the benefit of all. Thus, their positions should be given priority regarding how their wildlife is regulated. The Parties should recognize the need for increasing range state agreement within CITES decision-making and support the underlying objective of the proposed amendment. However, no details are provided regarding how such a voting process would functionally operate. The Parties should therefore support formation of a Working Group to workshop ideas related to providing range states with a greater voice in CITES compared to the current approach that does not adequately consider the views of range states that have robust and successful conservation programs. The Working Group should be given a mandate to produce constructive options and submit to CoP20.

Doc. 8

Language Strategy for the Convention

SUMMARY.....

Decision 18.30 directed the Standing Committee to consider the implications of adding Arabic, Chinese, and Russian to the working languages of the Convention and to report its conclusions and recommendations to CoP19. At the SC’s request, the Secretariat presented at SC74 a detailed analysis of different options related to adding the three languages. The SC considered the Secretariat’s analysis and asked for an additional report from the Secretariat in which new options would be analyzed. Doc. 8 represents the Secretariat’s response to the SC’s additional request and provides analysis of several options regarding the scope of incorporation of the three languages into CITES meetings and documents.

RECOMMENDATION.....

SUPPORT. The Parties should establish an in-session Working Group as recommended in Doc. 8. Arabic, Chinese, and Russian should be established as working languages of the Convention. Short of full language services for the three languages, the Parties should consider what specific services would be most beneficial for increasing participation and engagement from Parties whose primary languages are Arabic, Chinese, or Russian. It seems likely that interpretation services at the CoP and Committee meetings would be the most useful additional service. The Parties are encouraged to agree on a way forward for the implementation of Decision 18.30 at CoP19, rather than directing the SC to continue discussions on the matter.



WORKING DOCUMENTS

Doc. 10

CITES Strategic Vision

SUMMARY.....

The SC invites CoP19 to adopt draft Decisions 19.AA to 19.CC in order to continue the mapping of the CITES Strategic Vision against the Global Biodiversity Framework once it has been adopted. Parties are also invited to adopt the potential indicators for the CITES Strategic Vision: 2021-2030 as has been presented in Doc. 10 and to delete Decision 18.24.

RECOMMENDATION.....

SUPPORT. The Parties should support the draft Decisions in Annex 1 as well as the potential indicators as proposed in Annex 2 of Doc. 10.

Doc. 11

Appendix-I Listed Species

SUMMARY.....

Decision 18.28 directed the Secretariat to conduct rapid assessments on the conservation status, legal and illegal trade, of Appendix-I listed species and produce a report prioritizing those that could potentially benefit from additional CITES action. Resources were not secured for range state consultation or detailed assessments. The Parties are invited to adopt draft Decisions that would (1) direct the Secretariat to produce detailed assessments for at least ten Appendix-I listed species, which are listed in Doc. 11, and (2) direct the Animals and Plants Committees to review the report and refine the methodology and its criteria for carrying out such assessments.

RECOMMENDATION.....

SUPPORT. The Parties should adopt the draft Decisions including to allow the Animals and Plants Committees to complete their refinement of the selection methods. This process may be valuable in prioritizing the growing number of proposed CITES actions for the most at-risk Appendix-I listed species.

Doc. 12

World Wildlife Trade Report

SUMMARY.....

South Africa proposes that the Secretariat, in coordination with partner organizations, prepare a World Wildlife Trade Report between each intersessional period of the Conference of the Parties to analyse a range of aspects of international trade in CITES-listed species, from trends, patterns and scale to conservation impacts, socio-economic benefits and the correlation between legal and illegal trade. As South Africa explains, the report would better inform national and international wildlife trade policies and provide a more factual



WORKING DOCUMENTS

perception and characterization of trade in CITES-listed species. It would also demonstrate how sustainable, legal and traceable wildlife trade can be a tool for conserving species and healthy ecosystems, enhancing rural livelihoods, local and national economies and human wellbeing.

RECOMMENDATION.....

QUALIFIED SUPPORT. The Parties should review the pilot edition of the World Wildlife Trade Report that has been prepared and will be shared as an information document of CoP19. If Parties consider that a regularly-produced World Wildlife Trade Report would be useful for CITES representatives, policymakers, and other stakeholders—and if the report can be produced to analyse adequately and accurately the conservation impacts and socio-economic benefits of legal trade—the Parties may wish to adopt the recommendations in Doc. 12. But it seems unlikely that such a report will satisfactorily accomplish the ambitious objectives stated in Doc. 12—similar reports that study socio-economic benefits of wildlife trade but are much more limited in scope regularly require more time, resources, and expertise than is likely possible in a single intersessional period. The Parties are cautioned to ensure that a World Wildlife Trade Report is pursued only if it can provide a full and accurate analysis of the various aspects of trade in CITES-listed species. Although the Secretariat estimates the report will cost only USD 90,000 through consultancy work undertaken by partner organizations, that amount seems unrealistic considering the scope of the proposed report.

Doc. 13

Engagement of Indigenous Peoples and Local Communities

SUMMARY.....

CoP18 instructed the SC to establish an intersessional Working Group to consider how to effectively engage indigenous peoples and local communities (IPLCs) in CITES processes. During SC74, the Chair of the Working Group reported that the Working Group had not been able to meet physically or online due to the COVID-19 pandemic and language barriers. In Doc. 13, the Parties are invited to extend the mandate of the Working Group for the next intersessional period. In the revised decisions, the Working Group will take into consideration the experiences of Parties and relevant MEAs and international organizations in IPLC engagement as compiled and summarized by the Secretariat in SC74 Doc. 20.2.

RECOMMENDATION.....

SUPPORT. The Parties should renew the Decisions and continue the work on how to engage IPLCs in CITES processes. Further, the Parties should consider engaging a consultant to advance the Working Groups’ work, as suggested by the Secretariat. Increased involvement by IPLCs in CITES will bring benefits to the decision-making process for species and habitat conservation. The importance of establishing and safeguarding incentive systems to achieve the coexistence of people and wildlife is generally not sufficiently appreciated within CITES.

WORKING DOCUMENTS

Doc. 14 Livelihoods

SUMMARY.....

At SC74, the Standing Committee considered the report of the intersessional Working Group on livelihoods presented by Peru as Chair, and a report by the Secretariat (SC74 Doc. 21.2) on the implementation of Decision 18.35. Given that the questionnaire on the engagement of IPLCs received limited response, Peru suggested that the consultation be repeated to obtain a wider overview of the efforts by Parties in engaging IPLCs in decision-making. Further it was suggested that the Working Groups on livelihoods and on engagement with IPLCs work in synergy. Regarding implementation of Decision 18.35, the Standing Committee was not able to review the draft guidance document on how to maximize benefits of trade for IPLCs and the study on the use of registered marks, certification, and traceability mechanisms. The Committee suggested instead that they should be reviewed in the next intersessional period. The Parties are invited to adopt the revised Decisions contained in Annex 1 of Doc. 14.

RECOMMENDATION.....

