

2002 ANNUAL TECHNICAL AND FINANCIAL REPORT

Policy, Legislation, and Management Alternatives for Biodiversity Conservation in Central Africa:

A Collaborative Project of the Bushmeat Crisis Task Force and the CITES Bushmeat Working Group

John D. and Catherine T. MacArthur Foundation

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I. EXECUTIVE SUMMARY

The CITES Bushmeat Working Group (CBWG) was established in April 2000 at the 11th Conference of the Parties (CoP) of CITES in Nairobi, Kenya. It is composed of the directors of wildlife for all six Central African range states (Cameroon, Central African Republic, Congo-Brazzaville, Democratic Republic of Congo, Gabon and Equatorial Guinea). Its mandate is to examine issues related to the bushmeat trade and identify solutions that can be willingly implemented by the range states. The CBWG agreed during its first official meeting to pursue six priority action areas to achieve this mandate, including: Bushmeat Monitoring and Information Management Training, Network Building and Database Management, Policy and Legislation Review, Wildlife Management Structure Review, Public Awareness, and Private Industry and Wildlife Management Plans.

Funding for the group's activities was confirmed in December 2001 by the John D. and Catherine T. MacArthur Foundation (\$65,000 for 2002) and in June 2002 by the US Fish and Wildlife Service (\$45,000 for 2002). Additional funding from the Department of Environment Food and Rural Affairs (DEFRA) was confirmed in 2001 (\$42,000 for 2002). As a result of this funding, the CBWG established an official base at the IUCN Central Africa Regional Office in Yaoundé, Cameroon in July 2002 and National Bushmeat Officers (NBOs) from each of the member countries were confirmed. All funds were spent according to the confirmed budget contained in the proposal.

The group has met both officially and unofficially on three occasions in 2002 (March at Garoua Wildlife College, July in Brazzaville at the Wildlife Management in Logging Concessions workshop, and September in Douala for preparation for the CITES CoP 12 in Santiago, Chile). It has enabled the completion of the Policy and Legislation Review as well as the development of a proposal for a Public Awareness Campaign. It has made progress toward establishing a bushmeat information network in Central Africa and toward identifying partners for establishing and maintaining monitoring and information on the bushmeat issue. In addition, the group has participated in important workshops toward the development of training opportunities for wildlife management personnel and in the development of wildlife management plans in logging concessions. The group has purchased computer equipment for all NBOs and the Regional Coordinator to assure regular communications and reporting.

II. PROJECT OVERVIEW

- a. **Title:** Policy, Legislation, and Management Alternatives for Biodiversity Conservation in Central Africa: *A Collaborative Project of the Bushmeat Crisis Task Force and the CITES Bushmeat Working Group*
- b. **Type of Grant:** Biodiversity Conservation in Lower Guinean and Congo Forests of Africa
- c. **Recipient and Grant Amount:** Bushmeat Crisis Task Force/CITES Bushmeat Working Group, MacArthur Foundation: \$65,000; USFWS: \$45,000
- d. **Project Location:** CITES Bushmeat Working Group Regional Office Yaoundé, Cameroon and CBWG National Bushmeat Officers for Cameroon (Yaoundé), Central African Republic (Bangui), Republic of Congo (Brazzaville), Democratic Republic of Congo (Kinshasa), Gabon (Libreville), and Equatorial Guinea (Malabo).

III. DESCRIPTION OF GRANT ACTIVITIES

- a. **Bushmeat Monitoring and Information Management Training:** Establish training programs in monitoring, database management, law enforcement, and wildlife management to build capacity among government wildlife officers and personnel. A consultant will be hired to review the training needs and opportunities available for the CBWG. Objectives are to establish training programs in wildlife management, monitoring, collection and analysis of scientific data, as well as in law enforcement, intelligence gathering protocols, and data management for wildlife and law enforcement officers. If possible, additional training in community development (training of personnel to participate in management at the local, village level) and environmental education, as well as the creation of a postgraduate program in wildlife management would be desirable. [Funds provided by US Fish and Wildlife Service for consultancy].
- b. **Network-Building and Database Development:** Establish and support the activities of national bushmeat officers; formalize the CITES BWG with an office and permanent coordinator. Establish and support the activities of national bushmeat officers within each Wildlife Department in the Central African region and establishment a permanent office for the CITES BWG to be managed by a permanent coordinator. This person will ensure visibility and effective regional communication and action on the issue. The NBOs will translate the resolutions and policy decisions of the government into activities on the ground. This will require reliable communications capability, Internet access (one subscription for each country's officer), computers, printers, software, and office support for telephone, fax, and regional travel expenses. In the process of engaging in the activities above, the CITES BWG will develop a database of existing wildlife legislation, bushmeat control activities, key points of transport and bushmeat hunting, and analyze this database to create *Bushmeat*

