



UNITED NATIONS ENVIRONMENT PROGRAMME (UNEP)
CONVENTION ON THE CONSERVATION OF MIGRATORY SPECIES
OF WILD ANIMALS (CMS)

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Summary report of the eighth meeting of the Standing Committee

Bonn, Germany, 5-6 February 1992

(Prepared by the Secretariat)

Opening of the meeting

1. The Chairman and Officer-in-Charge of the Secretariat welcomed participants to the meeting, which was opened in the Secretariat offices at 9.45 a.m. It was noted that, apart from a brief session in Geneva following the meeting of the Conference of the Parties in September 1991, it was the first time the Committee had met since October 1990. All geographic regions, with the exception of Africa, were represented¹. A list of participants is at Annex 1.

Adoption of the agenda

2. The provisional agenda (Annex 2) was adopted with a slight change in the order in which three agenda items would be covered. It was considered that agenda item 6 (Review of progress on Article IV Agreements) should be discussed immediately after the report on intersessional activities, followed by agenda items 5 (Review of Convention budget and resources) and 4 (Standing Committee work programme and priorities), in that order.

3. One other agenda item was added, namely, confirmation of the report of the seventh meeting of the Standing Committee, which was distributed to participants. The report, which had been circulated to all Parties in November 1991, was then confirmed.

Report on intersessional activities

a) Status of the Convention

4. The Secretariat summarized activities it had undertaken since the meeting of the Conference of the Parties to assist the Depositary, which is responsible for preparing the official texts of the Convention, in accordance with amendments and corrections adopted by the

¹ After sending an official invitation by post, the Secretariat was unsuccessful in repeated attempts prior to the meeting to contact the focal point for Niger.

Conference. In November 1991, the Secretariat circulated to all Parties the revised appendices in English, French and Spanish; and it has offered to provide the Depositary with the corrected Convention texts in French and Spanish, on computer diskette, in order to expedite production of the official versions. The delegate from the Depositary Government had no additional information as to whether the original text of the Convention had been transmitted to the Secretary-General of the United Nations for registration purposes, a matter of considerable concern. The Committee agreed that the Chairman should write to the German Foreign Office to transmit the corrected texts prepared by the Secretariat, which would soon be ready, and to convey the concerns that had been raised.

5. The Secretariat reported that a replacement for the former Co-ordinator still had not been named. Interviews for the post of Administrative Assistant, which had also been vacant (since the beginning of January 1992) would be held the following week. Committee members expressed satisfaction with the progress made by the Secretariat since Geneva, but noted that the Secretariat should be fully staffed if the momentum were to be maintained. The Chairman reported that he would attempt to discuss the matter with senior UNEP management in Nairobi during the course of the week, while there on other business; if further delays were anticipated, a letter would be sent on behalf of the Committee requesting action.

6. Satisfaction was expressed with news of the recent accessions of South Africa and Argentina to the Convention (entry into force: 1 December 1991 and 1 January 1992, respectively).

b) Trust Fund contributions

7. The Secretariat reported that, subsequent to the preparation of the meeting documents, Trust Fund contributions for 1991 had been received from Australia and South Africa, bringing to 20 the number of Parties that had paid in full their contributions for that year. The Secretariat informed the meeting that UNEP headquarters would send a letter to France shortly to request contributions for 1990 and 1991. The outstanding amounts, totalling over US\$ 200,000, had not been requested while uncertainty over France's ratification of the Convention remained. It has since been confirmed that the Convention entered into force for France on 1 July 1990.

8. There was a general discussion of what action might be taken with respect to Parties that have amounts outstanding. The Secretariat drew attention to the explicit obligations in the Convention text with respect to payment of contributions, and explained the notification system that had been used by UNEP headquarters and the CMS Secretariat to remind all Parties on a regular basis of their contributions. The Committee recognized the desirability, on principle, of taking a common approach with respect to all Parties, but agreed that for practical reasons additional intervention should focus on those Parties with outstanding contributions of at least US\$10,000. As Saudi Arabia had already indicated that it would pay as soon as routine internal procedures had been completed, this left two Parties with significant amounts outstanding: Italy (US\$ 161,723) and Israel (US\$ 16,873). It was agreed that the Chairman would write to the former, while the Secretariat would contact Israel since the reason for its non-payment appeared to be technical in nature. The delegate from Panama drew attention to the fact, and the Secretariat confirmed, that it had been agreed in Geneva that the Secretariat would circulate to all Parties, every 6-12 months, a table showing the current status of contributions to the Trust Fund. (*Note from the Secretariat: attached, as Annex 3 to this report, is a related table showing the annual contributions of all Parties for the years 1992, 1993 and 1994, revised after the third meeting of the Conference of the Parties.*)