SUPPORT. Parties are strongly encouraged to support the relevant draft Decisions that would promote continued incorporation of livelihoods issues into CITES, highlight success stories, strengthen the exchange of experiences among countries and across regions, and develop guidelines on sustainable use of wildlife and engagement of rural communities. Trophy hunting may be highlighted as a successful model for conservation and sustainable use of CITES-listed species, as it has proven to constitute an extremely powerful management strategy, contributing to the improvement of livelihoods of indigenous and local communities. One of the case studies on CITES and livelihoods, "Trophy hunting and other non-commercial trade in African elephant (*Loxodonta africana*) specimens in Zimbabwe and the benefits to rural communities" demonstrates these benefits. Other examples include but are not limited to desert bighorn sheep hunting in Mexico, wild sheep and goat hunting in Tajikistan, and Nile crocodile use in Zimbabwe.



WORKING DOCUMENTS

Doc. 15

Participatory Mechanisms for Rural Communities in CITES

SUMMARY.....

Eswatini, Namibia and Zimbabwe propose establishment of a permanent CITES Rural Communities Committee for the direct involvement of rural communities in the CITES decision-making processes. The main objectives of the Committee would be to operationalize principles pertaining to wildlife trade and rural communities, livelihoods and sustainable use that are fundamental to CITES and the Convention on Biological Diversity and that are already recognized by the Parties (such as in the Convention Preamble, Resolution Conf. 8.3 (Rev. CoP13) on *Recognition of the benefits of trade in wildlife*, and Resolution Conf. 16.6 (Rev. CoP17) on *CITES and livelihoods*).

RECOMMENDATION.....

SUPPORT. The proposed Decisions in Doc. 17.5 should be adopted. The establishment of a Rural Communities Committee will be an important step towards greater involvement of IPLCs and better decision-making in CITES processes. The rights of rural people regarding natural resources and their rights to be part of all decision-making concerning those resources are not well-enough respected. Compared to other MEAs, such as the Convention on Biological Diversity and the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services, rural communities’ participation in policy-shaping and decision-making in the CITES arena, both on the national or international level, has been extremely poor or not existent. Hence there is a need to remedy this situation.



WORKING DOCUMENTS

Doc. 16 Capacity building

SUMMARY.....

After CoP18, the Standing Committee established a Working Group on capacity building to consider inputs and recommendations from the Animals and Plants Committees and to review Resolution Conf. 3.4 on *Technical cooperation* with the aim of incorporating capacity-building needs. The Working Group agreed that a new Resolution on capacity building is needed to replace Res. Conf. 3.4. The Working Group, via the Standing Committee, also submitted draft Decisions to continue the work on the development of a capacity-building framework. The Parties are invited to adopt the draft Resolution and Decisions.

RECOMMENDATION.....

SUPPORT. The Parties are encouraged to adopt the draft Resolution on capacity building in Annex 1 and the draft Decisions in Annex 2. The Parties are further encouraged to support capacity-building efforts by sharing information, providing financial support, and conducting other activities that may support capacity-building efforts of other Parties.

Doc. 17.3 Cooperation with the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services

SUMMARY.....

CoP18 adopted Resolution Conf. 18.4 on *Cooperation with the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services* (IPBES) where the Standing Committee, working with the Chairs of the Animals and Plants Committees and the Secretariat, were mandated to take actions related to cooperation with IPBES. The Resolution further instructed the Standing Committee to report at each meeting of the Conference of the Parties on the results of this work. The Parties are invited to note the update on actions taken since CoP18 in Doc. 17.3 and adopt draft Decisions contained in Annex 1.

RECOMMENDATION.....

SUPPORT. Parties should support increasing cooperation between CITES and IPBES. The review of the scientific aspects of the IPBES thematic assessment of the sustainable use of wild species by the Animal and Plants Committees is significant, given its close relationship with the CITES Convention. Policy decisions should be based on science, particularly when it comes to species conservation, and IPBES provides an excellent mechanism for supplying these data for such policy decisions.

WORKING DOCUMENTS

Doc. 17.4

Joint CITES-CMS African Carnivores Initiative

SUMMARY.....

CoP18 directed the Secretariat to continue the African Carnivores Initiative (ACI) in its joint work with CMS, including development of a program of work (POW), and support to range states in implementing relevant Resolutions and Decisions. The Secretariat developed a draft POW with funding from Belgium. An SC73 intersessional Working Group recommended relatively few revisions to the draft POW text, and the Standing Committee approved the revised POW. The COVID-19 pandemic prevented support to range states, and discussions continue about holding a second ACI range state meeting. The Parties are invited to adopt the draft Decisions in Annex 1, which will continue the process of implementing the ACI POW.

RECOMMENDATION.....

QUALIFIED SUPPORT. The Parties should in principle support the spirit of the ACI but also remain concerned about implementation of the POW. Much of POW’s scope is outside CITES’ mandate and better undertaken by national management activity; some African range states are not Party to CMS; and the POW gives unwarranted negative attention on successful trophy hunting programs in southern and eastern Africa. The ACI should instead focus on facilitating international cooperation and producing useful products for African range states, not additional prescriptive regulations and reporting requirements. The POW neglects the real threat that overregulation and domestic import bans on trade in hunting trophies has on conservation of African carnivores and habitat across Africa. Most importantly, the ACI POW lacks funding to implement a substantial amount of activity. The POW contains more than 70

activities many of which require external funding at a cost that has not been estimated. Parties should thus support the Secretariat’s recommendation to prioritize items that are within CITES’ mandate, as explained in [SCI and SCIF’s July 2021 response to Notification No. 2021/046](#). Lastly, the second ACI range state meeting must take place in Africa with full range state participation. Anything less than their full support would jeopardize an already flawed process.



WORKING DOCUMENTS

Doc. 22

MIKE and ETIS Programmes

SUMMARY.....

At SC74, the Secretariat provided information relating to the resources needed to continue supporting MIKE implementation. The Secretariat reported that, if funding cannot be secured over the next year, the ability to meet the responsibilities assigned to the Secretariat in Resolution Conf. 10.10 will be compromised, thereby having a direct impact on the objectives of the MIKE programme set out in the Resolution. The Parties are invited to adopt draft Decisions which direct the Secretariat to seek funding for the MIKE programme and report to the Standing Committee.

RECOMMENDATION.....

SUPPORT. The Parties should adopt the draft Decisions. The MIKE program is an important tool that aids in elephant conservation efforts and good policymaking. The Parties should be concerned about the continuously increasing costs associated with MIKE, a programme which was originally designed to be to some extent self-sustaining. In this regard, the Secretariat’s proposal in draft Decision 19.BB.a.iii—The Secretariat shall “continue to enhance operational performances, including improvements to the MIKE Online Database and online training, and identifying and implementing cost effective approaches to deliver on MIKE objectives”—is particularly notable.

Doc. 23.1

Role of CITES in Reducing Risk of Future Zoonotic Disease Emergence Associated with International Wildlife Trade: Report of the Standing Committee

SUMMARY.....