Country Profiles for each country of the Central African sub-region. These reports will be consolidated and drafted into a *Central Africa Region Bushmeat Action Plan* by the Program Coordinator. This document will: raise the profile of the bushmeat crisis in the region; encourage public outreach; provide training to protected area managers and other key ministry officials through curriculum development at the wildlife colleges and other training programs; build constituencies for protected area management and monitoring; and, aid in the search for protein and income-generation alternatives. [Funding provided by the John D. and Catherine T. MacArthur Foundation to support Coordinator and National Bushmeat Officers; funding for Coordinator salary also provided by the US Fish and Wildlife Service].

- c. **Policy and Legislation Review:** Analyze existing wildlife laws and policies in Central Africa and develop model legislation based on that review, with the objective of harmonizing legislation relating to bushmeat. Evaluate regulatory mechanisms and mitigation programs within logging and mining concessions in the Central Africa region. Members have emphasized the need to develop effective laws and policies to deal with the bushmeat crisis and to harmonize among countries in the sub-region. This will be done by the following: conducting a review and analysis of existing texts by a qualified expert who is experienced with this type of legislation; preparing recommendations for changes to the current laws in force; proposing a framework to address traditional hunting, subsistence hunting, commercial hunting, and rights of use as they apply to the bushmeat crisis; and proposing actions to organize and regulate hunting practiced by the local populations. This national and regional level policy review will be complemented by an on-the-ground review of the status of regulatory mechanisms and mitigation programs within both logging and mining concessions in the region. A qualified graduate level candidate with expertise in law and conservation in Central Africa will be hired to carry out a review of the internal regulations, code of conduct, management plans, wildlife law enforcement, wildlife population monitoring, income and protein alternatives, and formalized concession agreements with national governments and how these regulations are or are not being implemented. Internal reviews and evaluations will be conducted among a sample of concessions within at least three of the Central Africa region nations. [Funding provided by Department of Environment, Food, and Rural Affairs (DEFRA), UK].

- d. **Wildlife Management Structure Review:** Analyze comparative advantages of various types of wildlife management authority structures to identify the most effective system for assuring the long-term viability of wildlife populations. Determine whether wildlife management can be

improved by changing the structure of wildlife offices. This effort would focus on identifying gaps in the current management systems and identifying possible changes in the administrative structure and institutional framework of the wildlife offices of the Central African governments that would make them more effective. A qualified candidate with expertise in law and conservation would review the on-going structural process within the region and conduct a comparative analysis of existing wildlife management structures existing in the region with a view to providing recommendations to the CITES BWG regarding potential modification to current structures for increased effectiveness. [Funding under consideration by International Fund for Animal Welfare].

- e. **Public Awareness:** Elaborate a sensitization plan to raise public awareness of the bushmeat crisis. Conduct a review of the most effective means to raise general public awareness of the importance of the bushmeat problem. The study would review current actions in order to benefit from lessons learned and to avoid duplication, identify and communicate with all stakeholders, and propose implementation strategies for the most effective campaign. Support and partners for enabling region-wide awareness campaigns regarding the bushmeat issue would be developed following the initial research phase. A collaborative effort of the American Zoo and Aquarium Association's Conservation Education Committee with BCTF includes coordination of efforts with the newly formed Pan African Sanctuary Alliance, which has education and awareness as a central focus. [Funds provided by US Fish and Wildlife Service for consultancy].

- f. **Private Industry and Wildlife Management Plans:** Implement effective wildlife management guidelines to be observed by forest extractive industries. Implement effective wildlife management guidelines to be observed by foresters and other extraction industries and incorporated in their *cahiers des charges* and obligations upon being granted concessions. This would involve elaborating a draft code of conduct, wildlife management plan (including protection and monitoring components) ensuring its adoption by the industries and ensuring follow-up to verify the efforts of each exploiter in his concession area. The larger plan will be based on results of a meeting currently funded by the Department of State in collaboration with the US Forest Service scheduled for July 2002 in Congo (Brazzaville). Results of this workshop will form the basis for a broader regional program development on wildlife management within concessions. [Funds to attend workshop by all NBOs and CBWG members provided by US Fish and Wildlife Service].

