Convention on the Conservation of Migratory Species of Wild Animals (CMS)

Secretariat provided by the United Nations Environment Programme (UNEP)

Twelfth Meeting of the CMS Scientific Council

Glasgow, Scotland, United Kingdom, 31 March-3 April 2004

CMS/ScC12/Doc.4

DRAFT CMS STRATEGIC PLAN 2006-2011

(Note prepared by the Secretariat)

By Resolution 7.6 the Conference of the Parties confirmed the need for intersessional work on the elaboration of the next Strategic Plan (2006-2011) of the Convention. To this purpose, it decided to set-up an open-ended working group under the Chairmanship of Switzerland, with the task of drafting the Strategic Plan for consideration at COP8.

Intersessional work taken forward by the Group led to the elaboration of successive draft versions of the Strategic Plan for 2006-2011, the latest of which is attached to the present note.

The present version was already circulated to the Contracting Parties and to the Scientific Councillors in December 2003 (and subsequently also to the CMS Agreeements), with a request to submit comments by 28 February 2004. The relevant cover note, providing guidance on the requested input, is attached.

The same version had also been tabled at the Workshop on the elaboration of the strategy for the CMS Scientific Council, which was held in Edinburgh from 27-28 November 2003. The workshop made a series of proposals on the further elaboration of the Strategic Plan, consisting notably in the addition of a mission statement and several drafting amendments of the goals and operational objectives aimed at making them more outcome-oriented (see also ScC12/Doc.3 chapter 3 in this regard). These proposals are not yet reflected in the attached version of the draft Strategy. They are on the other hand already incorporated in the draft Strategy Implementation Plan, which is submitted for the consideration of this meeting of the Council in document ScC12/Doc.3 Annex I.

Insofar as possible, a revised version of the draft Strategic Plan, incorporating all comments and proposals received by the deadline of 28 February (including the proposals of the above-mentioned workshop in Edinburgh), will be prepared by the Chair of the open-ended working group shortly before the meeting and circulated to the participants.

The draft Strategic Plan for 2006-2011 is submitted to the 12th Meeting of the Scientific Council for review and suggestions on its further elaboration. Participants are recommended to examine the document in conjunction with the draft Strategy Implementation Plan (ScC12/Doc.3 Annex I), in order to already consider the suggestions of the workshop in Edinburgh and to evaluate the possible implications of proposals of amendment to the goals and operational objectives on the proposed Implementation Plan for the Scientific Council.

For reasons of economy, documents are printed in a limited number, and will not be distributed at the meeting. Delegates are kindly requested to bring their copy to the meeting and not to request additional copies.

CONVENTION ON THE CONSERVATION

OF

MIGRATORY SPECIES OF WILD ANIMALS

Draft STRATEGIC PLAN FOR 2006 – 2011

comments by the authors are included (in green normal fonts) in boxes.

PREAMBLE

In recognition of the fact that migratory species of wild animals are of global importance, the United Nations Conference on the Human Environment (Stockholm, 1972), with the endorsement of the twenty-seventh session of the General Assembly, called upon the world community of States to draw special attention to the conservation of species of wild animals that regularly cross national borders or that migrate in international waters. The Convention on the Conservation of Migratory Species of Wild Animals (CMS) was concluded in 1979 as a consequence.

The preamble to the Convention recognises, *inter alia*, that:

- wild animals possess ever-growing value from environmental, ecological, genetic, scientific, aesthetic, recreational, cultural, educational, social and economic points of view;

- migratory species in their innumerable forms are an irreplaceable part of the earth's natural system, which must be conserved for the good of mankind;

- each generation of man holds the resources of the Earth for future generations and has an obligation to ensure that this legacy is conserved and, where utilised, is used wisely; and

- States are and must be the protectors of the migratory species of wild animals that live within or pass through their national jurisdictional boundaries.