In January 2021, Canada raised the role of CITES in reducing risk of future zoonotic disease emergence associated with international wildlife trade with the Standing Committee. The SC subsequently decided to establish an intersessional Working Group, chaired by Canada. The Working Group produced a number of draft Decisions that the Parties are invited to consider. The Parties are also invited to adopt the amendments to Resolution Conf. 10.21 on *Transport of live specimens* contained in Annex 2.

RECOMMENDATION.....

REJECT. Although it is understandable that Parties wish to prevent another global pandemic, Parties should carefully consider the guidance provided by the Working Group in SC74 Doc. 16. In particular, any possible actions should: be legally viable; be able to demonstrate success on the ground; fall within the CITES mandate and align with the aim of the Convention; aim to avoid duplication of existing efforts or initiatives; be commensurate to the result (“worth the effort”); be practical and feasible; and avoid duplication with other efforts. Because it seems

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unlikely that CITES can meet these criteria with any meaningful action, the Parties should reject the draft Decisions and proposed amendments to Resolution Conf. 10.21. Parties can rest assured that many other international, national, and subnational bodies with mandates to address zoonotic diseases and with significantly more funding and resources are working to prevent global pandemics.

Doc. 23.2

One Health and CITES: Human and Animal Health Risks from Wildlife Trade

SUMMARY.....

Côte d’Ivoire, Gabon, The Gambia, Liberia, Niger, Nigeria and Senegal invite the Parties to recognize the urgency with which CITES must address pathogen emergence and zoonotic disease transmission and the central role of CITES in this regard. The proponents propose adoption of a new Resolution on One Health and CITES: reducing human and animal health risks from international wildlife trade. Additionally, the draft Decisions presented in Annex 2 propose the establishment of a CITES One Health Expert Panel to support Parties with the implementation of the proposed Resolution.

RECOMMENDATION.....

REJECT. Similar to the recommendation in Doc. 23.1, the Parties should reject the proposed Resolution and draft Decisions in Doc. 23.2. Parties should avoid duplication of existing efforts or initiatives, of which the proposed Resolution’s preamble lists many. Further, account should be taken of the Secretariat’s heavy workload; implementation of the draft Decisions is unnecessary considering the many other initiatives that aim to address these issues. The One Health CITES Action Plans seem to contemplate significantly more than actions related to international trade of fauna and flora. Likewise, the CITES One Health Expert Panel likely does not fall within the mandate of the Convention.

Doc. 38

Demand Reduction to Combat Illegal Trade

SUMMARY.....

Doc. 38 represents a culmination of work done since CoP18, pursuant to Decision 18.86, to (1) propose amendments to Resolution Conf. 17.4 on *Demand reduction strategies to combat illegal trade in CITES-listed species* and (2) draft Guidance on demand reduction strategies to combat illegal trade in CITES-listed species. Parties are invited to adopt the proposed amendments to Res. Conf. 17.4 in Annex 1, adopt draft Decisions in Annex 2, and take note of the draft Guidance in Annex 3.

RECOMMENDATION.....

SUPPORT. Parties should agree to the recommendations in Doc. 38 and work, as needed, to reduce demand for illegally traded wildlife. Parties are encouraged to make a clear distinction between legal and illegal wildlife products when undertaking demand reduction initiatives, as legal trade is essential for effective conservation strategies and livelihoods. Demand reduction strategies should not lead to counterproductive results for sustainable use.



WORKING DOCUMENTS

Doc. 39

Domestic Markets for Frequently Illegally Traded Specimens

SUMMARY.....

CoP18 directed the Secretariat to undertake a study of the domestic controls in consumer markets for specimens of CITES-listed species for which international trade is predominantly illegal, other than elephant ivory, and to report the findings and recommendations of the study to the SC. The full study was made available at SC74, and the SC provided feedback. In reaction to the study, the SC recommends adoption of amendments to Resolution Conf. 11.3 on Compliance and enforcement and adoption of a draft Decision that directs the SC to consider whether additional measures are needed to address illegal international trade in CITES-listed species.

RECOMMENDATION.....

NEUTRAL. The Parties may well wish to adopt the proposed amendments to Res. Conf. 11.3 and the draft Decision as warranted to address illegal international trade; however, the Parties are urged to not overzealously pursue actions to punish individuals for illegally possessing CITES-listed species if, under the circumstances, it is not practicable for the owners to have evidence of legal acquisition.

Doc. 42

Purpose Codes on CITES Permits and Certificates

SUMMARY.....

Based on the recommendations of an intersessional Working Group, the SC invites Parties to adopt amendments to Resolution Conf. 12.3 on Permits and Certificates that would provide definitions for purpose codes Z, M, E, N, and L. The Parties are also invited to adopt relatively minor amendments to Resolution Conf. 5.10 on Definition of primarily commercial purposes, Resolution Conf. 17.8 on Disposal of illegally traded and confiscated specimens of CITES-listed species, and Resolution Conf. 18.7 on Legal acquisition findings. And the Parties are invited to adopt a draft Decision that would reestablish the intersessional working group to continue discussion on possible definitions for purpose codes P and T.

RECOMMENDATION.....

SUPPORT. The Parties should adopt the proposed definitions for the relevant purpose codes and reestablish the Working Group to draft definitions for purpose codes P and T. No other actions related to purpose codes or Resolution Conf. 12.3 are necessary. In particular, the Parties should not amend or otherwise alter the established and well-understood definition for purpose code H found in Resolution Conf. 12.3.

WORKING DOCUMENTS

Doc. 43.1

Non-Detriment Findings: Report of the Animals and Plants Committees

SUMMARY.....

CoP18 directed the Secretariat to review guidance and identify priorities for making NDFs, undertake targeted research in development of new guidance, and organize expert workshops, with review, input, and assistance of the AC and PC. AC31 Doc. 14 proposed 10 workstreams to develop new or updated NDF guidance and suggested a technical advisory group (TAG) be established. The TAG met in January 2022. Expert groups will be formed for each workstream. The draft Decisions in Annex 1 make edits to the formation of the TAG after Committee meeting direction. Annex 2 outlines membership, terms of reference, other processes, and functions for the TAG. Annex 3 outlines methods for the workstreams for consideration of an expert workshop. The approach incorporates gap analysis by the Secretariat and recommendations from Parties, the AC, and PC.

RECOMMENDATION.....

SUPPORT. As NDFs are a critical function of CITES, Parties should be supportive of the Secretariat producing further guidance materials and supporting range state capacity for making NDFs. Parties are encouraged to financially contribute to this work. Workstream 3 on incorporation of various knowledge systems including local, traditional and indigenous knowledge, and participatory monitoring and NDF management is of particular importance. Parties should take note that recent NDFs exist for certain CITES-listed species that are traded as hunting trophies such as African leopard and lion. These robust NDFs ensure trade in hunting trophies is sustainable, fulfilling CITES’ mission without consideration of additional related agenda items or CITES activity. Further, as agreed at the Sevilla NDF workshop, criteria for NDFs should not be prescriptive or restrictive due to variation across regions and wildlife populations. Future workshops are recommended to target specific taxon or regions, more aligned with the outlined workstreams, and be hosted in those range states to ensure outputs have range state consensus.