IV. ACTIVITIES CARRIED OUT

a. *Bushmeat Monitoring and Information Management Training*

- i. Monitoring and Training Goals and Objectives**
 - Four training sessions to be conducted in each member country of the CITES BWG to focus on two or more of the following: protected area management and monitoring; database management; law enforcement; wildlife management;
 - The capacity within each wildlife management authority to continue regular training sessions (trained trainers, software and knowledge);
 - Increased effectiveness in wildlife management, law enforcement data collection and research and monitoring activities.
- ii. Activities Completed during 2002:**
 - Participated in the development of the bushmeat curriculum development and training program for the École de Faune de Garoua (Garoua Wildlife College) in Cameroon, March 2002. This training program will provide hands-on training to recommended wildlife personnel regarding the evaluation, monitoring, and management of illegal, unsustainable bushmeat trade and law enforcement needs. Each member country has been invited to recommend attendees at the first completed training session, which will take place in 2003. [Funding for attendance at the workshop and participation in the training program was provided by the US Agency for International Development and the World Wildlife Fund, Russell E. Train Education for Nature Fund, respectively].
 - Regional Coordinator participated in several joint meetings with the CITES-MIKE (Monitoring Illegal Killing of Elephants) program (July 2002, Washington, D.C and September 2002, Nairobi) to learn what training opportunities for collection of data was being provided and where there would be opportunity for information sharing regarding data collected specifically related to bushmeat. The Regional Coordinator is housed at the IUCN Central Africa office and works closely with the CITES-MIKE Central Africa Regional Coordinator. Together they are working on information sharing regarding bushmeat.
 - Regional Coordinator continued to work with the BCTF toward elaborating a strategy for bushmeat information management in collaboration with the BCTFs Bushmeat Information Management and Analysis Project (Bushmeat IMAP). A formal proposal for this project was submitted to the Winslow Foundation and the Congo Basin Forest Partnership.

b. Network Building and Database Management

i. Network Building Goals and Objectives:

- Establishment of central CITES BWG office and appointment of NBOs for each member country;

- Establishment of regular, reliable communications via telephone, Internet, computers and office support.
- Creation of national and regional database of wildlife data, education and public awareness projects, relevant policy and legislation and bushmeat experts;
- Preparation of detailed *Country Profiles* for each nation;
- Consolidation of Profiles in Central Africa Region Bushmeat Action Plan.

ii. Activities Completed during 2002:

- A central CITES Bushmeat Working Group office was established at the IUCN Central Africa Regional Office in Yaoundé, Cameroon in July 2002. The CBWG confirmed Mr. Marcellin Agnagna as the Regional Coordinator of the CBWG and Mr. Denis Koulagna Koutou, Director of Wildlife for Cameroon assumed the role of Chair of the CBWG. A formal Memorandum of Understanding was signed by the CBWG Regional Coordinator and the Director General of the IUCN-ROCA Office for management of operations, office space, usage of resources, etc. [Appendix A]. National Bushmeat Officers (NBOs) for each of the six member countries were officially appointed and participated in a joint planning meeting in July 2002 where the action plan was finalized and roles and responsibilities of NBOs were defined.
- A CBWG listserv [citesbwg@lists.aza.org] was established for the CBWG members, NBOs, funders, and partners by the BCTF. This list is used for regular communications among all participants in the group. Additional communications by the Regional Coordinator were carried out via telephone and during regular meetings. Computers for all NBOs and the Regional Coordinator were purchased and distributed in early 2003. Regional Coordinator and all members have regular internet access through their offices. Additionally, all official documents of the group are submitted to the CITES Secretariat which are then posted to the CBWG section of the CITES website (www.cites.org).
- An official meeting of the group took place in September 2002, three months following the official establishment of the CBWG office in Yaoundé. This meeting held the combined objectives of providing updates regarding bushmeat activities in the region as well as preparing for the upcoming CITES Conference of the Parties in Santiago, Chile in November. The Regional Coordinator developed a summary of the activities of the group from 2000-2002 (Appendix B). The group developed a timeframe for completion of priority action items which were included in the final report of the group (Appendix C).

