



**STATEMENT**

**OF**

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**EXECUTIVE SECRETARY**

*On the occasion of*

**BEYOND ENFORCEMENT: COMMUNITIES, GOVERNANCE,  
INCENTIVES AND SUSTAINABLE USE IN COMBATING ILLEGAL  
WILDLIFE TRADE**

**26 FEBRUARY 2015**

**MULDERSDRIFT, SOUTH AFRICA**



**Convention on  
Biological Diversity**

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Distinguished participants, colleagues, ladies and gentlemen:

It is a pleasure to address you at this Global Symposium on the role of communities, governance, incentives and sustainable use in combating illegal wildlife trade. I would like to take this opportunity to applaud the Government of South Africa and the co-sponsoring Government of Austria, as well as the International Union for Conservation of Nature, the International Institute for Environment and Development, the Wildlife Trade Monitoring Center, the Center of Excellence for Environmental Decisions and the University of Queensland, for organizing this timely event.

As we start our discussions, let us recall the work on community-based institutions led by Dr. Elinor Ostrom, 2009 Nobel Prize Laureate in Economic Sciences. Her research on how communities cooperate to share resources drives to the heart of our Symposium about resource use, governance and the future of our planet.

Dr. Ostrom's work answers popular theories about the "Tragedy of the Commons", interpreted to mean that private property is the only means of protecting finite resources from ruin or depletion. In developing a viable approach to the management of the commons, she noted with importance, among other things, that a resource can be clearly defined and that the rules governing the use of the resource are adapted to local conditions. Based on her extensive work, Dr. Ostrom offers eight principles for how commons can be governed sustainably and equitably in a community.

In the words of Dr. Ostrom "*we will all be the poorer if local, self-organized institutions are not a substantial portion of the institutional portfolio of the twenty-first century*" (Ostrom, 1994). Her accomplishments have been documented around the world, revealing that the community itself could often define ways to govern the commons to assure its survival for their needs and those of future generations. She also revealed how communities develop monitoring mechanisms consistent with the customs that characterize the way in which those communities live. Effective examples of "governing the commons" have been reported in her research in Kenya, Guatemala, Nepal, and Turkey, to name a few.

While we must be mindful, that there is no right manner to manage common-pool resources in ways that will always be effective, the eight principles of Dr. Ostrom's work can help us understand, for instance, how different common-pool resources might be best managed and which rules systems and systems of organization have the best chance of success or failure.

These principles can help us chart collective action against illegal wildlife use and related trade. In this context, I would like to address two points and call upon you to use this Symposium as a platform to showcase the experience and contributions of indigenous peoples and local communities in assessing and mitigating impacts from illegal use and hunting, as well as to report on measures taken by governments to incentivise co-management actions to sustainably manage wildlife and their habitats.

Ladies and Gentlemen,

The relationship between people and protected areas is one of the most challenging. It encapsulates the problems inherent in trade-offs between common goods and the rights and needs of the individual.

Expanding the area under official protection has been shifting to recognize the need for a governing framework, consistent with international and national laws, which includes equitably managed, ecologically representative and well connected systems of protected areas, integrated into the wider landscape. Governments have also been placing attention towards the need to empower local users of biodiversity components, supported by rights to be responsible and accountable for the use of the resources concerned. This has been shown in the guidance for the equitable distribution of costs and benefits developed under the CBD Programme of Work on Protected Areas, emphasizing diverse protected area governance types, participatory decision making and management processes incorporating and responding to the interests of a broad range of stakeholders, particularly indigenous peoples and local communities.

National reports to the CBD have also highlighted successful examples of collaborative management through community conserved areas and good governance approaches. The involvement of indigenous peoples and local communities in wildlife management has, in some contexts, helped to increase wildlife populations and reduce illegal wildlife use. New schemes aiming to restore wildlife populations in reserves, for example, are all the more engaging of indigenous and local community conserved areas. These new programmes can offer a multitude of benefits including employment, ecotourism benefits, and education initiatives. Building on the work of international processes, the recently concluded 6<sup>th</sup> World Parks Congress in Sydney, Australia, in 2014, has also adopted a set of recommendations to enhance the diversity, quality and vitality of governance in the next decade.

This leads me to my first point, there are numerous examples from all corners of the world revealing how local communities manage wildlife sustainably and address poverty and livelihood security issues. Some inspiring lessons include:

**Community conservation areas coined as “Conservancies” in Kenya** – are widely created in pastoralist areas in the southern and central part of the country. These provide a range of local values, including local land tenure arrangements over pasture and grazing areas, and a legal structure for communities to enter into third-party joint ventures with tourism investors to generate local revenue from wildlife.