Doc. 48

Definition of the Term ‘Appropriate and Acceptable Destinations’

SUMMARY.....

Parties are invited to approve the *Non-binding practice guidance on how to determine whether “the trade would promote in situ conservation”* and the *Non-binding guidance for determining whether a proposed recipient of a living specimen of African elephant and/or southern white rhinoceros is suitably equipped to house and care for it.* Annex 3 of Doc. 48 contains draft Decisions that would invite Parties to provide feedback on experience with using the non-binding guidance related to the definition of the term ‘appropriate and acceptable destinations,’ as reflected in Notification to the Parties No. 2019/070.

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RECOMMENDATION.....

SUPPORT. Parties should adopt the recommendations in Doc. 48. The guidance in Annex 1 demonstrates that trade in Appendix-II listed species can (and do) promote in situ conservation in many ways. When considering whether certain trade is appropriate, Parties are encouraged to recognize both direct and indirect benefits to conservation achieved through trade. Parties are further encouraged to recall that the guidance documents are non-binding and should be treated as such.

Doc. 51

Quotas for Leopard (*Panthera pardus*) Hunting Trophies

SUMMARY.....

CoP18 directed Parties with quotas that did not yet provide information to the AC (Botswana, the Central African Republic, and Ethiopia) to review their leopard hunting quotas as contained in Resolution Conf. 10.14 on *Quotas for leopard hunting trophies and skins for personal use*, and to consider whether they are set at levels which are non-detrimental to the survival of the species in the wild. The three range states conducted the requested reviews, and the AC concluded that the quotas are set at levels which are non-detrimental to the survival of the species in the wild. The CoP is invited to amend Res. Conf. 10.14 by changing the quota for Ethiopia from 500 to 20 trophies, as requested by Ethiopia, and removing quotas for Kenya and Malawi, as requested by Kenya and Malawi.

RECOMMENDATION.....

SUPPORT. The African range state Parties should be congratulated for successfully completing this lengthy and expensive review of hunting quotas, a process that once again represents African range state leadership in sustainable hunting, the non-detrimental effect of well-regulated and conservative limits on trade in hunting trophies, and good implementation of existing regulations for trade in hunting trophies. The CITES leopard quota system has proven to be a useful tool for sustainable use of leopard and a conservation success story of CITES since adoption of Res. Conf. 10.14, except when stricter domestic measures for importation in some instances have impeded the conservation benefits of trade. With this evidence of the

sustainability of trade in leopard trophies, CITES should recognize the positive contributions of the hunting industry to leopard conservation in Africa, including more unbiased support in the Roadmap for Conservation of Leopard in Africa document.



WORKING DOCUMENTS

Doc. 58

West African Vultures (*Accipitridae* spp.)

SUMMARY.....

CoP18 adopted Decisions 18.186 to 18.192 directing the Secretariat to liaise with CMS to assist in implementing trade-related aspects of the Vulture Multispecies Action Plan, include vultures in possible NDF case studies, and issue a notification requesting information on six vulture species of concern. The AC established a Working Group to address key knowledge gaps including trade for belief-based use and sentinel poisoning by poachers, and assess the scale and impact of legal and illegal trade. The Working Group reported to the AC, and future NDF guidance is expected. The draft Decisions in Annex 1: urge West African range states for vulture species to conduct a series of actions including addressing illegal trade, ensuring national protection laws, and improving enforcement; urge Parties, the Secretariat, and NGOs to support capacity building in the region, work with CMS, and produce identification materials, among other action items; and direct the AC to encourage West African range states to undertake Periodic Review of vulture species with assistance from the IUCN vulture specialist group.

RECOMMENDATION.....

SUPPORT. The Parties should adopt the draft Decisions. The West African region’s lack of implementation of CITES regarding illegal trade in endangered species of vultures is concerning. The relevant Parties need support in addressing relevant issues for species at risk of unsustainable illegal trade. Vultures highlight the need for increased CITES capacity building in the West African region.



WORKING DOCUMENTS

Doc. 59

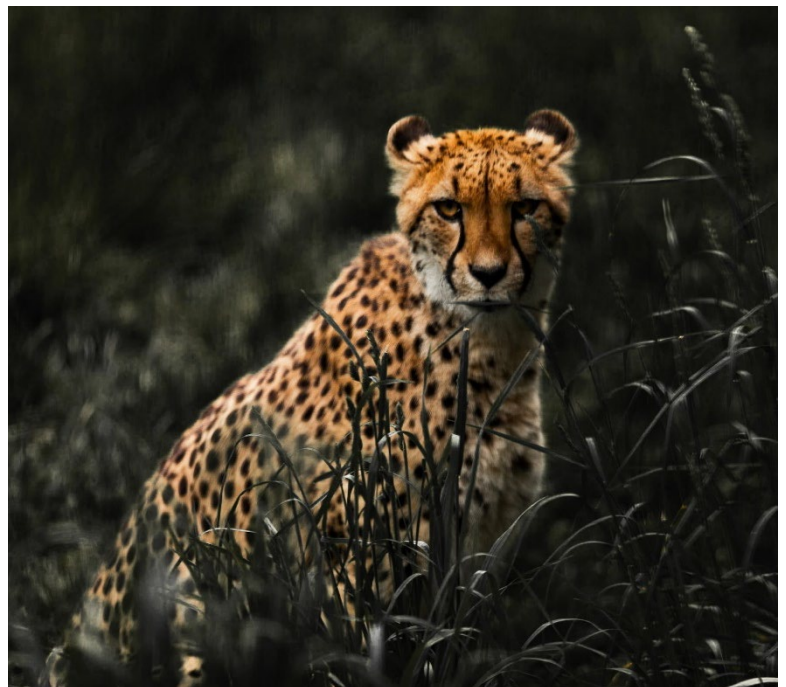
Illegal Trade in Cheetahs (*Acinonyx jubatus*)

SUMMARY.....

Doc. 59, submitted by Ethiopia, highlights that live trade in cheetah cubs by online sales from the Horn of Africa to the Arabian Peninsula is a serious regional issue for the local subspecies, affecting Parties across the supply chain. Original action was passed at CoP16, and subsequent Committee meetings recommended Parties adopt actions relevant to legislation, enforcement, cooperation, demand reduction, and dealing with confiscated animals. Other CITES actions have been taken including a 2015 workshop, awareness campaigns, establishment of a cheetah user group and forum on the CITES website, and creation of a trade toolkit. Most recently, an informal Working Group met at SC74 and drafted the Decisions in Annex 1. In the draft Decisions, Parties are urged to continue work on this urgent issue relating to illegal trade, enforcement, and exchange of information, and SC77 is directed to consider establishing an in-session Working Group to consider information provided by Parties and convene another workshop for relevant Parties. Parties are additionally recommended to ensure that the Big Cats Task Force (BCTF) mandate and terms of reference include necessary measures to address illegal trade in live cheetahs.