- A growing network of regional bushmeat experts was established through the CBWG meetings at Garoua, Cameroon in March 2002; Douala, Cameroon in July 2002; Brazzaville; Congo in July 2002; and Douala, Cameroon in September 2002.
- The formal data collection of bushmeat information has not yet begun except through CITES-MIKE and the BCTF Bushmeat IMAP; NBOs did provide country updates at their 2003 regular meeting and plans were discussed regarding the establishment of country reports.

c. Policy and Legislation Review

i. Policy and Legislation Review Goals and Objectives

- Completion of consultants' report and recommendations for Central African bushmeat-related policy development;
- Implementation of recommended policy developments by Central African members of the CITES BWG;
- Bushmeat-related wildlife policies are better harmonized between Central African members of the CITES BWG.

ii. Activities Completed in 2002:

- Two consultants were hired to conduct a policy and legislation review with the assistance of the National Bushmeat Officers. The review was supported by funds provided by DEFRA-UK. The consultants began their work in March 2002 and the final report was reviewed at the September 2002 3rd official meeting of the CBWG in Douala, Cameroon (Appendix D).
- Discussions regarding follow through on the report's recommendations were discussed at the 4th official meeting of the CBWG (March 2003) and the Coordinator has made plans to visit all six member countries to discuss the report's findings with key decision makers.

d. Wildlife Management Structure Review

i. Wildlife Management Structure Goals and Objectives:

- Completion of consultants' report and recommendations regarding management structure in CITES BWG-member countries;
- Establishment of a model office demonstrating the resulting recommendations from the consultant's review.

ii. Activities Completed in 2002:

- A proposal for the development of this project was drafted by the Regional Coordinator of the CBWG and submitted for funding consideration in December 2002.

e. Public Awareness

i. Public Awareness Goals and Objectives:

- Completion of consultant’s report and recommendations on effective sensitization campaigns within member countries of CITES BWG;
- Initiation of effective projects (both pilot projects and country- and region-wide projects) to sensitize the public regarding the importance of the bushmeat problem.

ii. Activities Completed in 2002:

- A consultant was hired by the CBWG in September 2002 to complete a review of existing public awareness campaigns and to provide a proposal for a plan of action for individual national and coordinated regional development of public awareness campaigns in the Central Africa region. This report was completed and submitted for review to the members of the CBWG in December 2002 (Appendix E).

f. Private Industry and Wildlife Management Plans

i. Private Industry and Wildlife Management Goals and Objectives:

- Completion of Terms of Reference by CITES BWG for evaluation of forest concessions wildlife management plans;
- Incorporation of CITES BWG’s recommendations for forestry and mining concessions into national forestry policies.

ii. Activities Completed in 2002:

- The members of the CITES BWG attended the July/August 2002 meeting, “Wildlife Management and Conservation in Forestry Concessions in the Republic of Congo”, organized by the Ministry of Forestry Economy, the US Forest Service, the US Fish and Wildlife Service, the Wildlife Conservation Society and the US Department of State, who provided funding for the meeting in Brazzaville, Congo. This meeting was developed to bring key decision makers and industry representatives together to develop models for wildlife management, law enforcement and monitoring programs in logging concessions. In addition, the meeting set out to identify processes for integration of such plans into national and local planning activities. Subsequently, the Ministry of Forestry Economy of Republic of Congo made a proposal of formalized standards for wildlife conservation and management programs in forest concessions.
- The CBWG members will review the final results of this meeting when the document is prepared and will incorporate these results with those for their policy and legislation review and will develop a formal system of communication with relevant ministries in each country for the harmonization of wildlife management policy in logging concessions.

