E

联合国粮食及农业组织 | Food and Agriculture Organization of the United Nations | Organisation des Nations Unies pour l'alimentation et l'agriculture | Продовольственная и сельскохозяйственная организация Объединенных Наций | Organización de las Naciones Unidas para la Alimentación y la Agricultura | منظمة الأغذية والزراعة للأمم المتحدة

COMMITTEE ON FISHERIES

SUB-COMMITTEE ON FISH TRADE

Fifteenth Session

Agadir, Morocco, 22‑26 February 2016

UPDATE ON CITES RELATED ACTIVITIES

Executive Summary

This paper provides an update on the activities undertaken by FAO since the report of the Fourteenth Session of the Sub-Committee on Fish Trade (COFI:FT/XIV) in 2014 in relation to the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) related. These include the work conducted by FAO to improve capacity in the assessment and management of CITES listed species.

Suggested action by the Sub-Committee

- Provide guidance on setting thematic priorities for FI regarding its future work related to CITES within the framework of the existing Memorandum of Understanding (MoU); and
- Consider addressing the current scarcity of regular programme funds for the CITES-related activities by FAO, in particular for the organization of the Fifth FAO Expert Advisory Panel for the Assessment of Proposals to Amend Appendices I and II of CITES concerning commercially-exploited aquatic species.

INTRODUCTION

1. CITES is an international agreement established with the objective of protecting and conserving endangered species by ensuring that their survival is not threatened by international trade. Roughly 5 000 species of animals and 29 000 species of plants are subject to protection by CITES against over-exploitation through international trade. Those species are listed in one of three Appendices, and international trade in these species is controlled according to the degree of protection they require.

2. The CITES Appendices currently include close to 100 commercially-exploited aquatic species of fish, molluscs and echinoderms, including amongst others, basking shark (*Cetorhinus maximus*), great white shark (*Carcharodon carcharias*), whale shark (*Rhincondon typus*), all species of sawfishes (Pristidae), sturgeons (*Acipenser brevirostrum* and *A. sturio*), European eel (*Anguilla anguilla*), Napoleon wrasse (*Cheilinus undulatus*), all species of seahorses (Hippocampus spp.), Caribbean queen conch (*Strombus gigas*), giant clams (Tridacnidae) and one species of sea cucumber (*Isotichopus fuscus*). Moreover, the listings of new species of sharks were introduced in the Appendix II in 2013 and entered into effect on 14 September 2014. The new shark species in Appendix II are: Oceanic whitetip shark (*Charcharhinus longimanus*); Porbegle (*Lamna nasus*); Scalloped Hammerhead shark (*Sphyrna lewini*); Great hammerhead shark (*Sphyrna mokarran*); Smooth Hammerhead shark (*Sphyrna zygaena*); Manta rays (*Manta* spp.).

3. An MoU between FAO and CITES (2006) formalizes the intentions of the two organizations in strengthening cooperation on common issues related to commercially-exploited aquatic species. The MoU has been considered an important achievement by many FAO member countries and parties to CITES.

4. The 2006 MoU stipulates that "the signatories will cooperate as appropriate to facilitate capacity building in developing countries and countries with economies in transition on issues relating to commercially-exploited aquatic species listed on the CITES Appendices". Therefore, FAO and CITES are currently collaborating to assist countries with the implementation of the recent listings of sharks and manta rays included in CITES Appendix II.

5. In 2014, FAO in close consultation with the CITES Secretariat, organized two regional consultative meetings for identifying countries and areas that should receive assistance from FAO and CITES on a priority basis. The regional consultative workshop on capacity assessments for the implementation of new CITES listings of sharks and manta rays was held in Casablanca, Morocco in February 2014[1]. The Asian regional consultative workshop on capacity assessments for the implementation of new CITES listings of sharks and manta rays was held in Xiamen, China in May 2014[2]. During the meetings the participants produced region-specific roadmaps and plans of activities accompanied by formal declarations of intent for the implementation of CITES requirements in relation to shark and manta rays. The outcomes of the meetings formed the basis for the identification of subsequent national or (sub-) regional support activities for implementing the CITES listings of sharks and manta rays.

6. This paper provides an updated overview of the CITES related activities undertaken by FAO since COFI:FT/XIV. It includes the work conducted by FAO to improve capacity in the assessment and management of listed species, the work conducted under the Trust Fund Projects on "CITES and commercially-exploited aquatic species, including the evaluation of listing proposals (Phase I and Phase II)", funded by the Government of Japan, the collaboration with the CITES Secretariat in the

[1] FAO. 2014. *CITES-FAO Report of the Regional consultative workshop on capacity assessments for the implementation of new CITES listings of sharks and manta rays.* Fisheries and Aquaculture Report No. 1083. Rome. 15 pp.