RECOMMENDATION.....

SUPPORT. The terms of reference for the BCTF should include a clear requirement to address illegal cheetah trade. The Parties should also recognize that the uniqueness and seriousness of illegal trade in cheetah cubs warrants action more urgent than can be provided by development of the BCTF or African Carnivores Initiative. This issue illustrates the ineffectiveness of such CITES workstreams to address real trade issues impacting the conservation status of species at risk. The Parties should adopt the draft Decisions, and affected Parties are encouraged to take actions independent of the established CITES frameworks.



WORKING DOCUMENTS

Doc. 66.1

Implementation of Resolution Conf. 10.10 (Rev. CoP18) on Trade in Elephant Specimens

SUMMARY.....

Parties are invited to (1) renew Decisions 18.117 to 18.119 regarding reporting on efforts to ensure domestic ivory markets are not contributing to poaching or illegal trade; (2) adopt new draft Decisions that direct the Secretariat to prepare a report on trade in mammoth ivory and its impact on illegal trade in elephant ivory and elephant poaching, taking into account available information and research studies; (3) renew Decision 18.226 directed to Asian elephant range states regarding trade in Asian elephants and replace Decision 18.227 with a new draft Decision directed to the Secretariat regarding development of a registering, marking and tracing system for live Asian elephants; and (4) renew Decisions 18.184 and 18.185 regarding reporting on ivory stockpiles and adopt a new draft Decision regarding information sharing related to the "practical guidance on ivory stockpile management."

RECOMMENDATION.....

PART REJECT. Parties should reject the draft Decisions in Doc. 66.1 Annex 2 related to trade in mammoth ivory. Mammoths are extinct, and thus regulation of trade in mammoth ivory is outside the scope of the Convention. Any report on the matter would be a waste of time and other valuable resources. The Parties may wish to adopt the other recommendations in Doc. 66.1.

Doc. 66.2.1

Ivory Stockpiles: Implementation of Resolution Conf. 10.10 (Rev. CoP18) on Trade in Elephant Specimens

SUMMARY.....

Benin, Burkina Faso, Equatorial Guinea, Ethiopia, Gabon, Kenya, Liberia, Niger, Senegal and Togo propose adoption of draft Decisions that amend existing Decisions 18.184 and 18.185 regarding elephant ivory stockpiles. The proponents also recommend that CoP19 urge Parties to use an updated declaration of ivory stocks form contained in Annex 1 of Doc. 66.2.1.

RECOMMENDATION.....

REJECT. Although the proponents assert a need for Parties to do more to secure ivory stockpiles, the proposed Decisions are superfluous to decisions agreed to at SC74 and under consideration in Doc. 66.1. Further, urging Parties to comply with Resolution Conf. 10.10 is unnecessary as the resolution already urges compliance. The Parties should reject the recommendations in Doc. 66.2.1.



WORKING DOCUMENTS

Doc. 66.2.2

Establishing a Fund Accessible to Range States upon Non-Commercial Disposal of Ivory Stockpiles

SUMMARY.....

Kenya proposes to establish an intersessional Working Group to explore the idea of establishing a fund that elephant range states can access if they destroy ivory stockpiles. The aim of the fund would be to avoid resumption of commercial ivory sales while also funding conservation efforts and supporting human elephant coexistence.

RECOMMENDATION.....

REJECT. Destruction of a wildlife resource in exchange for donations is antithetical to sustainable use, and purposefully destroying ivory stockpiles may only encourage increased elephant poaching due to a perceived decreased global "supply" of ivory. Range states with existing stockpiles have demonstrably decided to not destroy the stockpiles, despite numerous calls to do so. It thus seems unlikely that the relevant range states would support this proposal. The Parties should, instead, adopt CoP19 Prop. 4 and allow for highly regulated sale of stockpiled ivory, which can provide conservation funding and increase global supply of ivory thereby reducing demand for poached ivory.

Doc. 66.3

Implementing Aspects of Resolution Conf. 10.10 (Rev. CoP18) on the Closure of Domestic Ivory Markets

SUMMARY.....

Benin, Burkina Faso, Equatorial Guinea, Ethiopia, Gabon, Liberia, Niger, Senegal and Togo propose adoption of Decisions that largely renew Decisions 18.117 to 18.119 and are duplicative of the Draft decisions in Doc. 66.1 Annex 1. The proponents focus on an alleged need for Japan to close its domestic ivory market.

RECOMMENDATION.....

REJECT. As largely duplicative of draft Decisions in Doc. 66.1 Annex 1, the Parties should reject the recommended action in Doc. 66.3. Renewal of existing Decisions 18.117 to 18.119 is the more prudent and streamlined approach.

WORKING DOCUMENTS

Doc. 66.4.1

International Trade in Live African Elephant Specimens: Proposed Revision to Resolution Conf. 10.10 (Rev. Cop18) on Trade in Elephant Specimens

SUMMARY.....

Benin, Burkina Faso, Equatorial Guinea, Ethiopia, Liberia, Niger, Senegal and Togo propose revisions to Resolution Conf. 10.10 on Trade in elephant specimens to address trade in live wild-caught African elephants. Notably, the proponents recommend adding to Res. Conf. 10.10, as new paragraph 15, "AGREES that trade in live African elephants taken from the wild should be limited to in situ conservation programmes or secure areas in the wild, within the species' natural and historical range in Africa."

RECOMMENDATION.....

REJECT. The Parties should reject the proposed amendments to Res. Conf. 10.10 because the contentious issue of trade in live wild-caught African elephants deserves significantly more time for full and fair discussion by Parties and other stakeholders. The proponents present only one side of many in the debate regarding this issue and ignore the views of southern African range states who currently possess the vast majority of wild African elephants. Adoption of the proposed amendments in Doc. 66.4.1 would be an affront to range states who successfully manage their elephant populations and wish to derive benefits from



overpopulations of elephants in certain areas. Additionally, the framework for trade in live wild-caught African elephants should not be established in a Resolution or Decision, which are soft law. Establishing any "requirements" or "obligations" for trade, in particular for elephants, will undoubtedly lead to more disputes about what is or is not permitted under the Convention and existing annotation. Parties are encouraged to instead ultimately resolve this issue via amendments to annotation 2 or the listing status of relevant elephant populations, as deemed necessary—after full and fair discussion by Parties and other stakeholders (see Doc. 66.4.2 below).

WORKING DOCUMENTS

Doc. 66.4.2

Clarifying the Framework: Proposal of the European Union

SUMMARY.....

The European Union recommends adoption of a draft Decision that would direct the Standing Committee to (1) provide guidance regarding reservations made to changes in scope of a listing introduced through amendment of an annotation and relevant resolutions; (2) consider ways to avoid references to Resolutions in annotations; and (3) consider whether to call a dialogue meeting for African elephant range states to consider harmonisation of the conditions to trade in live African elephants, including possible changes to annotation 2.

RECOMMENDATION.....