Efforts aimed specifically at benefiting migratory species contribute to the broader objective of conserving biodiversity and should be recognised as part of an integrated approach to the implementation of all the other biodiversity-related agreements as well as targets as formulated in the Plan of Implementation of the World Summit on Sustainable Development (WSSD)[1]. The aims of CMS and other biodiversity-related conventions – notably the Convention on Wetlands (Ramsar, 1971), the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES, Washington DC., 1973), and the Convention on Biological Diversity (Rio de Janeiro, 1992) - are complementary and mutually reinforcing. Increasingly attention needs to be given to co-ordinating action, creating synergies and avoiding duplication among the respective treaties, *inter alia* through Joint Work Programmes (JWP), like the JWP of CMS and CBD as well as the JWP of CMS, AEWA and Ramsar Convention on Wetlands. Further, attention needs to be given to co-operative activities with concerned partners within the non-governmental community, such as the recently concluded JWP of CMS/AEWA and Wetlands International.

PURPOSE OF THE STRATEGIC PLAN

This strategic plan provides guidance for the work of the Standing Committee, the Scientific Council, the Secretariat, and the Parties in their cooperative efforts to implement the Convention[2].

[1] Namely the achievement by 2010 of a significant reduction in the current rate of loss of biodiversity (WSSD Plan of Implementation, paragraph 42)

[2] UNEP/CMS/Res. 6.4

HISTORY OF STRATEGIC PLANNING

1. Article VII, paragraph 5, of the Convention requires the Conference of the Parties (COP) to review the implementation of the Convention, and, in particular, to decide on any additional measure that should be taken to implement its objectives.
2. At its fourth meeting (Nairobi, 1994) the COP accepts the Strategy for the Future Development of the Convention and instructs the Standing Committee as well as the Secretariat to update the Strategy and present a revised version for consideration by the Conference of the Parties at its fifth meeting[3].
3. At its fifth meeting (Geneva, 1997) the COP prioritised the objectives for the triennium 1998 – 2000 in the paper "strategy for the future development of the Convention"[4].
4. At its 6th meeting (Cape Town, 1999) the COP adopted the strategic plan 2000-2005 for the Convention and also established a working group to further improve the document[5].
5. Intersessionally, the working group further developed the strategic plan, adding a range of performance measures, and this document was further considered by the Standing Committee (Bonn, 2000, 2001) and the Scientific Council (Edinburgh, 2001).
6. A review of the implementation of the strategic plan was presented to the 7th COP (Bonn, 2002)[6].
7. The 7th COP (Bonn, 2002) established a working group to draft the next strategic plan for consideration by the Standing Committee intersessionally at the COP 8[7].

IMPLEMENTATION OF THE STRATEGIC PLAN

This strategic plan will be implemented by the Standing Committee, the Scientific Council, the Secretariat, and the Parties by the mean of a three year [work programme] [implementation plan] for each operational objective, with concrete targets to be prepared by the Standing Committee upon recommendations from the Scientific Committee for adoption by the Conference of the Parties.

The Standing Committee will improve annual budget priorities for the Secretariat and the Conference of the Parties. These budgets will seek to implement this plan.

REVIEW OF THE STRATEGIC PLAN

The Strategic Plan will be reviewed at each COP, based on performance indicators derived from operational objectives.

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[3] UNEP/CMS/Conf. 4.11, UNEP/CMS/Res. 4.4

[4] UNEP/CMS/Res. 5.4

[5] UNEP/CMS/Res. 6.4

[6] UNEP/CMS/Conf. 7.10

[7] UNEP/CMS/Res. 7.8

STRATEGIC PLAN OF THE CONVENTION ON THE CONSERVATION OF MIGRATORY SPECIES OF WILD ANIMALS

GOAL 1: ALL SPECIES INCLUDED IN APPENDIX I RECEIVE ADEQUATE IMMEDIATE PROTECTION

SCOPE

A migratory species may be listed in Appendix I provided that reliable evidence, including the best scientific evidence available, indicates that the species is endangered (Art. III.2). For these species the Parties to the Convention endeavour to provide immediate protection (CMS, Art II.3.b). At each of its meetings the Conference of the Parties may review the progress made towards the conservation of migratory species, especially those listed in Appendix I (Art. VII.5.b).

In regard of the worldwide decline in migratory species, the conservation activities by the Parties that are Range States of a migratory species listed in Appendix I should be strengthened in accordance to Article III.4 and III.5 of the Convention. The ongoing efforts for conservation of Appendix I species selected for concerted actions based on Resolution 3.2 and related Resolutions of later COPs[8], has to be extended and strengthened in accordance with Article III.6 of the Convention, in order to include all Appendix I species in need of concerted actions.

