



**Report of the First International Advisory Group  
Meeting on Enhancing Capacities to Review  
National Wildlife Trade Policies in Support of the  
Convention on International Trade in Endangered  
Species of Wild Fauna and Flora**

**19 and 20 June 2006  
Geneva, Switzerland**

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## **Executive Summary**

### **I. Background of the meeting**

In January 2005, the UNEP-UNCTAD Capacity Building Task Force on Trade, Environment and Development (UNEP-UNCTAD CBTF), the Secretariat of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), and the Graduate Institute of Development Studies (IUED) (Project Partners) launched a joint initiative to enhance capacities in developing and transition countries to review, assess, design and implement effective and sustainable national wildlife trade policies which support CITES implementation and promote sustainable development. The core of this joint initiative is the implementation of pilot wildlife trade policy reviews in four developing and transition countries. As a first step, the Project Partners are developing a Wildlife Trade Policy Assessment Framework that will provide guidelines and optional assessment methodologies and indicators for conducting the policy reviews. National institutions in participating countries will select, adapt and apply the methodologies to fit local conditions and needs. Outcomes from the review will lead to the development of a National Action Plan.

The project partners convened this first International Advisory Group (IAG) meeting on 19 and 20 June 2006 to provide an opportunity for IAG members to comment and advise on the draft Assessment Framework. IAG members actively discussed various steps outlined in the Framework such as the general policy overview, the scoping of the assessment, criteria, indicators and methodologies to be used in the analysis, and the development and assessment of policy responses. In addition, IAG members provided guidance and recommendations on the next steps in the project, the potential contributions of IAG members, and the implementation of the project at national level.

### **II. Opening and background to the initiative**

**Hussein Abaza, UNEP Economics and Trade Branch**, welcomed participants and provided a brief introduction to the background and objectives of the initiative. In response to a decision taken by the CITES Conference of Parties, the initiative aims at enhancing capacities of developing countries and countries in transition to consider the social, economic and environmental dimensions of wildlife trade in the development of national wildlife trade policies to promote sustainable development and responsible trade in wildlife. For that, the initiative brings together UNEP's experience in assessing the social and economic impacts of trade policies and CITES' expertise regarding the biological aspects of wildlife trade, which has been the main focus of its 30 year history.

**Marceil Yeater, CITES Secretariat**, presented the background to the CITES mandate for this initiative. The idea of wildlife trade policy reviews evolved during a workshop in 2001 that focused on how CITES contributes to national conservation objectives. Based on COP decision 12.22 a workshop on wildlife trade policy reviews and economic incentives was held in 2003, which led to the adoption of COP decision 13.74. This decision mandated the CITES Secretariat to conduct, in cooperation with Parties and other international organizations, national wildlife trade policy reviews.

**Benjamin Simmons, UNEP Economics and Trade Branch**, and **Marc Hufty, IUED**, presented an overview of the two-year initiative, its overall and specific objectives, activities

and timeline, and the role of IUED and its planned research activities to be conducted within the initiative. The initiative is currently in its first stage, finalising the review framework and starting the process of selecting four participating countries. IUED will undertake two academic studies in the course of implementation of the project and in addition to the Review Framework that IUED is currently developing together with the project partners. The studies will focus on the social impacts of wildlife trade policies and on analysing the review process.

In the open discussion, participants highlighted the importance of stakeholder participation throughout the project and the need for follow-up work after the conclusion of the country projects to guarantee the implementation of the results for achieving sustainable change. In that regard, a participant highlighted the importance of country-level motivation to undertake the policy review. Discussions also clarified that the project aims at achieving policy change and not at gaining generalizing results from the pilot country studies.

### **III. Key points of the discussion**

#### **1. Overview of Wildlife Trade Policy Framework**

Following a brief presentation by IUED, Steve Broad, TRAFFIC, stressed the importance of generating strong political support when undertaking the review project. A main driver in previous projects has often been a political mandate created by a policy failure. He also suggested involving an external facilitator in national project implementation to support the country teams and he highlighted the need for stakeholder involvement.