c) Scientific Council

9. The Secretariat informed the meeting that Dr. Wim Wolff (Netherlands) had been elected as Chairman of the Scientific Council, in an election that had been concluded in mid-January. The Secretariat, Dr. Wolff and the outgoing Chairman, Dr. Michael Ford had met the week before in Bonn to discuss the Scientific Council work programme during the triennium.

10. The Secretariat reported that eleven Parties, including some represented at this meeting, still had not appointed experts to the Council, and explained the difference between experts nominated by the Conference of the Parties and those appointed by individual Parties.

d) Party reports

11. The Secretariat summarized the situation with respect to receipt of Party reports. To date, information on implementation of the Convention had been made available by only 16 Parties. The observer from Portugal indicated that its report would be submitted in the near future. The Secretariat plans to establish, during the course of this year, a database of reports received, which would help to identify gaps in information. The Chairman suggested that it would be useful to prepare an overall synthesis on implementation of the Convention, for presentation to the next meeting of the Conference of the Parties.

12. After discussion of what might be done before the next conference to remind Parties of the importance of submitting their reports, the Committee agreed that the Secretariat should draw attention to this matter when it circulates the Conference Resolutions adopted in Geneva, which still have not been made available to the Secretariat. An update on the situation will be provided to the next meeting of the Committee.

e) Other activities

13. The Secretariat reported on some of the other activities in which it had been involved since the meeting of the Conference of the Parties. These included production of a CMS Bulletin in English, French and Spanish, which was favourably received. It was suggested that sufficient number of copies be made available to Party focal points and others for distribution at meetings. The Depositary offered to assist with printing. The Secretariat noted that contributions for future issues of the Bulletin were welcome.

14. With the arrival of some new computer equipment, the Secretariat had also established a number of databases to organize information more efficiently. It had also prepared a draft of a brochure on the Convention, and plans to produce a CMS Directory to be updated regularly with information on the Convention. The Secretariat will seek external funding for the initial production and mailing, although there are sufficient funds in the budget to cover this cost, if necessary.

15. The Secretariat reported on its attendance at a number of meetings which were very useful from the point of view of raising the profile of the Convention among non-Parties and interested NGOs. It also organized and participated in the first meeting of a Scientific Council working group that reviewed a draft Agreement for the conservation of Asian waterfowl, prepared by the Secretariat.

16. The delegate from the Depositary Government reported on the latest developments with respect to the proposed relocation of the Secretariat to a new building being constructed on the

periphery of Bonn. She explained that five rooms (plus one more office, if necessary) would be made available to the Secretariat, which would also have access to meeting rooms in the same building. The new premises were expected to be ready by the end of March 1992.

17. The delegate from the Depositary Government asked whether it would be possible to incorporate the working documents from the last meeting of the Conference of the Parties in the Proceedings, as is the case with other Conventions. The Secretariat explained that the Proceedings were being prepared by UNEP headquarters and that, for practical reasons, it would probably be difficult to include the working papers this time, but it would investigate the possibility. The Committee suggested that, in any case, the idea be considered for the next conference.

Review of progress on Article IV Agreements

18. Participants provided updated information on a number of Agreements concluded or under development:

- i) The Chairman reported that an interim Secretariat has been established within the Department of the Environment, United Kingdom, to provide administrative services for the Agreement on the Conservation of Bats in Europe. The Agreement was opened for signature in December 1991 and has been signed by six Range States so far.
- ii) The Secretariat has been advised by Sweden that an authentic German language text, and unofficial French and Russian texts of the Agreement on the Conservation of Small Cetaceans of the Baltic and North Seas were forwarded in January to the United Nations Office of Legal Affairs for verification. It was expected that the Agreement would be ready for signature by early March.