SUPPORT. The Parties should adopt the draft Decision because these complex issues require additional consideration for full and fair discussion by Parties and other stakeholders. It would be unjust to range states and stakeholders on all sides of these issues if the Parties were to not provide more opportunities for full debate and consideration of the issues.

Doc. 66.7

Review of the National Ivory Action Plan Process

SUMMARY.....

Malawi, Senegal, and the United States of America recommend adoption of draft Decisions that direct the Secretariat to contract a consultant to review the National Ivory Action Plan process and associated Guidelines with an aim to, among other things, improve effectiveness, efficiency, and equity in application.

RECOMMENDATION.....

SUPPORT. The Parties should adopt the draft Decisions. A review of the NIAP process is warranted, and Parties are encouraged to fund the review, which is subject to external funding.

Doc. 67

CITES Big Cats Task Force (*Felidae* spp.)

SUMMARY

CoP18 adopted a Decision that directed the Secretariat to draft terms of reference (TOR) and a *modus operandi* for the Big Cats Task Force (BCTF), establish and convene the task force, and provide support for addressing illegal trade issues. The virtual SC73 was unable to discuss this agenda item, so the Secretariat’s progress was communicated online, including an invitation for comments from Parties and Observers on the TOR and *modus operandi*, which were presented to SC74. Parties are invited to adopt the draft Decisions in Annex 1, which include edits to the CoP18 Decisions. Annex 2 includes the TOR and *modus operandi* as agreed at SC74.

WORKING DOCUMENTS

RECOMMENDATION.....

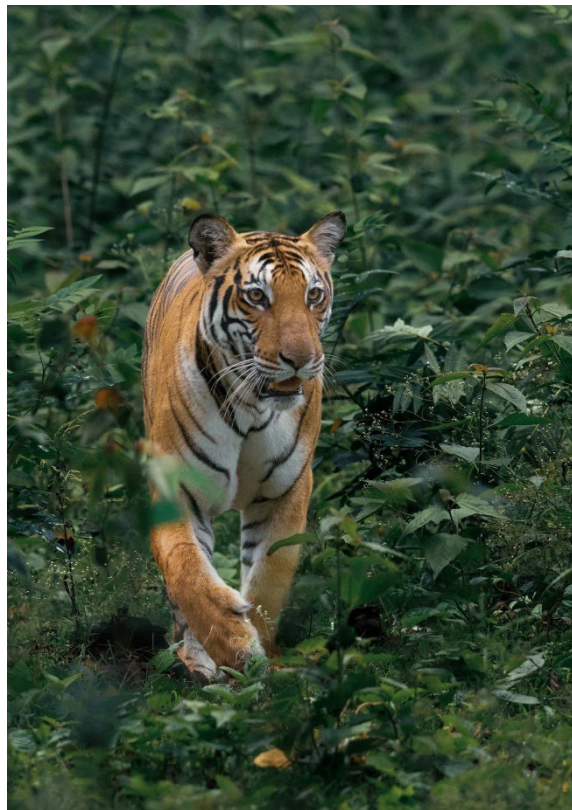
SUPPORT. The Parties should adopt the draft Decisions. The BCTF appropriately focuses on illegal trade issues and regional collaboration. The BCTF should maintain a clear distinction between legal and illegal trade and recognize the benefits that legal trade provides in reducing illegal trade, primarily through the funding of anti-poaching operations.

Doc. 68

Asian Big Cats (*Felidae* spp.)

SUMMARY.....

The issue of Asian big cats, particularly concerning commercial captive bred operations, has been discussed at CITES meetings since CoP14. CoP17 directed Parties with these facilities to review their national management practices, prevent specimens from entering illegal trade, and ensure necessary regulation. CoP18 directed Parties affected by illegal trade to work together to pursue cooperative enforcement efforts, share samples of seized specimens, and take demand reduction actions. SC74 recommended Parties to implement regular monitoring of captive facilities among other actions. The Secretariat noted that the activity of Parties to address illegal trade is encouraging but more needs to be done, and that continued seizures originating from captive breeding facilities and potential impact of this illegal trade on wild populations are concerning. All Appendix-I Asian big cat species are included in the BCTF. Annex 1 proposes relatively minor amendments to Resolution Conf. 12.5. Annex 2 contains draft Decisions, including encouragement for Parties to share genetic research, samples, and identification materials.



RECOMMENDATION.....

SUPPORT. Parties should support efforts to address illegal trade of Appendix-I listed Asian big cat species, while recognizing the work of Asian Parties to regulate captive breeding facilities. Increased use of forensic applications may assist in addressing this illegal trade.



WORKING DOCUMENTS

Doc. 72

African Lions (*Panthera leo*)

SUMMARY.....

CoP17 and CoP18 directed the Secretariat to support implementation of activities in joint conservation plans that relate to trade and regarding the Guidelines for the Conservation of Lions in Africa (GCLA), work with CMS to undertake a study of population trends, management practices, such as lion hunting, and the role of international trade, and maintain a web portal on lions. The Secretariat was further directed to research legal and illegal trade of lions and other big cats to understand linkages between trade in species, assess purpose code “H” to ensure it follows permits guidance, and develop guidance materials for identification and forensic techniques, among other tasks. Parties are encouraged to increase enforcement efforts to detect illegal trade, use South Africa’s barcode of wildlife project and to improve traceability of lion specimens from South Africa, detail observed body parts in illegal trade, and cooperate in sharing information. Some of the activities directed to the Secretariat under Decision 18.244 were funded by the European Union, Switzerland, and United States of America, but to date, no external funding has been secured to undertake the comparative study. The Secretariat received funding from the United States to support NDF capacity-building. The Secretariat secured funding from the Netherlands, United Kingdom of Great Britain and Northern Ireland for the study on legal and illegal trade under Decision 18.246, and it will be made available for consideration by the Big Cats Task Force (BCTF). The Secretariat reports that the assessment of purpose code “H” is not needed. Findings of identification guidance materials will also be shared with the BCTF. Priority conservation actions for lion will be reviewed at the 2nd African Carnivores Initiative (ACI) meeting. Due to lack of funding and COVID-19 meeting delays, further intersessional work on lions is suggested. Annex 1 edits existing Decisions. Annex 2 includes a tentative budget for these activities.

RECOMMENDATION.....

QUALIFIED SUPPORT. African lions have long been a CITES agenda item with overdue activities that are now largely unnecessary and continue to be unfunded.

- If the Parties wish to continue with the comparative study (Decision 18.244(b)), it should involve NGOs with expertise with the hunting industry. The study must be conducted in a transparent way and may shed light on the overwhelmingly positive role that hunting plays in lion conservation as supported by numerous sources, including range state NDFs.
- The Secretariat is encouraged to focus NDF assistance to range states that have a demonstrated need for it, noting that most eastern and southern African range states with tourist hunting programs have updated NDFs that ensure sustainability of trade in hunting trophies.
- Currently, the CMS web portal is not representative of current research or conservation projects. The purpose of the web portal, or its relation to CITES’ mandate to regulate trade, is therefore unclear.
- As the Secretariat suggests, the review of purpose code “H” is not necessary, and the Parties should not maintain that item in any CoP19 Decision.