The following discussions focused on the importance of country-level motivation, and political will for undertaking the project. Participants highlighted the need for mainstreaming the results into national policy plans to prevent the review from becoming an academic exercise. One crucial element to facilitate implementation of the results is to build ownership by involving a wide range of stakeholders and communicating the objectives and opportunities of the review to the stakeholders, including policymaking officials. Participants firmly underscored the importance of identifying and communicating potential economic opportunities deriving from wildlife trade and sustainable wildlife trade policies to generate support for the review.

Participants noted that the motivation for undertaking a policy review may generally be higher in countries, which already identified specific problems. Participants also mentioned the possibility to take into account regional wildlife trade policies as well as wildlife trade policies implemented by the wildlife trade importing country. In that regard, coherence with other regional wildlife trade policies were considered crucial for effective national wildlife trade policies. Also, a participant highlighted the importance of building capacities on the technical level as the higher political level is rotating frequently. Another issue raised concerned the language of the Framework and the need to further incorporate practical examples to make it more user-friendly.

#### **2. Policy Appraisal and Scoping of the In-depth Review**

Following a brief presentation of IUED on the first steps in the review process, Joshua Bishop, IUCN, highlighted the importance of providing more guidance on how to analyse relevance, coherence and effectiveness. In addition, the commentator emphasized the importance of highlighting property rights in the initial policy review and the need to focus in

greater detail on political economy aspects. In addition, the Framework or future review work could benefit from a more extensive literature review of existing wildlife trade policy analysis and related assessment work.

Some participants made the recommendation to change the title of Policy Appraisal to “Scoping Study”. In addition, participants raised the concern that the difference between the Scoping Study and the Impact Assessment is not very clear. In addition, participants suggested clarifying and simplifying the categories of criteria. Regarding the focus of the assessment, some participants noted to consider only the effectiveness of a policy or policy measure and whether it has achieved its goal. At the same time, social, environmental and economic effects and impacts of the policy should be considered. Another participant noted that while assessing the effectiveness of the policy, the policy goal itself could also be critically assessed. Participants also firmly underscored the need to build political ownership of the process and the importance of flexibility with regard to the organisational process of the review.

Discussions then circulated around identifying criteria for the selection of participating countries. The following criteria have been recommended and discussed: strong national interest in undertaking a review, institutional capacity, balanced geographical representation, a significant volumes of wildlife trade in CITES listed species, the similarity with wildlife trade policies of neighbouring countries to facilitate replication of project, opportunities for cooperation with other institutions undertaking wildlife trade projects in the country or region, and the demonstration of a situation and institutional will which guarantees valuable outcomes and yields prospects of implementing the results.

### **3. Developing Review Questions and Indicators**

Following a brief presentation of IUED explaining the Framework section on developing indicators and review questions, the commentary focused mainly on the example included in Annex 2 that outlines potential review questions and indicators. Barney Dickson, FFI, raised the concern that some questions may be too difficult to answer, in specific the ones that aim at identifying causal relationships. Therefore, it was suggested to balance the difficult questions and the ones that can be answered. Also, there needs to be clarity and balance as regards the use of data and of informed opinion.

Following the commentary, the participants split into two groups to discuss the hypothetical example in Annex 2 and provide recommendations on the development of questions and indicators. The first group focused on effectiveness and conservation impacts of a policy or policy measure. Participants of this group suggested that conservation impacts determine in great part effectiveness of the policy, as conservation is the main objective of most wildlife trade policies. In terms of questions and indicators developed within both categories, participants highlighted the difficulty of assessing cause-effect relationships. They suggested changing the sequence of questions and the criteria of coherence and relevance. This group recommended dividing the questions according to two levels of analysis: the first set of questions analyses broadly whether the wildlife trade policy at stake achieved its goals, and the second set focuses on whether the wildlife trade policy achieved other goals such as sustainable development goals.