[2] FAO. 2014. *Report of the Asian Regional Consultative Workshop on Capacity Assessments for the Implementation of New Cites Listings of Sharks and Manta Rays*. Fisheries and Aquaculture Report No. 1084. Rome. 22 pp.

implementation of the listings of sharks and manta rays entered into effect in 2014 and the work conducted under the work plan.

ASSISTANCE IN RELATION TO LISTED SPECIES

Sharks

7. The recent listings of new shark species demonstrate that a large number of countries are concerned about the status and fisheries of vulnerable elasmobranchs. The FAO International Plan of Action for the Conservation and Management of Sharks (IPOA-Sharks 1999) was developed to address these concerns; FAO Members expect to be regularly updated on the national and regional implementation of the IPOA-Sharks and that FAO assists developing countries in improving the management and conservation of shark stocks in their waters.

8. FAO is assisting in the development and implementation of National Plans of Action (NPOAs) for the Management and Conservation of Sharks in different regions including in the Caribbean and the Indian Ocean, in particular for the NPOA-Sharks of Antigua and Barbuda, the NPOA-Sharks of Barbados and the NPOA-Sharks of Trinidad and Tobago. In March 2015 in St John, Antigua and Barbuda, 67 participants from fisheries, environment and tourism and the CITES Secretariat attended three national consultations. The NPOA workshops in Trinidad and Tobago have been delayed due to capacity shortages in-country, and discussions are on-going to assist Guyana with development of their shark management.

9. On 8 August 2014 FAO and CITES concluded an Agency to Agency Agreement entitled "CITES-FAO Collaboration on Immediate Actions in Support of the Implementation of CITES Listings of Sharks and Manta Rays". Under the Agreement, CITES has made available a small amount of funding to FAO in support of addressing CITES obligations as part of FAO's on-going legal assistance projects on capture fisheries legislation. Together with the CITES Secretariat, the FAO Legal and Ethics Office (LEG) has undertaken to identify two legal assistance projects that could benefit from additional activities on implementation of CITES obligations in relation to the recent shark and manta ray listings. These projects are TCP/SUR/3502 "Updating Suriname`s capture fisheries legal framework" and a project completed in the Maldives in October 2015 and putting in place provisions to accommodate CITES elements in regulations, empowering the Minister and providing mechanisms for the implementation and enforcement of binding conservation and management measures of regional fisheries management organizations to which the Maldives is a member.

10. To facilitate the comprehension and access to regulations related to the management and conservation of sharks[3], FAO has developed a database on shark management measures from regional fishery bodies (RFBs), international organizations and national plans of action and legislation. This database provides easy access to regulations on sharks (skates, rays and chimaeras) from RFBs, countries and global instruments such as CITES and the Convention on the Conservation of Migratory Species of Wild Animals (CMS). The RFB regulations and recommendations relevant for the management and conservation of shark species vary from binding recommendations or resolutions to non-binding measures. They include sharkfin measures, catch and gear regulations, prohibited species, area closures, reporting requirements and research programmes. The database is aimed at policy makers, managers, scientists and other interested stakeholders. It is dynamically linked to the FAO database on fisheries legislation – FAO LEX - as well as the FAO repository for Plans of Action (regional and national), and will be updated with new regional and international measures after regional commission/committee meetings. The database is in the final phase of development and testing and is expected to be finalized in the first quarter of 2016. The development of this database is being conducted

[3] The term "shark" includes all species of sharks, skates, rays and chimaeras (Class Chondrichthyes).

under a CITES/FAO collaborative project funded by the European Union (EU) and under a Trust Fund project supported by the Government of Japan.

11. FAO is applying considerable efforts to help improve fishery and shark data by providing a range of identification tools. To improve the capacity of fishery inspectors and customs officers in the identification of shark species from their fins, FAO developed two products: the iSharkfin software[4] and the SharkFin Guide[5]. A first version of iSharkFin was released in January 2015. It allows the identification of 35 shark species from dorsal fins and 7 species from pectoral fins. The SharkFin Guide provides the description of the dorsal, pectoral and caudal fins of 16 shark species that are globally distributed and are of major importance owing to either their conservation status or because they are a main target for the international trade in the fins. The iSharkfin software and the SharkFin Guide were developed in close collaboration with the University of Vigo, Pontevedra, Spain, and the FAO FishFinder Programme, with the financial support from the Government of Japan and the CITES Secretariat. Training activities for the identification of shark species from their fins are planned to take place in Latin America and Asian countries starting from November 2015.