WORKING DOCUMENTS

- The CITES' workload on African lions and other carnivores, now including the ACI and BCTF in addition to individual species-specific agenda items, has become redundant and risks diluting attention and resources to serious trade issues for less iconic species.
- The process for drafting the GCLA has been flawed from its beginning and critically has never appropriately addressed the original range state concerns. The development of the GCLA document is ongoing, but the GCLA should not be publicly “accepted” without official adoption by the Parties, including the fundamental step of comprehensively incorporating range state comments. Many items in the GCLA and other African carnivore agenda items fall outside the scope of CITES and are better undertaken independently by range states. As the 2nd meeting of ACI has not taken place before CoP19, every effort must be made to ensure range state participation and a proper process for reviewing the GCLA.
- These Decisions hold little value without funding, which is better served elsewhere or in support of select range states. Criticism toward and regulation of lion trophy hunting is unwarranted given that trade has proven to be sustainable, and the risk of overregulation is a largely unrecognized threat to lion habitat.

In total, the Parties may wish to adopt the draft Decisions in Doc. 72, but many of the actions are unnecessary and duplicative of other African lion and carnivore items. Many range states are successfully implementing CITES requirements related to African lion, particularly those of eastern and southern Africa with by far the largest lion populations that are sustainably used.



WORKING DOCUMENTS

Doc. 73.1

Jaguars (*Panthera onca*): Report of the Standing Committee

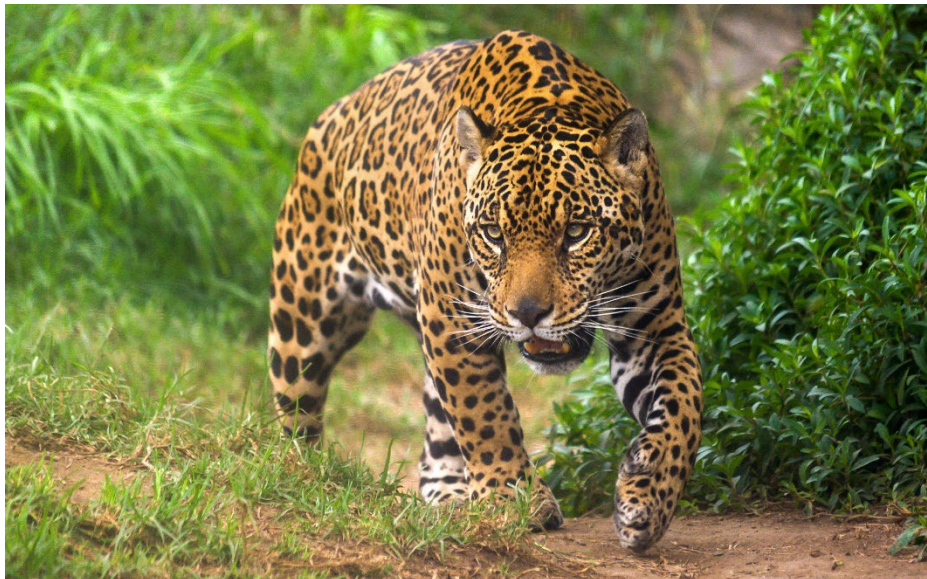
SUMMARY.....

CoP18 directed the Secretariat to commission a study on illegal trade in jaguars, present it to the SC, and notify Parties for information. Range states were encouraged to take various actions to support the study, in addition to recognizing jaguar as a flagship species, adopting legislation and enforcement controls to eliminate poaching and illegal trade, and promoting regional conservation, transboundary corridors, and other cooperation mechanisms. At SC74, the Secretariat reported on the completed study and gave an overview regarding cooperation with partners including ICCWC, CMS, and UNDP. Annex 1 of Doc. 73.1 contains draft Decisions which encourage Parties to urgently adopt legislation and enforcement controls aimed at eliminating poaching and illegal trade, include jaguar as a priority species for enforcement operations, document illegal trade in annual reports, promote the design and implementation of conservation corridors and other regional level cooperation mechanisms, support development of a long-term monitoring system for illegal killings, raise awareness, and other actions. The Secretariat is directed to continue cooperating with CMS and UNDP to integrate conservation efforts and demand reduction strategies, develop a proposal for the monitoring system, convene a range state meeting that identifies opportunities for collaboration, and review options for an intergovernmental platform to support jaguar conservation and combat illegal trade.

RECOMMENDATION.....

SUPPORT. Parties should adopt the draft Decisions. The hunting community strongly opposes poaching of jaguars and any illegal trafficking of trophies referenced in the study in SC74 Doc. 75. Although such poaching appears to be mostly a domestic matter and a limited threat to the

species, it is a serious issue, and the hunting community can assist where appropriate. Parties and other stakeholders should be commended for actions already taken to promote jaguar conservation and address illegal trade issues.



WORKING DOCUMENTS

Doc. 73.2

Jaguars (Panthera onca): Proposed Amendments to the Draft Decisions on Jaguars Agreed at SC74

SUMMARY.....

In Doc. 73.2, Costa Rica, El Salvador, Mexico and Peru invite the Parties to adopt additional amendments to the draft Decisions found in Annex 1 of Doc. 73.1. During the intersessional period following SC74, the CITES-CMS sub-Working Group on jaguars held several virtual meetings to promote implementation of actions in the draft Decisions. The proposed amendments to the draft Decisions direct the Standing Committee to establish an intersessional Working Group to develop a work program for actions that jaguar range states are encouraged to take and assess whether a specific draft Resolution on jaguars would be appropriate taking into consideration the conclusions of range state meetings.

RECOMMENDATION.....

SUPPORT. The Parties should support the establishment of a jaguar Working Group primarily comprised of range states to facilitate continued regional expert cooperation, report on the implementation of related decisions, and the possible need for a species-specific Resolution.

Doc. 75

Rhinoceroses (Rhinocerotidae spp.)

SUMMARY.....

Doc. 75 reports on efforts to implement Decisions 18.110 to 18.116 which were adopted to address concerns related to African and Asian rhinoceros. Annex 1 contains the CoP18 Decisions. Annex 2 provides proposed amendments to Resolution. Conf. 9.14 on Conservation of and trade in African and Asian rhinoceroses. Annex 3 contains draft Decisions that the Parties are invited to adopt at CoP19 to encourage further engagement on addressing rhino issues. An extensive report in Annex 4 was conducted by the IUCN African and Asian Rhino Specialist Groups and TRAFFIC as directed prior to each CoP. Doc. 75 further provides an overview of recent efforts taken to address rhino poaching, illegal trade, and other issues related to rhino and rhino horn. Notably, the document focuses on seven Parties most affected by illegal trade in rhino horn from 2018 to 2020, plus Botswana. The Secretariat and Standing Committee conclude that more engagement on these issues is needed, including development of demand reduction programmes, increased efforts to collect and exchange forensic samples of seized rhino horn, and other actions directed to Parties most impacted by illegal trade in rhino horn.



