



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

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PERFORMANCE WORKING GROUP

Performance Indicators for the Convention on Migratory Species (CMS)

Recommendations to the 23rd Meeting of the CMS Standing Committee,
submitted by Israel, the Chair of the WG

This document has been prepared in close co-operation with the United Kingdom, the Vice-Chair of the Working Group, who also wrote it, and after consultation with the other members of the working group. It includes comments made by the Chair of the SC WG on the Strategic Plan and Performance Indicators.

Introduction

The PWG was set up as a result of Resolution 6.4 adopted at COP6 (Cape Town, 1999). This Resolution, primarily concerned with the Convention's Strategic Plan, established an inter-sessional working group to identify a set of robust, measurable, practical, timely and appropriate performance indicators to measure the success of the Convention in achieving its aims. The Working Group is chaired by Israel; the United Kingdom serves as Vice-Chair. Other members of the Group are: Benin, Germany, the Netherlands and the Philippines. Australia, Belgium, Ghana, Nigeria, Switzerland and the EU have shown an interest or expressed the desire to be informed of the Group's deliberations.

Purpose and Approach

The purpose of defining a set of performance indicators is to establish how well the Convention is achieving its aims of conserving and managing migratory species as part of the world community's common natural heritage. These indicators should also be able to help the Secretariat demonstrate to the Parties that it was providing good value for money by conducting the Convention's business in a cost-effective way. All agents and organs of the Convention should be covered – the Convention collectively, the Parties individually, the Secretariat, the Standing Committee and the Scientific Council.

The Resolution also stressed the need to avoid significant hindrance to the Secretariat. It is recognised that the Secretariat already has reporting obligations both to the Parties through the COP and the Standing Committee and to UNEP Headquarters. It is the intention of the Working Group that any Performance Indicators developed should be integrated into existing reporting procedures and designed to minimise or even avoid any additional burdens. A broad set of representative, focused and relevant measures could serve as an extremely useful and effective management and planning tool, identifying those tasks which the Convention does well (and where lessons of good practice could be spread) and those areas where improvements could be made.

It is important that the Secretariat is a willing participant in this procedure and every effort should be made to ensure that the Secretariat is aware that this management tool is meant to highlight strengths as well as

weaknesses. The Parties do not wish to overburden the Secretariat with another layer of reporting requirements, but do need information on the use of the Convention's resources and on the Convention's progress in order to make strategic assessments of future priorities. The Secretariat already makes various reports to the Parties – at COP, Standing Committee and Scientific Council – and to the regular meetings of other organisations (e.g. the International Whaling Commission and the Council of Europe's Bern Convention). At recent meetings of the Standing Committee and the Scientific Council, the Secretariat has used the CMS Bulletin as the basis of its report on activities. While this is entirely satisfactory for reporting on actions, this approach is too anecdotal to address strategic progress.

Progress

An interim report was presented to the CMS Standing Committee in Bonn (September 2000), where the work of the Group was endorsed. At the CMS Scientific Council in Edinburgh (May 2001), a working group was established to start consideration of the Scientific Council's input towards elaborating performance indicators.

F.A.B.R.I.C. and S.M.A.R.T.

The criteria for Performance Information criteria form the acronym mnemonic "FABRIC", meaning that performance indicators should be:

Focused on the organisation's aims and objectives

Appropriate to, and useful for, the stakeholders who are likely to use it;

Balanced, giving a picture of what the organisation is doing, covering all significant areas of work;

Robust in order to withstand organisational changes and individuals leaving;

Integrated into the organisation, being part of the business planning and management processes; and

Cost-effective, balancing the benefits of the information against the costs.

The next stage is to set targets for the chosen indicators. The targets should be SMART. That is: Specific, Measurable, Agreed, Realistic and Timebound (*note that there are other versions of SMART, but they are essentially the same*).

Potential Problems

Performance indicators should not encourage perverse and undesired modifications of behaviour. It might for instance be a mistake to base any indicator regarding the Convention's growth in membership purely on the number of additional Parties. Would recruiting the last remaining half dozen non-Parties in Europe serve the Convention as well as recruiting key strategic priority candidates? In practical terms, it might be better to recruit one additional active Party, which was willing to act as lead country for a species, than recruit six Parties, which did not participate. Quality as well as quantity should be taken into account.

The reasons for missing the recruitment target may be many: insufficient effort (possibly because of other priorities); unreceptive target countries (suggesting effort would have been better deployed elsewhere or the fruits of the work will be realised until later) or recruitment procedures interrupted by changes of government.

Species' numbers fluctuate as a result of a number of factors, many of which are beyond the control of the Convention – weather, climate, human activities and developments having an adverse effect on habitat. Declines in the conservation status of a species are not necessarily indicative of the failure of the Convention (without the Convention's efforts the decline could have been sharper). Similarly, improving conservation status may occur naturally and cannot always be attributed to initiatives undertaken by the Convention (weather conditions, plentiful supplies of food). Man-made factors may have been operating for centuries, and compensatory efforts undertaken by the Convention may not have had time to arrest longer-term declines.