OPERATIONAL OBJECTIVES:

OPERATIONAL OBJECTIVE 1.1: TO ENSURE THAT MIGRATORY SPECIES, WHICH ARE ENDANGERED, ARE LISTED IN APPENDIX I

Based on recommendations of the Scientific Council, the Conference of the Parties may decide about migratory species to be listed or removed from Appendix I.

Appendix I is systematically reviewed using scientific criteria upon recommendation by the Scientific Council for consideration by the COP.

OPERATIONAL OBJECTIVE 1.2: TO PRIORITISE APPENDIX I SPECIES FOR CONCERTED ACTION, AND TO IDENTIFY PRIORITY CONSERVATION ACTIVITIES IN COLLABORATION WITH RELEVANT STAKEHOLDERS

The species prioritisation should be undertaken upon recommendation of the Scientific Council and be based on Resolution 3.2 and related Resolutions of later COPs[1], so as to stimulate concerted actions for endangered migratory species, which are not yet adequately covered by an Agreement, Memorandum of Understanding, Action Plan or programme.

At this place, the current Strategic Plan lists operational objectives concerning the major species groups listed in Appendix I and II. We suggest that such a list could be a part of a programme of work.

[8] UNEP/CMS/Res. 3.2 (Geneva, 1991), UNEP/CMS/Res. 4.2 (Nairobi, 1994), UNEP/CMS/Res. 5.1 (Geneva, 1997), UNEP/CMS/Res. 6.1 (Cape Town, 1999), UNEP/CMS/Res. 7.1 (Bonn, 2002)

OPERATIONAL OBJECTIVE 1.3: TO REVIEW THE SUCCESS OF CONSERVATION ACTIVITIES

To review the implementation and the effectiveness of the priority conservation activities decided by the CMS, so as to, if necessary, further develop the measures taken in order to increase their effectiveness. For this purpose, the results of the Performance Working Group should be taken into account.

GOAL 2: ALL SPECIES WITH AN UNFAVOURABLE CONSERVATION STATUS INCLUDED IN APPENDIX II BENEFIT FROM ADEQUATE CONSERVATION AND MANAGEMENT MEASURES

SCOPE

For conservation and management of species of wild animals migrating across or outside national jurisdictional boundaries, co-operative action of all States within the national jurisdictional boundaries of which such species spend any part of their life cycle, is required.

Appendix II of the Convention shall list migratory species which have an unfavourable conservation status and which require international Agreements for their conservation and management, as well as those which have a conservation status which would significantly benefit from the international co-operation that could be achieved by an international Agreement (CMS, Art IV.1). The Agreements should cover the whole range of the migratory species concerned (CMS, Art. V.2) and, wherever possible, deal with more than one migratory species (CMS, Art. V.3).

The described approach, focusing on the migratory range of the species concerned, is so far unique among MEAs and constitutes the strength of the Convention. Therefore the Parties are encouraged to use the full range of co-operative arrangements at the disposal within the Convention (from Action Plans and Memoranda of Understanding to formal Agreements) to promote the conservation and sustainable management of species listed in Appendix II throughout their migratory range.

OPERATIONAL OBJECTIVES:

OPERATIONAL OBJECTIVE 2.1: TO ENSURE THAT APPENDIX II REFLECTS ACCURATELY THOSE MIGRATORY SPECIES WITH AN UNFAVOURABLE CONSERVATION STATUS AND WHICH REQUIRE INTERNATIONAL AGREEMENTS FOR THEIR CONSERVATION AND MANAGEMENT, AS WELL AS THOSE WHICH HAVE A CONSERVATION STATUS WHICH WOULD SIGNIFICANTLY BENEFIT FROM THE INTERNATIONAL CO-OPERATION

Based on recommendations of the Scientific Council, the Conference of the Parties may decide about migratory species to be listed or removed from Appendix II.

Appendix II is systematically reviewed using scientific criteria elaborated by the Scientific Council for consideration by the COP.

OPERATIONAL OBJECTIVE 2.2: TO PRIORITISE THE ELABORATION OF AGREEMENTS FOR SPECIES NOT ADEQUATELY COVERED BY OTHER INTERNATIONAL OR REGIONAL INITIATIVES AND TO SEEK FOR THAT PURPOSE THE COLLABORATION WITH RELEVANT ORGANISATIONS

Activities to lay basis for the identification and development of new Agreements, Memoranda of Understanding or Action Plans should be pursued and intensified, as far as resources are available (Res. 5.4) and as far as they are recognised the best way to achieve a better conservation status for migratory species.