The second group that focused on questions and indicators for assessing economic and social impacts suggested changes relating the questions on causal-relationships developed within the two categories of impacts. Participants of the second group proposed to map the value-chain to understand the dynamics of wildlife trade. Other suggestions included disaggregating data for better understanding the economic impacts of wildlife trade, involving the private sector in the analysis and changing the analysis from focusing only on causal-relationships to a more progressive forward-looking analysis of wildlife trade dynamics. In addition, discussions in this group focused on the scope of the review. Participants suggested focusing on all wildlife trade policies in the review.

In the open discussion participants highlighted the need of endorsing flexibility in the Framework including to take into account previous work related to wildlife trade policies. In terms of the scope of the review, participants suggested to keep the Framework flexible to cover both a broad and a more specific problem-oriented focus for national reviews. To address the difficulty of analysing causal relationships, a participant suggested not aiming at establishing clear-cut relationships, but rather focusing on and analysing the perceptions of stakeholders. At the end of discussions, participants again firmly underscored to leave the Framework flexible to allow countries to either focus their review on the overall wildlife trade policy or, e.g. in the absence of a wildlife trade policy, to focus on identified wildlife trade issues.

#### **4. Development of Policy Responses**

Vice Yu, South Centre, covered aspects relating to the development, design, implementation and compliance of policy, as well as adjustment mechanisms after entry into force of the policy. The commentator emphasized to explicitly include the identification and analysis of political and economic interests in the Framework. In terms of policy development, the process of stakeholder involvement was highlighted as crucial to reduce information asymmetries and for analysing political and economic interests and dynamics. For designing policy, it is necessary to take into account policy objectives, and the appropriateness and coherence of the proposed policy instruments. In terms of policy implementation and compliance, it is important to take into account the human and technical capacity available in the country. After the policy has been implemented it is crucial to periodically conduct an assessment of its impacts.

During the open discussion, participants agreed to emphasize the political economy aspect of project implementation and to take into account the political momentum in participating countries, as the project is rather a facilitator for ongoing political processes. In terms of guidance for developing policy responses, participants suggested that the Framework should include clear advice and practical suggestions on how to develop policy responses and to provide a range of potential options including practical examples.

#### **5. Next Steps in the Project**

After a brief presentation on the next steps in the project, participants provided general comments on the Review Framework and implementation of the project. A participant noted the importance of further simplifying the Framework and of providing practical examples in an annex to exemplify different policy and review options as well as available review methodologies. In that regard, the annex should include more examples on incentive-based policy options. Participants also suggested hiring a language editor to simplify the language

used in the Framework. Discussions provided an opportunity to clarify questions raised by participants concerning the Framework, such as its target audience. Participants were informed that the target audience for the Framework includes all institutions or experts interested in undertaking a wildlife trade policy review, including relevant government ministries, national research institutions, and other governmental agencies concerned with implementation of CITES. In addition, participants suggested further engaging and cooperating with UNCTAD Biotrade in the implementation of this project. Also, a participant mentioned to make the Framework more relevant to poverty reduction by focusing in specific on the opportunities for poverty reduction deriving from wildlife trade policy reviews, and to further emphasize the implementation part in the Framework. Furthermore, a participant felt that the participation of developing countries in the development of the Framework to increase country ownership should be enhanced.

Another participant suggested that the Framework should mainly aim at inspiring creative thinking. Therefore, the Framework needs to include an introductory part explaining the importance of creative thinking. Discussions also highlighted the potential for productive overlap with other wildlife trade related projects and the need to ensure productive synergies with other organisations undertaking wildlife trade projects in participating countries.

In conclusion, participants and project partners discussed the timeline of the project and the role of IAG members in the implementation of this project. In specific, participants suggested further involving and cooperating with IAG members in the implementation of the national country projects.