Too many indicators would make the procedure too cumbersome and might fall foul of the “cost-effectiveness” criterion. Too few would mean not meeting the “balanced” criterion by failing to give a representative picture of the organisation’s activities.

The Work of CMS

Work Areas	Players
Conservation Legislation and Regulation Baseline Data Research Organisation Communication Administration	Convention Parties Secretariat Standing Committee Scientific Council UNEP-UNON IGOs and NGOs Non-Parties

Below are a number of possible performance indicators, which address the areas of work set out in the box above. Members of the Working Group have suggested some. As soon as the performance indicators to be used have been identified (having ensured that they satisfy the FABRIC criteria), some “SMART” targets will have to be devised.

Conservation

- Elaboration of training programmes
- Elaboration of measures for conservation and rehabilitation of habitats
- Number of conservation projects started, under way and completed
- Coverage of appendices by past, present and future projects
- Geographic coverage by past, present and future projects
- Threats and impediments – habitat loss and degradation, agricultural practices, poaching, bycatch, man-made barriers

Legislation and Regulations

- National legislation ensures proper protection for migratory species
- Measures to protect migratory species are integrated into other areas of policy
- Due respect accorded to national priorities
- Promotion of measures available through the Convention and through other Conventions and Agreements

Baseline Data

- Conservation status (+ trend) of each species is favourable across its range
- Species’ range – stable or improving
- Number of migratory species for which each Party is a range state is known
- Necessary information on migratory species is available and shared for management purposes
- Comparison of red data book information and appendices of other instruments
- Monitor national reports

Research

- Assessment of areas requiring research and surveillance and monitoring
- Assess how representative/comprehensive the research programme is
- Assess how research undertaken assists with implementing the Convention
- Assess the funding levels and research collaboration between range states

Organisational

- Membership of the Convention – number of Parties; geographical and regional gaps; number of active Parties (increased efficiency and effectiveness by involving as many Parties as possible)
- CMS in the UNEP family
- CMS in the biodiversity community
- Number of Agreements concluded (number of species covered, % of appendices covered)
- Funding available
- Number of parties eligible to attend represented at meetings
- MOUs, co-operation and meetings with other MEAs, IGOs or INGOs
- Presentations to potential Parties/Partners
- Parties collaborating outside the formal framework of the CMS

Communication and Media

- Bulletin – frequency of issues, distribution and time taken to issue the different language versions
- Web site – updates, number of visits, breadth of information available
- Press releases – frequency, uptake-coverage, developing contacts
- Pamphlet of results drawn from national report information
- Rapid reaction to environmental incidents
- Workshops and publications

Administration

Administration of the Secretariat is the responsibility of UNEP. It is therefore not necessary for the Working Group to develop comprehensive performance measures for this area. The efficient functioning of the Secretariat is however a prerequisite for the effectiveness of the Convention, and the Parties should not entirely abdicate responsibility to UNEP. With regard to the administration of the Secretariat, some readily available data could be used.

- Staff training
- Staff turnover
- Appointments (complement in post/vacancy to post being filled)
- % of subscriptions paid on time (by party and by value)
- % of subscriptions outstanding (by party and by value)

The Secretariat has a number of tasks relating to the administration of the Convention, for which performance measures should be devised.

- Organisation of COP and papers
- Organisation of Scientific Council
- Organisation of Standing Committee
- Compilation of Focal Points lists
- Compilation of Scientific Councillor lists
- Compilation of Range State lists
- Compilation of species lists (appendices)

Scientific Council

- areas of expertise represented on council among the national members
- criteria for (de)listing species on the Appendix – clear, robust and operating
- mechanisms for reviewing the conservation status of species
- follow-up procedures to ensure implementation of Council's decisions
- attendance at Council and representativeness of Council

CMS Strategic Plan 2000-2005

The CMS Strategic Plan for the years 2000-2005 sets out the strategic and operational objectives for the Convention in the medium term. Performance indicators should be identified which relate to these objectives at either a strategic or operational level (or both).

Objective 1: To promote the conservation of migratory species included in major animal groups listed in the CMS appendices

- 1.1 Birds
- 1.2 Marine Mammals
- 1.3 Marine Turtles
- 1.4 Terrestrial Mammals (other than bats)
- 1.5 Bats
- 1.6 Fish
- 1.7 Other taxa

Objective 2: To focus and prioritise conservation actions for migratory species

- 2.1 Sectoral/interdisciplinary approaches
- 2.2 National and regional priorities
- 2.3 Mitigation of obstacles to migration
- 2.4 Appendix I species
- 2.5 Appendix II species
- 2.6 Data required for decision making
- 2.7 Policies on satellite telemetry

Objective 3: To enhance global membership in CMS through targeted promotion of the Convention's aims

- 3.1 Membership

Objective 4: To facilitate and improve implementation of the Convention

- 4.1 Global importance of CMS
- 4.2 Mobilise resources
- 4.3 Institutions of CMS
- 4.4 Linkages