OPERATIONAL OBJECTIVE 2.3: TO REVIEW THE SUCCESS OF CONSERVATION AND MANAGEMENT MEASURES

To review the progress made towards the conservation and management of migratory species covered by Agreements and Memoranda of Understanding.

To review the implementation and the effectiveness of Action Plans decided by the CMS, so as to, if necessary, further develop the measures taken in order to increase their effectiveness.

OPERATIONAL OBJECTIVE 2.4: TO PROMOTE THE CONSERVATION AND MANAGEMENT OF APPENDIX II SPECIES THROUGHOUT THEIR MIGRATORY RANGE

Parties that are Range States of migratory species listed in Appendix II shall endeavour to conclude Agreements where these would benefit the species and should give priority to those species in an unfavourable conservation status (CMS, Art. IV.3). An Agreement should cover the whole of the range of the migratory species concerned (CMS, Art. V.2), and, wherever possible, deal with more than one migratory species (CMS, Art. V.3).

The conclusion of Agreements is promoted by the Secretariat, under the direction of the Conference of the Parties (CMS, Art. IX.4.g).

The current Strategic Plan lists objectives concerning the major species groups listed in Appendix I and II. We suggest that a listing of operational objectives concerning Appendix II species may be a part of a programme of work.

GOAL 3: THE MAJOR THREATS TO MIGRATORY SPECIES AND OBSTACLES TO ANIMAL MIGRATION ARE IDENTIFIED AND ASSESSED, AND MEASURES TO REMOVE OR MITIGATE IMPEDIMENTS ARE IMPLEMENTED.

SCOPE

In an ever-changing world, human pressure is highly pronounced on many of the habitats migratory species depend on and often on the animals themselves. Unsustainable management of the environment takes a heavy toll, and barriers to migration disrupt migratory patterns and, in many cases result in significant mortality. As a result of these threats and obstacles, many migratory species that were once common are becoming increasingly rare and some are threatened with extinction (Biodiversity in motion). Therefore, the identification, assessment and mitigation of impediments to animal migration are a priority goal of the Convention.

OPERATIONAL OBJECTIVES:

The intention of the following objectives is to define kinds of "CMS cross-cutting issues", in order to align the future work programme with the respective programmes of other MEAs and international organisations. The proposed structure aims at facilitating co-operation and at strengthening advocacy of targets and measures specific to migratory species.

The list of issues listed below is probably not comprehensive. Are there further issues to be included into the Strategic Plan?

OPERATIONAL OBJECTIVE 3.1: TO ESTABLISH NETWORKS OF PROTECTED AREAS THROUGHOUT THE MIGRATION RANGE OF ENDANGERED SPECIES

To designate protected areas for endangered species or species which would significantly benefit from international co-operation, in close co-operation with Range States, through Agreements, Memoranda of Understanding and Action Plans under the CMS, and taking into account commitments under other international and regional instruments, so that a network of critical sites is established throughout the migration range of the species concerned.

OPERATIONAL OBJECTIVE 3.2: ESTABLISH NETWORKS OF REQUIRED SPECIES SPECIFIC HABITATS ALONG MIGRATORY ROUTES THROUGH ECOSYSTEM MANAGEMENT AND HABITAT RESTORATION

To maintain, improve, and where necessary restore the structure and function of ecosystems so as to address conservation and management of habitats necessary for conservation and wise use of migratory species.

OPERATIONAL OBJECTIVE 3.3: ADDRESS THREATS TO ANIMAL MIGRATION AND INCLUDE CONCLUSIONS IN IMPACT ASSESSMENT PROCEDURES WHERE POSSIBLE

To disseminate information about threats to animal migration and methods to remove or mitigate the impediments by inclusion of the conclusions in the respective programmes of sister conventions and other international organisations and by providing guidance for inclusion in national impact assessment procedures of the Parties.