## IV. ANNEX I

### Agenda

#### ENHANCING CAPACITIES TO REVIEW NATIONAL WILDLIFE TRADE POLICIES IN SUPPORT OF CITES

#### INTERNATIONAL ADVISORY GROUP MEETING

19 – 20 June 2006

International Environment House I, Conference Room 2  
Geneva, Switzerland

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### 19 JUNE 2006

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| <b>9.00 – 9.10</b>   | <b>Welcoming remarks</b><br>Hussein Abaza, <i>UNEP Economics and Trade Branch</i>   |
| <b>9.10 – 9.30</b>   | <b>Tour de table</b><br>– IAG members are invited to briefly introduce themselves and provide a brief summary of their work related to the project. |
| <b>9.30 – 9.50</b>   | <b>Background and mandate for the project</b><br>Marceil Yeater, <i>CITES Secretariat</i>   |
| <b>9.50 – 10.15</b>  | <b>Brief overview of the project</b><br>Benjamin Simmons, <i>UNEP Economics and Trade Branch</i><br>Marc Hufty, <i>IUED</i>                         |
| <b>10.15 – 10.30</b> | <b>COFFEE BREAK</b>   |

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Session 1: Overview of Wildlife Trade Policy Review Framework

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Issues and questions to be addressed during Session 1:

- Why and how to conduct a wildlife trade policy review?
- How could the overall structure and review steps of the Framework be strengthened?

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|----------------------|--|
| <b>10.30 – 11.00</b> | <b>Presentation of the draft Framework</b><br>Peter Larsen, Sandra Gagnon, <i>IUED</i> |
| <b>11.00 - 11.15</b> | <b>Commentary</b><br>Steve Broad, <i>TRAFFIC</i>                                       |
| <b>11.15 – 12.00</b> | <b>Open discussion</b>   |
| <b>12.00 – 13.00</b> | <b>LUNCH BREAK</b>   |

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Session 2: Policy Appraisal and Scoping of the In-depth Review

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Chair: **Juan Carlos Vasquez, *CITES Secretariat***

Issues and questions to be addressed in Session 2:

- How can the content and use of the policy appraisal be strengthened?
- Which factors and stakeholders should be taken into account for the scoping of the in-depth review?
- How can the scoping process be strengthened?
- What methodologies should be used to identify the root causes and drivers at the core of the problems/issues selected for the in-depth review?
- What other types of information, guidance, additional literature would be useful for the national review teams?

**13.00 – 13.30**            **Presentation, *IUED***

**13.30 – 13.45**            **Commentary**  
Joshua Bishop, *IUCN*

**13.45 – 14.30**            **Open discussion**

*14.30– 14.45*            *COFFEE BREAK*

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Session 3: Developing Review Questions and Indicators

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Chair: **Fulai Sheng, *UNEP Economics and Trade Branch***

This will be a working session dedicated to strengthening guidance on the development of review questions and indicators. After the commentary, experts, split into 2 groups, will take as a starting point the hypothetical example mentioned in Annex 2 of the framework to propose ways of strengthening the examples of and guidance for questions and indicators.

**14.45 – 15.00**            **Introduction, *IUED***

**15.00 – 15.15**            **Commentary**  
Barney Dickson, *Flora and Fauna International*

**15.15 – 16.30**            **Group work**

**16.30 – 17.15**            **Group work presentations & open discussion**

**17.15 – 17.30**            **Wrap-up and Conclusions**

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**20 June 2006**

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**9.00 – 9.15**                    **Brief introduction**  
Benjamin Simmons, *UNEP Economics and Trade Branch*

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Session 4:                    Development of Policy Responses

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**Chair:** Marc Hufty, *IUED*

Issues and questions to be addressed:

- How can the process of identifying policy responses be strengthened in the Framework?
- What should be considered in developing policy responses (e.g. cost-effectiveness)?
- Is an ex-ante Assessment of the proposed policy responses feasible within the project timeline and given the resource limitations?