**Namibia’s community-based natural resource program-** has 66 registered communal area conservancies. The co-management model in Bwabwata National Park plays an important role in devolving ownership to local resource users, providing legal and institutional management and devising a governance framework to meet local needs and conditions.

**Brazil’s local communities extractive reserves** - is an innovative conservation unit which grants the use of public lands to local communities to promote conservation in tropical rainforests and other threatened ecosystems, with exclusive user rights. Based on a progressive socio-economic concept that was developed by Chico Mendes and the National Council of Rubber Tappers, law adopted in 1989 and 1990 regulations, Brazil has established 88 Extractive

Reserves between 1990 and 2014, with varying sizes, to protect the rights of forest and wetland dependent communities.

**Territorial Users Fishery Rights (TUFR) of Chile** - are recognized worldwide as an example of a small-scale fisheries arrangement with social-ecological success improving the sustainability of the resource. Based on a 1989 law, 707 areas were established between 1995 and 2014. TUFR areas are a classic example of Ostrom's theory on the commons.

**Governance systems of indigenous nomadic tribes and traditional communities in Iran** - continue in a diversity of bio-cultural landscapes and ecosystems, which include a variety of wetlands, marine and coastal ecosystems, deserts, forests, rangelands and grasslands. The unique characteristics of these indigenous community conserved areas have motivated the promotion and revival of natural resource governance and management systems in the ancestral and traditional territories which have sustained their way of life for thousands of years. As such, Iran announced at the World's Parks Congress that it has doubled its system of protected areas with the recognition of traditional pastoral lands in grassland biomes.

**Indigenous Protected Areas (IPAs) in Australia:** have been integrated into the country's protected area systems. IPAs provide for managing resources without the loss of autonomy. These also accord public recognition of the natural and cultural values of indigenous territories and of the capacity of indigenous people to protect and nurture those values. The first network of Indigenous Protected Areas was formally proclaimed in 1998, over an Aboriginal owned property called Nantawarrina in the northern Flinders Ranges of South Australia. There are now more than 20 declared IPAs in Australia.

**Community-based forest and participatory protected area management programs in Nepal** - are directly benefitting millions of households, providing access to resources for local people and increasing supplies of forest products, empowering rural women, poor and disadvantaged groups, promoting income generation and community development activities, improving the livelihoods of people in rural areas and conserving biodiversity. Forest degradation and loss has declined substantially and even reversed in many areas, particularly in the Middle Mountains,

after implementation of the community forestry program began. As of June 2013, 18,133 community forest user groups involving 2.24 million households are managing 1.7 million hectares of forestland under the community forestry programme. The recovery of tiger population after 2009 is a notable achievement, credited not only to the expansion of protected area and effective implementation of anti-poaching plans, but also to curbing of illegal trade of wildlife parts through joint efforts of government, non-government agencies, and local communities. A key incentive for this is that 50% of the revenues of national parks from visitors and ecotourism returns directly back to the local communities. Strengthened trans-boundary cooperation has also helped to curb illegal trade in animal parts. Nepal has made a strong commitment to double its 2010 population of tiger by 2022.

Ladies and gentlemen,

Community-based approaches can minimize costs, render opportunities, and encourage regulated uses of biological diversity, increasing the sustainability of the use. Resources for which individuals or communities have use, non-use, or transfer rights are usually applied more responsibly because they no longer need to maximize benefits before someone else removes the resources. Therefore, sustainability is generally enhanced if Governments recognize and respect the "rights" or "stewardship" authority, responsibility and accountability to the people who use and manage the resource. To reinforce local rights or stewardship of biological diversity and responsibility for its conservation, resource users should participate in making decisions about the resource use and have the authority to carry out actions arising from those decisions. Fiscal and other incentive measures are additional elements for success.

The Strategic Plan for Biodiversity 2011-2020, including its twenty Aichi Biodiversity Targets, has been adopted as a global framework to conserve, restore and sustainably use biodiversity and enhance its benefits for people. Wildlife conservation is at the heart of this Plan, which includes in its mission to, “take effective and urgent action to halt the loss of biodiversity”. Target 12, for example, aims to prevent the extinction of threatened species by 2020 and improve the conservation status of those species most in decline.

Sustainable use of biodiversity cuts across several other targets, relevant to wildlife management and conservation. For example Targets 5, 7, 9 and 13, which respectively, deal with: reducing the loss of natural habitats; sustainable forest management; measures to control and prevent invasive alien species; and strategies to safeguard genetic diversity of wild animals and plants, including other socio-economically and culturally valuable species. On the socio-economic front, Targets 2, 3, 4, 18, 19 and 20 respectively, deal with: cross-sectoral integration; incentives for sustainable use of biodiversity; sustainable productions and consumption; traditional knowledge; science and technology and financial resources. These are also essential components of sustainable wildlife management.