OPERATIONAL OBJECTIVE 3.4: REMOVE OR MITIGATE THE IMPEDIMENTS OF OBSTACLES TO ANIMAL MIGRATIONS

With reference to Article III, paragraph 4, of the Convention, requiring Parties to endeavour to mitigate obstacles to migration, review systematically and comprehensively the particular problems faced by migratory animals in relation to various obstacles to migration, and propose remedial measures that may have widespread applicability. Seek all possible synergies across Agreements, Memoranda of Understanding and Action Plans of the CMS and with other MEAs and international organisations.

Monitor and review the effect of measures implemented, so as to improve their effectiveness.

E.g.: Seek an active partnership with the FAO's Fisheries Department, with the CBD and other international organisations, to contribute and collaborate in programmes aiming, *inter alia*, to develop sustainable use and management of marine migratory species and to reduce impacts of by-catch on migratory species.

OPERATIONAL OBJECTIVE 3.5: ENCOURAGE SCIENTIFIC RESEARCH ON ANIMAL MIGRATION

To encourage scientific research contributing to a better understanding and knowledge of migration pathways and the specific threats encountered by migratory species. Identify and secure the best available scientific data on which to base decisions regarding prioritisation of conservation actions, as well as the inclusion of new species (gap-filling) or the deletion of species from the Appendices.

GOAL 4: THE GLOBAL MEMBERSHIP IN CMS REFLECTS THE FULL RANGE OF STATES OF MIGRATORY SPECIES LISTED IN APPENDICES I AND II

SCOPE

Migratory species cross regularly geopolitical boundaries or migrate in international waters. These wide-ranging movements complicate conservation measures, as they are subject to different standards of environmental policies in each country through which they pass. Transboundary co-operation covering the migration range is therefore essential for the conservation of migratory species (Biodiversity in motion).

Increasing the membership in CMS will eliminate gaps in the migration range of species listed in the Convention's appendices, as well as enhance opportunities for regional co-operation and co-ordination in areas of common concern. To achieve this objective, political leaders and decision-makers need to be aware of the worth of the Convention's aim, work and special concerns for the global biodiversity.

OPERATIONAL OBJECTIVES:

OPERATIONAL OBJECTIVE 4.1: TO IMPROVE MEMBERSHIP TO THE CONVENTION BY PRO-ACTIVE INITIATIVES

The membership of at least XXX[9] Parties to the Convention is secured by the end of 2008, and XXX[2] by the end of 2011, including at least X-XX[2] non-parties that have been identified by the Standing Committee as high priorities for recruitment.

OPERATIONAL OBJECTIVE 4.2: TO PROMOTE AWARENESS AMONG DECISION-MAKERS AND STAKEHOLDERS ABOUT THE CONVENTION'S AIM, WORK AND UNIQUE ROLE IN GLOBAL BIODIVERSITY CONSERVATION.

To increase awareness of the relevance of CMS and its global importance in the context of biodiversity conservation through active promotion of the Convention's aim and work through, *inter alia*, its sister conventions and other international governmental and non-governmental organisations, as well as directly targeted towards decision-makers and stakeholders. To this purpose information about the Convention's work must be easily available and the collaboration of CMS with other organisations must be visible.

[9] The number of members to be recruited has to be discussed with the Secretariat and the Standing Committee.

GOAL 5: THE CONVENTION IS FULFILLING ITS LEADERSHIP ROLE CONCERNING MIGRATORY SPECIES ISSUES

SCOPE

The Convention on Migratory Species works globally through its Contracting Parties, other participating States and international organisations to tailor conservation and sustainable use measures to the needs of the world's most threatened migratory species. Its aim is to ensure a favourable conservation status – an essential precondition for sustainable use – for hundreds of migratory species listed in the Convention's appendices.

The CMS collaborates with other intergovernmental institutions and instruments such as the Convention on Biological Diversity, the Ramsar Convention on Wetlands, and the Convention on International Trade in Endangered Species, as well as with international organisations such as the World Conservation Union – IUCN, BirdLife International, Wetlands International and the World Wide Fund for Nature - WWF. Its institutional linkage to the United Nations Environment Programme assures complementarity in their respective programmes of activities. (Biodiversity in motion).