V. RELATED ACTIVITIES

- a. **Council on Foundations 53rd Annual Meeting, Chicago Illinois, April 29 – May 01, 2002.** The Regional Coordinator was invited to participate in a panel presentation on the bushmeat issue at this important annual meeting of funding institutions. The session provided background and information to funders about the critical nature of the bushmeat crisis facing key decision makers and the public in Africa. The Regional Coordinator provided a presentation and met with numerous funding institution representatives to discuss the importance of this issue and raised awareness about the efforts of the CITES Bushmeat Working Group. (Appendix F). [Funding provided by BCTF and Council on Foundations].
- b. **United States House of Representatives Subcommittee on Fisheries Conservation, Wildlife, and Oceans, Official Oversight Hearing on the Bushmeat Crisis, 11 July 2002.** The Regional Coordinator of the CBWG was invited as an official witness at this important congressional hearing on the bushmeat crisis. The Regional Coordinator presented a statement concerning the problems facing the Central Africa region regarding the bushmeat issue and encouraged international collaboration to address the issue (Appendix G). [Funding provided by USFWS].
- c. **CITES-MIKE meeting, Nairobi, Kenya, September 2002.** The Regional Coordinator attended a regular meeting of the CITES-MIKE program in Nairobi Kenya. This meeting was established to discuss the developments of information collection and management concerning this CITES program for the monitoring of the illegal killing of elephants. The program provides training for on-the-ground personnel in all elephant range states to gather data and to distribute to national elephant officers who then provide information to regional elephant coordinators. The CBWG Regional Coordinator attended this meeting to attain a better understanding of the system's development and to identify potential areas of collaboration with the CITES-MIKE system whereby they are gathering data related to bushmeat activities and can provide this information to the CBWG to partially fulfill their efforts in monitoring the bushmeat trade nationally and regionally in Central Africa. [Funding provided by USFWS].
- d. **Communiqué, November 2002 publication of the American Zoo and Aquarium Association:** The Bushmeat Crisis Task Force was asked to assist with the preparation of a complete issue on bushmeat for the November 2002 issue of Communiqué, the AZA monthly magazine. The CITES Bushmeat Working Group submitted a contribution to the article "Global and Governmental Efforts to Address the Bushmeat Crisis" (Appendix H). [No funding required].
- e. **Conference of the Parties 12, CITES, Santiago, Chile, 3-15 November 2002.** The CITES Bushmeat Working Group was officially renewed until CoP 13. The CITES Secretariat submitted Document 12.62, based on a draft developed by the BCTF and the CBWG, providing a review of the

accomplishments of the CBWG since CoP 11 in Nairobi, Kenya and recommending that it be renewed until CoP 13 considering that the group had made significant progress toward achieving its goals (Appendix I). [Funding provided by USFWS].

- f. **Gabon Bushmeat Workshop, 3-7 December 2002:** The Regional Coordinator attended a workshop in Gabon organized by the Ministry of Forestry Economy, the Food and Agriculture Organization and the Wildlife Conservation Society and supported by the USFWS regarding the bushmeat trade in Gabon. This workshop had as one of its objectives to establish a national bushmeat action plan for Gabon. The CBWG benefited from being able to participate in this workshop and identify an effective mechanism for information sharing and national bushmeat action plan development. [Funding for participation of Regional Coordinator provided by conference organizers].

VI. SUMMARY OF GENERAL INDICATORS

- Establishment of *National Bushmeat Action Plans* based on wildlife, legislation and education reviews, recommendations and databases;
- Establishment of a *Bushmeat Action Plan for Central Africa* that includes elements of all of the above;
- A reduction in the illegal, commercial trade in bushmeat, especially as regards cross-border trade and the trade in threatened or endangered species;
- Increased effectiveness of protection for protected areas;
- Increased general understanding of causes and effects of illegal, commercial bushmeat trade among general public and key decision makers;
- Implementation of existing national policies regarding wildlife management plan development and controlled exploitation within private industry operations;
- Development of alternate forms of income and protein for general public.

According to the general indicators of success originally proposed for this project there has been significant progress overall toward achieving the stated indicators. The bushmeat issue in general in the Central Africa region has become a central theme of many key meetings and discussions. Gabon has already begun the process of development of a national bushmeat action plan and the Regional Coordinator will be able to benefit from participation in this process toward identifying training needs for the NBOs in information collection and management. It is anticipated that by the conclusion of the CBWG activities in 2004 there will be draft action plans developed for all CBWG member countries. It is too early to identify the trends in the trade though the policy and legislation review has identified existing legislation related to wildlife and provided important recommendations for the group to follow. Contribution to the training of wildlife officers and personnel through the Garoua Wildlife College is anticipated to encourage the reduction in the illegal bushmeat trade. The countries of this region are all participants in the Congo Basin Forest Partnership, an initiative developed by the US Department of State and in collaboration with the US Agency for International Development. This program maintains an important focus on protected areas and the

CBWG members are in communication with the members of this new initiative. The proposal developed by the public awareness consultant has provided an excellent base from which national awareness campaigns can be developed. BCTF is working with the CBWG to pursue the necessary funding to implement the recommendations provided in this proposal. Already there are important campaigns being initiated in the region and as a result of the proposal's review, the CBWG is in an excellent position to learn from the experience of these pre-existing campaigns as they develop their own campaign. Overall, the group has contributed considerably to developing a high level focus on the bushmeat issue in the Central Africa region. It is certain that without the funding provided by the John D. and Catherine T. MacArthur Foundation, the USFWS, and DEFRA that the significant progress that has been made in 2002 would not have occurred. The momentum for this group is extremely high and it is anticipated that significant progress in all areas will be made in 2003.