With the entry into force of the Nagoya Protocol issues concerning benefit sharing arrangements from captive breeding or propagation programs for source countries for species produced in non-range States will also need to be addressed. The benefits to original primary harvesters from ranching programs, for example, also require consideration.

In this context, the Convention aims to meet its three objectives to conserve biodiversity, sustainably using its components and ensure the access and sharing of the benefits arising for the use of genetic resources as a means to achieve sustainable development goals, within the post 2015 UN development agenda.

The 12<sup>th</sup> meeting of the Conference of the Parties, held last October, in Pyeongchang, Republic of Korea, adopted the Global Plan of Action on Customary Sustainable Use of Biological Resources. It has been closely aligned to CBD Article 8(j), which provides for the sharing of the benefits arising from traditional knowledge use, Article 10(c) and the ecosystem approach to

help pursue benefits of biodiversity conservation, including food security and poverty alleviation. Customary use can be incorporated into a variety of management practices such as, local control over environmental management, and co-management systems. In this regard, the recently proposed initiative of the Provincial Government of Quebec (a province in Canada) is worth mentioning. The Government of Quebec in partnership with the Inuit of Nunavik and the Cree First Nation, intends to establish the “Parc National des Lacs-Guillaume-Delisele-et-a-l'Eau” to protect a representative sample of Hudson Cuestas and Plateau in the Southeast coast of the Hudson Bay, with full engagement of Inuit and Cree communities in all steps of the process and fully respecting their traditional hunting rights.

Ladies and Gentlemen,

This leads me to final point.

Efforts taken by the Parties to the Convention to implement the Strategic Plan for Biodiversity 2011-2020 have generated tools and lessons that will contribute to the action points called for in the London Declaration, particularly regarding the involvement of communities, sustainable livelihoods and economic development.

At the 12<sup>th</sup> Meeting of the Conference of the Parties to the CBD, Parties recognized in Decision XII/18 the considerable scale and detrimental economic, social and environmental consequences of illegal trade in wildlife as well as the importance of embedding a livelihood and governance perspective to address the challenge.

Through the work of the Collaborative Partnership on Sustainable Wildlife Management (CPW), fourteen likeminded partners, including the CBD Secretariat and several organizations joining us today, have been devising initiatives to safeguard biodiversity and sustainably use wildlife resources, strengthen local capacities and foster international cooperation where it matters most. The soon to be launched e-sourcebook on bushmeat is an example of the type of joint awareness raising initiatives developed by the CPW.



Monitoring and curbing wildlife crimes in protected areas and outside these, requires a coherent and cross-sectoral approach integrating wildlife values into other policies and plans of relevant economic and social sectors to ensure consistencies in legal and policy frameworks. Countries have been revising their National Biodiversity Strategies and Action Plans and reporting to the CBD on measures taken to manage their wildlife resources and prevent their declines. Additional measures coupled to community based approaches, include the development of management plans and enforcement approaches, hunting regulations, licensing and permit systems for trade of species of wild flora and fauna, wildlife quota, environmental impact assessments, awareness raising, training measures and monitoring surveys. In addition, links to the Convention on International Trade in Endanger Species of Wild fauna and Flora, and other international obligations, have been underscored in these reports.

Numerous challenges linked to rising profits from illicit activities, increased access to firearms by community members, increased poverty, loss of traditional governance systems, urbanization and changes to community value systems, among other land use and climate related threats remain. A growing human population, increased intensity of natural resource consumption, hunting pressures and the loss of natural habitat, both in space and quality, exacerbates the threat of loss to human wellbeing and biodiversity. The 4<sup>th</sup> Edition of the Global Biodiversity Outlook reported that the combination of such pressures has triggered the decline of many wildlife species, with impacts to ecosystem functions and stability, and the livelihoods of indigenous peoples and local communities requiring further review.

The limited distinction between illegal activities driven by large scale profits, versus those driven by poverty poses serious threats to local communities. The challenge for many countries is to counter the strong economic forces in the illegal trade that far outmatch incentives to conserve and sustainably use wildlife resource. The impact of declining wild populations of species that are important for subsistence use or income generation on livelihoods cannot be overlooked. In this context, empowering indigenous peoples and local communities and incentivizing them through co-management approaches to sustainably manage wildlife, will be crucial.

Let's ensure that the insights and science based findings emanating from this event effectively inform the inter-governmental Conference on Illegal Wildlife Trade in Kasane, Botswana, next month, in its assessment of what has been achieved since adoption of the London Declaration. In my view, this event can also provide significant input to UN political processes, especially in the follow up and review to the implementation of decisions adopted by the Conference of the Parties to the Convention on Biological Diversity (CBD), among others.

I thank you for your attention.