**9.15 – 9.45**                    **Presentation, IUED**

**9.45 – 10.00**                **Commentary**  
Vice Yu, *South Centre*

**10.00 – 10.45**                **Open discussion**

*10.45 – 11.00*                *COFFEE BREAK*

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**Session 5:**                    **Next Steps in the Project**

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**11.00 – 11.30**                **Presentation of next steps in the project**  
Benjamin Simmons, *UNEP Economics and Trade Branch*

**11.30 – 12.00**                **Open discussion**  
– What role can IAG members play in the project?

**12.00 – 12.30**                **Concluding remarks**  
Marceil Yeater, *CITES Secretariat*  
Marc Hufty, *IUED*

## V. ANNEX II

### First International Advisory Group Meeting

#### **Initiative on Enhancing Capacities to Review National Wildlife Trade Policies in Support of the Convention on International Trade in Endangered Species of Wild Fauna and Flora**

**19 and 20 June 2006  
International Environment House I  
Geneva, Switzerland**

#### **List of participants**

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Ricardo Banchs  
Director de Proyecto  
Secretaria de Ambiente y Desarrollo  
Sustentable  
Dirección de Fauna Silvestre  
San Martín 459, piso 2  
1004 Buenos Aires  
Argentina  
Tel : +54 11 43 488 558  
Fax : +54 11 43 488 558  
Email : aestiva@medioambiente.gov.ar

Dr. Joshua Bishop  
Senior Advisor – Economics and the  
Environment  
IUCN  
Rue de Mauverney 28  
1196 Gland  
Tel : +41 22 999 0266  
Fax : +41 22 999 0020  
Joshua.bishop@iucn.org

Susan Bingi  
National Coordinator  
Uganda Export Promotion Board, Biotrade  
Programme  
Conrad Plaza, Floor 5, Plot 22 Entebbe  
Road  
P.O.Box 5045 Kampala  
Uganda  
Tel : +256 41 230 250  
Fax : +256 41 259 779  
bingisusan@yahoo.com

Laurence Boisson de Chazournes  
Professor  
Faculty of Law of the University of  
Geneva  
Department of Public International Law  
and International Organizations  
Uni Mail, 40 Bvd du Pont-d'Arve  
1204 Geneva  
Switzerland  
Tel: +41 22 379 85 42  
Fax: +41 22 379 85 43  
Email:  
Laurence.BoissonDeChazournes@droit.unige.ch

Steven Broad  
Executive Director  
TRAFFIC  
219 a Huntington Road  
CB3 0 DL Cambridge  
UK  
Tel: +44 1223 277 427  
Fax: +44 1223 277 237  
Email: Steven.broad@trafficint.org

Barney Dickson  
Head of International Policy  
Flora and Fauna International  
Great Eastern House  
Tenison Road  
CB 1 277 Cambridge  
UK  
Tel : +44 1223 57 1000  
Fax : +44 1223 46 1481  
Barney.dickson@fauna-flora.org

Sarah Ferriss  
Programme Officer  
CITES, CMS and Species  
UNEP-WCMC  
219 Huntingdon Road  
CB3 0 DL Cambridge  
UK  
Tel: +44 1223 27 7314  
Fax: +44 1223 27 7136  
Email: sarah.ferriss@unep-wcmc.org

Dr. Peter Stephenson  
Programme Officer – Species  
WWF International, Africa&Madagascar  
Programme  
Avenue du Mont Blanc  
1196 Gland  
Switzerland  
Tel: +41 22 364 9327  
Fax: +41 22 364 4238  
Pjstephenson@wwfint.org

Vicente Paolo B. Yu III  
Programme Coordinator  
Global Governance for Development  
Programme  
South Centre  
Chemin du Champ d'Anier 17  
Case Postale 228  
1211 Geneva  
Switzerland  
Tel.: (41)(22)791 8050  
Fax.: (41)(22)798 8531  
Email: yu@southcentre.org

## **UNEP ETB**

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Hussein Abaza  
Chief  
Economics and Trade Branch  
Division of Technology, Industry and  
Economics  
United Nations Environment Programme  
11-13, Chemin des Anemones  
CH-1219 Chatelaine  
Geneva, Switzerland  
Tel: + 41 22 917 82 98/81 79  
Fax: + 41 22 917 80 76  
Email: hussein.abaza@unep.ch