OPERATIONAL OBJECTIVES:

OPERATIONAL OBJECTIVE 5.1: TO STRENGTHEN THE ROLE OF THE CMS IN THE GLOBAL ENVIRONMENT CONSERVATION NETWORK

To stress complementarity and to promote dialogue and collaboration with MEAs and other international or regional organisations involved in environment conservation through, *inter alia*, institutional linkages, joint work programmes, joint conservation actions, as well as consultation and exchange of information.

To implement and further develop the existing instruments of collaboration.

OPERATIONAL OBJECTIVE 5.2: TO DEVELOP THE CMS IN A GLOBAL NETWORK FOR CONSERVATION OF MIGRATORY SPECIES

To improve, develop and implement all synergetic advantages of the network for migratory species conservation between CMS and its regional Agreements, Memoranda of Understanding and Action Plans, based on sharing information and expert knowledge, including concerted research and conservation actions along with common data management where possible to make it a unique institution for the conservation and wise use of migratory species.

OPERATIONAL OBJECTIVE 5.3: TO ACHIEVE BY 2010 A SIGNIFICANT REDUCTION IN THE CURRENT RATE OF LOSS OF MIGRATORY SPECIES DIVERSITY AS A CONTRIBUTION TO THE WSSD 2010 TARGET

To contribute to the achievement by 2010 of a significant reduction in the current rate of loss of biodiversity, target endorsed by the World Summit on Sustainable Development (September 2002), in reducing the rate of loss of migratory species, considering all migratory species including those listed in the Convention's appendices, through the CMS/CBD Joint Work Programme and in synergy with the other relevant MEAs.

OPERATIONAL OBJECTIVE 5.4: TO RATIONALISE ARRANGEMENTS FOR THE INSTITUTIONS OF THE CONVENTION

To ensure that the institutions of the Convention – the Conference of the Parties, Standing Committee, Scientific Council and Secretariat – are organised in a way as to facilitate the

implementation of the Convention and as to bear the increasing responsibilities due to augmenting collaboration with the CMS sister convention and other international organisations.

OPERATIONAL OBJECTIVE 5.5: TO MOBILISE FINANCIAL RESOURCES SO AS TO MEET THE AUGMENTING NEED FOR CONSERVATION MEASURES

To mobilise financial resources to meet the increasing need for conservation actions, by augmenting funding support external to CMS (which may or may not be channelled through the Convention). Collaborate and organise projects in a way they become eligible for international funding organisations (e.g. GEF).

Convention on the Conservation of Migratory Species of Wild Animals (CMS)

Secretariat provided by the United Nations Environment Programme (UNEP)

16 December 2003
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Subject: Draft CMS Strategic Plan (2006-2011)

Dear Sir/Madam,

In the United Kingdom's capacity as Chair of the CMS Standing Committee, I am pleased to attach the draft Strategic Plan for the period 2006-2011 and should like to invite Contracting Parties and the CMS Scientific Councillors to comment on it.

In accordance with Resolution 7.6 of the CMS Conference of the Parties, an open-ended Working Group under the Chairmanship of Switzerland has taken forward inter-sessional work on the elaboration of the Convention's next Strategic Plan. The Standing Committee considered the Chairman's report and the draft Strategic Plan in July 2003. Since then additional revisions have been made resulting in the version before you now.

I should be grateful if you could consider the Plan and let the Secretariat have your comments. But I know the Working Group would be particularly interested to hear any views you might have on:

(1) The substance of the draft plan's scope, the proposed goals and operational objectives;
(2) Whether the framework is logical – if not, details of how you think it should be changed;
(3) How the document could be made more impact/outcome-oriented in nature; and
(4) How to measure performance (e.g., indicators/targets).

The Working Group would also welcome your views on: (a) whether the introduction and the descriptive text that accompanies the various goals and operational objectives needs a different structure and/or sufficiently reflects the aims and direction of the Convention; (b) whether a mission statement is needed, and if one is, what might be included in it; (c) how the Plan might be implemented and whether there is a need for, and form of, a possible implementation plan; and (d) a process for keeping the strategic plan under review, including who should do this and how.

I should be most grateful if you could send your comments by email, fax or post to enable their receipt by the CMS Secretariat no later than 28 February 2004. The Secretariat will then forward these to the Working Group Chairman, Mr. Olivier Biber.

Many thanks for your assistance.

Yours faithfully

Martin Brasher

Martin Brasher

Enclosure:
Draft CMS Strategic Plan (2006-2011)

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