12. In 2014 considerable progress was made towards the enhancement of knowledge on deep-sea shark species and the ability of fishery workers to identify them in the field. Following the publication in 2013 of a species catalogue and identification guide for deep-sea sharks of the Indian Ocean, FAO produced the second Indian Ocean catalogue volume focusing on batoids and chimaeras[6] in 2014. Moreover, an analogous set of identification tools for deep-sea cartilaginous fishes occurring in the southeastern Atlantic Ocean[7;8] was developed. Two regional capacity development workshops on how to use the latter identification tools were organized in Mauritius, for the Indian Ocean region and Cape Town for the South Atlantic[9] region. A total of 34 participants, from a wide range of countries and fields of expertise, including taxonomy and bio-ecology of cartilaginous fishes attended the workshops[10]. The participants were introduced to the anatomical features and taxonomy of the orders of deep-sea cartilaginous fishes occurring in the two areas, the use of the taxonomic keys included in the reference text material and the methodologies of processing and identifying a selection of specimens. In addition, a biological data collection protocol was illustrated thus allowing for better reporting of shark specimens.

13. The lack of reliable data reporting on international trade in sharks has long been a significant problem. The major issues are inconsistencies in commodity coding and widespread under-reporting and non-reporting of fin trade. In 2015, FAO published an analysis focusing on providing an updated picture of the world market for shark products[11]. This study is based on data that in many cases have only become available in recent years, such as the quantitative and qualitative data relating to the key market characteristics of the major traders of shark products and their trading partners. During the last few years, FAO has collaborated with the World Customs Organizations (WCO) to improve the

---

[4] www.fao.org/fishery/ipoa-sharks/iSharkFin/en.

[5] FAO. 2015. *SharkFin Guide: identifying sharks from their fins*, by Lindsay J. Marshall and Monica Barone. Rome, Italy (in press).

[6] D.A. Ebert. 2014. *Deep–sea Cartilaginous Fishes of the Indian Ocean. Volume 2. Batoids and Chimaeras*. FAO Species Catalogue for Fishery Purposes. No. 8, Vol. 2. Rome, FAO. 129 pp.

[7] D.A. Ebert. 2015. *Deep–sea Cartilaginous Fishes of the Southeastern Atlantic Ocean*. FAO Species Catalogue for Fishery Purposes. No. 9. Rome, FAO. 251 pp.

[8] Ebert, D.A. and Mostarda, E. 2015. *Identification guide to the deep–sea cartilaginous fishes of the southeastern Atlantic Ocean.* FishFinder Programme, FAO, Rome. 70 pp.

[9] FAO. 2015. *Report of the Regional Workshop on the Identification of Deep-sea Cartilaginous Fishes of the Indian Ocean. Albion, Mauritius, 10–13 June 2014*. Fisheries and Aquaculture Report No. 1091. Rome. 41 pp.

[10] FAO. In preparation. *Report of the Regional Workshop on the Identification of Deep-sea Cartilaginous Fishes of the southeastern Atlantic Ocean*. *Cape Town, South Africa, 23–26 June 2015.* Fisheries and Aquaculture Report.

[11] Dent, F. & Clarke, S. 2015. *State of the global market for shark products*. Fisheries and Aquaculture Technical Paper No. 590. Rome, FAO. 187 pp.

coverage of agriculture, forestry and fishery products in the Harmonized System (HS) classification. This new classification has a specific code for shark fins in cured form (i.e. dried, salted or in brine). From 1 January 2017, the coverage for sharks and shark fins (and also of rays and skates) will be further improved, with new subheading codes for shark fillets and shark meat in fresh or chilled and frozen forms, and for shark fins in fresh or chilled, frozen and prepared and preserved forms.

14. The "Internal FAO review of the status of commercially-exploited aquatic species listed in CITES appendices" was finalized under the Trust Fund Projects on "CITES and commercially-exploited aquatic species, including the evaluation of listing proposals (Phase II)", funded by the Government of Japan. Starting with the creation of a literature database of scientific papers, reports and publications for the shark species listed before 2013, this internal review analysed the information available in terms of trends in abundance and assessments available before and after the listings of the shark species. The review highlighted the improvements in the knowledge of the habitat, distribution and population structure representing a referenced background for further consideration on the impact of the CITES listing.

Napoleon Fish

15. Napoleon fish (or Humphead wrasse, *Cheilinus undulatus*) has been listed by CITES since 2004, after earlier being listed as vulnerable on the International Union for Conservation of Nature (IUCN) Red List of Threatened Species in 1996, the first Red List assessment to focus specifically on the status of marine fishes. From 7–11th December 2015, FAO provided technical assistance to a workshop attended by the Indonesian Ministry of Marine Affairs and Fisheries, Ministry of Environment and Forestry, Indonesian Institute of Sciences, biologists, CITES and international advisors to discuss and explore novel methods for managing this Appendix II listed coral reef fish. The discussions concentrated on methods to decide quota allocations and nascent juvenile capture based aquaculture initiatives. The workshop attendees also contributed to the formulation of a National Plan of Action for the Napoleon Fish in Indonesia.