Fulai Sheng  
Economic Affairs Officer  
Economics and Trade Branch  
Division of Technology, Industry and  
Economics  
United Nations Environment Programme  
11-13, Chemin des Anemones  
CH-1219 Chatelaine  
Geneva, Switzerland  
Tel: + 41 22 917 81 68  
Fax: + 41 22 917 80 76  
Email: fulai.sheng@unep.ch

Benjamin Simmons  
Legal Officer  
Economics and Trade Branch  
Division of Technology, Industry and  
Economics  
United Nations Environment Programme  
11-13, Chemin des Anemones  
CH-1219 Chatelaine  
Geneva, Switzerland  
Tel: + 41 22 917 83 61  
Fax: + 41 22 917 80 76  
Email: benjamin.simmons@unep.ch

Kristina Möller  
Economics and Trade Branch  
Division of Technology, Industry and  
Economics  
United Nations Environment Programme  
11-13, Chemin des Anemones  
CH-1219 Chatelaine  
Geneva, Switzerland  
Tel: +41 22 917 8642  
Email: Kristina.moeller@unep.ch

## **CITES Secretariat**

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Marceil Yeater  
Chief  
Legal Affairs and Trade Policy Unit  
CITES Secretariat  
11-13, Chemin des Anemones  
CH-1219 Chatelaine  
Geneva, Switzerland  
Tel: +41 (22) 9178464  
Fax: +41 (22) 797 3417  
Email: marceil.yeater@unep.ch

Juan Carlos Vasquez  
Legal Officer  
Legal Affairs and Trade Policy Unit  
CITES Secretariat  
11-13, Chemin des Anemones  
CH-1219 Chatelaine  
Geneva, Switzerland  
Tel: +41 (22) 9178156  
Fax: +41 (22) 797 3417  
Email: juan.vasquez@unep.ch

## IUED

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Stephen Nash  
Chief  
Capacity Building Unit  
CITES Secretariat  
11-13, Chemin des Anemones  
CH-1219 Chatelaine  
Geneva, Switzerland  
Tel: +41 22 917 8143  
Fax: +41 (22) 797 3417  
Email: [stephen.nash@unep.ch](mailto:stephen.nash@unep.ch)

Tom De Meulenaer  
Senior Scientific Officer  
Scientific Support Unit  
CITES Secretariat  
11-13, Chemin des Anemones  
CH-1219 Chatelaine  
Geneva, Switzerland  
Tel: +41 22 917 8131  
Fax: +41 (22) 797 3417  
Email: [tom.de-meulenaer@unep.ch](mailto:tom.de-meulenaer@unep.ch)

Marcel Van Nijnatten  
Special Advisor  
Office of the Secretary-General  
CITES Secretariat  
11-13, Chemin des Anemones  
CH-1219 Chatelaine  
Geneva, Switzerland  
Tel: +41 22 917 8147  
Fax: +41 (22) 797 3417  
Email: [marcel.vannijnatten@unep.ch](mailto:marcel.vannijnatten@unep.ch)

Marc Hufty  
Professor  
Graduate Institute of Development Studies  
(IUED)  
Research Group on Environment and  
Governance (GREG)  
20 Rothschild CP 136  
1211 Geneva 21  
Switzerland  
Tel.: +41 22 906 5961  
Fax: +41 22 906 5947  
Email: [Marc.hufty@iued.unige.ch](mailto:Marc.hufty@iued.unige.ch)

Peter Larsen  
Graduate Institute of Development Studies  
(IUED)  
Research Group on Environment and  
Governance (GREG)  
20 Rothschild CP 136  
1211 Geneva 21  
Switzerland  
Tel: +41 22 906 5940  
Fax: +41 22 906 5947  
Email: [peter.larsen@iued.unige.ch](mailto:peter.larsen@iued.unige.ch)

Sandra Gagnon  
Graduate Institute of Development Studies  
(IUED)  
Research Group on Environment and  
Governance (GREG)  
20 Rothschild CP 136  
1211 Geneva 21  
Switzerland  
Tel: +41 22 906 5940  
Fax: +41 22 906 5947  
Email: [Sandra.gagnon@iued.unige.ch](mailto:Sandra.gagnon@iued.unige.ch)