The Chairman reported that Sweden had offered to host the first conference of the Parties to the Agreement. The United Kingdom has entered into a contract with the Sea Mammal Research Unit (SMRU), beginning on 1 June 1992, to serve as an interim Secretariat for the Agreement. It will be involved in preparatory work on the research aspects of the Agreement. As funding is available for only one year, it may be necessary to seek voluntary contributions thereafter if the Agreement has not entered into force. The delegate from the Depositary Government suggested that, for budgetary reasons, signatories should be advised as soon as possible of what funding might be needed until the first conference. Another possibility that was suggested, if the contract with SMRU were not extended, would be for the Bonn Convention Secretariat to assume the interim Secretariat functions.

- iii) The observer from the Netherlands reported that official translations of the draft Western Palearctic Waterfowl Agreement, which had been transmitted to the Commission of the European Communities in June 1991, were almost ready. A revised draft, taking into account discussions held in Geneva in September 1991 will be circulated to EEC member States. For the information of the meeting, he provided copies of the revised draft of the Agreement, together with a proposal for funding preparatory actions under the Agreement, which had been submitted by the Netherlands to an EEC funding mechanism, on behalf of the International Waterfowl and Wetlands Research Bureau. He further advised that an agreement has been reached between the EEC and the Netherlands for the latter to assist with preparatory work in advance of obtaining a mandate from the Council of Ministers to negotiate with other Range States (hopefully by the middle of this year), and thereafter to assist with the external

negotiations. The observer from the Netherlands indicated that it had also offered to finance the Secretariat for the Agreement for the first three years and to host the first meeting of the Parties. The observer from Portugal emphasized the importance of ensuring that Range States were not marginalized in the negotiation process. The Committee agreed that the Chairman should write to the EC Commission seeking information on the procedures and timetable it intends to follow in the negotiations, and expressing its hope that the interests of all Range States are taken into account.

- iv) The alternate delegate from Saudi Arabia reported that there had been a limited circulation of a draft Agreement on the conservation of the Houbara Bustard, and agreed to provide the Secretariat with a copy. A first draft of a management plan for the species is expected to be finalized shortly. The Secretariat noted the importance of developing an innovative Agreement for the conservation of this species, which will be the subject of an international bustard seminar scheduled for Saratov, Russia in May 1992. (*Note from the Secretariat: it has since been learned that this meeting has been postponed until at least 1993.*)
- v) The Secretariat reported on preliminary discussions that had been held in Karachi with respect to a draft Asian Waterfowl Agreement and a proposed Agreement for the conservation of the Siberian crane (*Grus leucogeranus*). It also informed the meeting of the possibility of holding a meeting of experts to discuss a draft Agreement on Mediterranean and Black Sea small cetaceans, in conjunction with another UNEP meeting this year. As this had budgetary implications for CMS, it was decided to consider it under the next agenda item.

Review of Convention budget and resources

19. The Secretariat explained that a work plan and budget for 1992 had been drawn up in October 1991, based on the funds known to be available at that time. Although most of the budget lines for 1992 had been programmed to 100 percent of the amounts agreed by the Conference of the Parties, some had been programmed for smaller amounts (especially those for which expenditures were not expected to be incurred before mid-1992). The Secretariat reported that, despite some substantial outstanding contributions, the budget situation was much better than in previous years. This had allowed it to programme a much higher percentage (nearly 90 percent) of the total 1992 budget in advance. The Committee expressed satisfaction with the way the budget had been programmed. The Trust Fund now has a small surplus which should grow when some of the major outstanding contributions are received. The Chairman speculated as to whether this might allow for funding of some additional deserving projects that had not been envisaged when the budget was adopted in 1991.

20. The Secretariat provided further details of a meeting that has been proposed to discuss an Agreement for the conservation of Mediterranean and Black Sea small cetaceans, to be held immediately before or after another meeting being organized in Athens, in the second quarter of 1992, by the UNEP Co-ordinating Unit for the Mediterranean Action Plan. The Bern Convention Standing Committee had agreed, when it met in December 1991, to provide funds to assist the attendance of a number of Range States in the small cetaceans meeting. The Chairman of the CMS Standing Committee agreed to investigate the possibility of CMS covering some of the costs as well. The Secretariat suggested that provision be made to cover, upon request, the additional per diem expenses of delegates from three CMS Parties (Egypt, Israel and Tunisia) who may be participating in the other UNEP-organized meeting. The Committee agreed that the Secretariat should make the necessary arrangements for this eventuality.