Queen Conch

16. Queen conch has been listed in CITES Appendix II since 1992, but continuous concerns about unsustainable levels of exploitations have kept this species under a Significant Trade Review process by CITES since 1995. The Organization for the Fisheries and Aquaculture Sector of the Central American Isthmus (OSPESCA), the Western Central Atlantic Fishery Commission (WECAFC) and the Caribbean Regional Fisheries Mechanism (CRFM) Working Group on Queen Conch was established in 2012 and organized its first meeting in Panama City, Panama, in October 2012.

17. Through WECAFC, FAO in collaboration with CITES and the Caribbean Fisheries Management Council (CFMC) supported the second meeting of CFMC/OSPESCA/WECAFC/CRFM Working Group on Queen Conch, in Panama City, in November 2014[12]. The meeting reviewed a draft Regional Queen Conch Management and Conservation Plan with 26 potential fisheries management measures, and determined which measures will contribute most to the sustainability of the stocks and livelihoods of those involved in queen conch fisheries in the region. The experts at the meeting reached agreement on the use of regional harmonized conversion factors for the various degrees of processing of conch meat and on a format for non-detriment findings (NDF).

[12] FAO Western Central Atlantic Fishery Commission 2015. *Report of the second meeting of the CFMC/OSPESCA/WECAFC/CRFM Working Group on Queen Conch*. *Panama City, Panama, 18–20 November 2014.* Fisheries and Aquaculture Report No. 1097, Bridgetown, Barbados, FAO. 229 pp.

FUTURE ACTIVITIES BY FAO

18. FAO intends to continue working on a number of the activities described above, in particular those related to the development and implementation of IPOA Sharks, the shark measures database, and queen conch. FAO will also participate in relevant CITES meetings (e.g. Animals Committee and Standing Committee) over the next two years to: (1) present FAO data, activities and views on the conservation and management as well as on the international trade of commercially exploited aquatic species to CITES Parties; and (2) to report back to FAO Members about relevant issues and developments in CITES.

19. FAO is committed to organize the Fifth FAO Expert Advisory Panel for the Assessment of Proposals to Amend Appendices I and II of CITES Concerning Commercially-exploited Aquatic Species. Early discussion papers have been released by the United States of American and the European Union (Member Organization) to stimulate discussion around a review of species which may warrant further consideration in preparation for the Seventeenth Meeting of the CITES Conference of the Parties (CoP17), which will take place in Johannesburg, South Africa, from 24 September to 5 October 2016.

20. FAO will continue to coordinate a series of training activities for the identification of shark species from their fins. Training courses are being planned in Latin America and Asian countries. Moreover, the development of video tutorials for the use of the iSharkFin is being linked to the development of a set of remote training tools that CITES and FAO are currently negotiating. These activities are being carried out with the collaboration of the University of Vigo, Pontevedra, Spain, the CITES Secretariat and with the support of local organizers and of the European Union (Member Organization) under the Agreement "CITES-FAO Collaboration on Immediate Actions in Support of the Implementation of CITES Listings of Sharks and Manta Rays".

21. FAO is organizing a regional workshop on seafood traceability systems entitled "Food practices in national and regional traceability systems in Asia" in Kochi, India in March 2016, partially supported under the CITES-FAO collaboration. This workshop provides capacity building on good practices versus common practices at national level to combat illegal, unreported and unregulated (IUU) fishing, as well as working sessions with traceability experts and member countries on the development of indicators of good practice for self-assessment by governments.

22. The FAO FishFinder Programme is collaborating with the Subregional Office for the Caribbean (FAO-SLC) in the development of both a poster and pocket guide aimed at improving the reporting of commercially and recreationally important shark species occurring in the Wider Caribbean region, including those species listed under CITES (Appendices I and II).

23. FAO will continue to update the shark measures database to facilitate access to information on measures and recommendations issued by RFBs, international organizations or at the national level.

24. FAO is committed to improve the knowledge of the impact and implication of CITES listings on the listed species. In this regard, FAO will produce a review of the status of the sharks species listed in CITES Appendix II at the last Conference of the Parties (CoP16) in 2013 in selected countries, along with the evaluation of the impact of CITES listings on the listed species, their fisheries, trade and livelihoods of the local communities in selected countries in 2016.