WORKING DOCUMENTS

RECOMMENDATION.....

SUPPORT. The Parties should adopt the proposed amendments to Resolution Conf. 9.14 and the draft Decisions. The declining continental rates of rhino poaching in Africa continues to be encouraging, noting that the total population decline is heavily influenced by white rhino in Kruger National Park and issues unrelated to trade (i.e., drought and reduced habitat suitability from elephant overpopulation). The observed increase in poaching in Botswana and subsequent population decline is concerning; however, Botswana has the necessary management and transboundary law enforcement cooperation in place to address the issue, which is likely related to the changing socio-economic shifts in regional poaching activity. In South Africa, the private sector deserves additional support given increased poaching on private land as anti-poaching in Kruger National Park improves and economic pressures on landowners increases. Hunting of rhino, and hunting as a land use to conserve rhino habitat, remains a critical management tool and financial incentive.

Doc. 76

Saiga Antelope (*Saiga spp.*)

SUMMARY.....

Decision 18.270 directed saiga antelope range states and consumer countries to fully implement measures in the Medium-Term International Work Programs developed in support of the MOU concerning Conservation, Restoration and Sustainable Use of Saiga Antelope and its Saiga Antelope Action Plan, including internal market controls. Decision 18.271 directed the Secretariat to assist CMS in organizing the 4th meeting of the MOU, review the conservation and trade of saiga antelope, and consult with range and consumer states regarding management of stockpiles. Doc. 76 reports on implementation of the two Decisions. Noting the report of the Animals Committee, SC74 commended the saiga antelope range states for their efforts in restoring saiga populations. The Parties are invited to adopt the draft Decisions in Annex 1, which largely repeat the directives from the Decisions adopted at CoP18.

RECOMMENDATION.....

SUPPORT. The Parties should support the action items outlined in Doc. 76 on saiga antelope conservation, stockpile management, regional collaboration, and other such actions. The population recoveries of saiga antelope post disease outbreak is encouraging. The feasibility study “The Sustainable Use of Saiga Antelopes: Perspectives and Prospects” is a good step towards building local incentives to mitigating human-wildlife conflict, as an identified growing threat. The possibility of tourist hunting programs may be explored where and when feasible, if aligned with local wildlife use cultures, in support of community-based conservation, and in accordance with science-based regulated national management.



WORKING DOCUMENTS

Doc. 83

Identifying Species at Risk of Extinction for CITES Parties

SUMMARY.....

The Gambia, Liberia, Niger, Nigeria, and Senegal recommend adoption of a new draft Resolution that would direct the Secretariat to maintain a database of species categorized as critically endangered, endangered, or vulnerable in the IUCN Red List and include the CITES status of each species identified. The proponents also recommend adoption of draft Decisions aimed at establishing a procedure by which the Animals and Plants Committees can provide requesting Parties with technical support in the preparation of listing proposals.

RECOMMENDATION.....

REJECT. The Parties should reject the proposed Resolution and draft Decisions. The proponents’ desire to link the IUCN Red List categories of species to appropriate CITES listings is unjustified. The criteria for listing species in the Red List categories are not the same as the criteria for listing species on the CITES Appendices found in Resolution Conf. 9.24. Further, the information sought by the proponents is readily available online, albeit not in a single database maintained by the Secretariat. Requiring the Secretariat to create and maintain a database of information readily available to all Parties would waste the Secretariat’s valuable resources and capacity. The draft Decisions are linked to the proposed Resolution and should thus likewise be rejected. Parties are encouraged to ensure that all Parties have capacity to comply with proper formatting of species proposals, but the draft Decisions are unnecessary. As the proponents recognize, Resolution Conf. 3.4 (or a new resolution on capacity building, if adopted by CoP19) already contemplates the need for technical cooperation in matters relating to the Convention.

Doc. 87.1

Proposed Amendments to Resolution Conf. 9.24 (Rev. CoP17)

SUMMARY.....

Noting that CITES Parties have long had an interest in securing livelihoods and food security, Botswana, Cambodia, Eswatini, Namibia and Zimbabwe propose to amend Resolution Conf. 9.24 to include livelihoods and food security as two factors that must be taken into account in proposals for amendment to the Appendices.

RECOMMENDATION

SUPPORT. Although Resolution Conf. 9.24 notes in the preamble that CITES listing decisions should take into account socio-economic factors, only biological and trade criteria are included in the Annexes to the Resolution. The Parties should adopt the proposed amendments which aim to allow the Parties to better ensure that CITES listing decisions do not result in negative impacts on livelihoods and conservation. Without consideration of such socio-economic factors, listing decisions can be (and have been) detrimental to conservation efforts. Inclusion of such new factors will not undermine CITES’ scientific principles or the existing set of criteria but rather improve its conservation impact.



WORKING DOCUMENTS

Doc. 88

Communications Concerning Amendments to the Appendices Received by the Depositary Government after the 18th Meeting of the Conference of the Parties

SUMMARY.....

Doc. 88 discusses the novel issues of whether Parties can enter reservations after amendment of a listing annotation; the scope of such reservations, if they are permitted; and whether the reservations entered after CoP18 after amendment of annotation 2 are valid. The Secretariat also explains the rationale it followed for updating the references to the Resolutions in annotation 2 and discusses the implications of different interpretations regarding the impact of updating those references. The Secretariat proposes amendments to Resolution Conf. 11.21, Resolution Conf. 4.6, and Resolution Conf. 4.25 that would help prevent similar issues that might otherwise arise in the future.

RECOMMENDATION.....

PART SUPPORT / PART REJECT. The Parties should adopt the recommended amendments to the Resolutions. The amendments importantly make clear that (1) annotations should not include references to Resolutions or Decisions, (2) proposed amendments to Resolutions that are referenced in an annotation must include an amendment proposal pursuant to Article XV to update the reference in the annotation accordingly, (3) Parties may enter valid reservations to amendments to annotations, and (4) reservations to amendments to annotations exclude only the amendment from applying to the reserving Party; the Party remains bound by the version of the annotation prior to the amendment. The Secretariat’s recommendations are logical and constitute the best way forward to address these novel issues.

However, the Parties should reject the Secretariat’s conclusion that the reservations entered after CoP18 regarding annotation 2 are not valid. This interpretation is plainly unjust and would result in poor administration of the Convention. In effect, the Parties would be admitting that they incorrectly amended annotation 2—without using the procedure in Article XV—but not allow the reserving Parties to compensate for that erroneous action by taking reservations pursuant to Article XV. As the Secretariat notes, the amendments adopted at CoP18 “effectively amend the obligations under the legally binding text in the Appendices . . . and deny Parties the opportunity to enter reservations as would normally be the case with amendments made in accordance with Articles XV and XVI.” Such an outcome would trample on the sovereign rights of all Parties to enter reservations after amendment to the Appendices. The better solution is to recognize the disputed reservations as valid as to the scope of the relevant amendment, amend annotation 2 at CoP20 to remove reference to Resolutions, and allow new reservations to be entered through normal procedure, should any Parties wish to enter them.