21. In response to a question from the delegate from Panama, the Secretariat explained that, as agreed by the Conference of the Parties, funds related to proposals arising from a study on the participation of developing countries had been assigned to a budget line headed "Contracts with supporting organizations", but could, if the Standing Committee decided, be reassigned to another budget line to provide travel funds for developing country members.

Standing Committee work programme and priorities

22. The Committee then considered its work programme leading up to the next meeting of the Conference of the Parties, due to take place by September 1994. The Committee agreed that it should meet again, at about the same time of year in 1993 and 1994, and once more just prior the main conference. Referring to the summary of Standing Committee activities that had been prepared by the Secretariat, the Chairman outlined a proposed schedule for the work to be undertaken, as follows. The meeting in 1993 would consider the results of a study on the participation of developing countries in Convention activities, decide upon the date and venue of the next Conference, consider the first draft of a strategy on the future development of the Convention, and receive an update from the Secretariat on Party reports. The meeting in early 1994 would consider a final draft of the strategy, decide upon the recommendations of a proposed consultancy on guidelines for harmonization of Agreements, and discuss a draft resolution on the utilization of outline reports. The Committee agreed with the proposed timetable.

23. The Committee agreed in principal with the idea proposed in Geneva, of incorporating a one-day scientific symposium in the programme of the next meeting of the Conference of the Parties. It requested the Secretariat to make provision for it in the schedule, and agreed that the Scientific Council should determine its content. The observer from the Netherlands, which had originally proposed the idea, indicated its willingness to assist with the organization.

24. In a more general discussion, it was agreed that the Secretariat would circulate the Rules of Procedure for the Committee which had been revised in May 1989. On another subject, the delegate from Panama reminded the Committee that, as there are no provisions in the Convention itself for correcting the text, the Convention relies on Article 79 on the Vienna Convention on the Law of Treaties. The Committee did not express a need to change the existing procedures in this respect.

Draft guidelines for Article IV Agreements

25. The Committee agreed that the work on guidelines for Agreements would be best carried out under a consultancy to begin in 1992 if possible, otherwise in 1993, so that draft Agreements currently under development could benefit from the results. Committee members were requested to advise the Secretariat of any suggestions for the terms of reference for the consultancy. The Chairman suggested that it be carried out by a lawyer with ready access to information on, or direct experience with, relevant conservation issues.

Relationship between CMS and the proposed Biological Diversity Convention

26. The Chairman introduced the topic by noting that, as the draft Biological Diversity Convention makes no explicit reference to other Conventions, there was a danger of duplication and inefficient use of available resources. Several participants felt strongly that the proposed Convention should take into account the relevant provisions of existing Conventions. The

Chairman expressed the view that measures for migratory species should be dealt with through the Bonn Convention, and that the text of the proposed Biological Diversity Convention should make reference to co-operation between Secretariats; the form and content of annual reports to be submitted by Parties (perhaps Bonn Convention reports could be submitted); and, in national strategies, those species and habitats already covered under existing Conventions. Amendments to this effect would be proposed by Denmark in the forthcoming Biological Diversity Convention discussions in Nairobi (6-15 February 1992). The Chairman sought and received a mandate from the Committee to represent CMS interests at the meeting.

Participation of developing countries in Convention activities

27. The Secretariat summarized the content of a questionnaire that is to be distributed shortly to CMS Parties and Signatories considered to be developing countries. In general terms, the questionnaire seeks the views of these countries on priorities for using available funds, enhancing their participation in meetings, and improving communication. The Committee endorsed the proposal to send the questionnaire to Parties and Signatories in Africa, America and the Caribbean, and Asia, whose percentage on the United Nations scale of contributions is 0.37 or less. The results of the questionnaire would feed into a more in-depth study to be carried out this year under a consultancy arranged by the Secretariat. The Committee agreed that it would be useful for a consultant to visit some developing countries – perhaps those represented on the Standing Committee – but that the total budget for the consultancy should not exceed US\$ 20,000. A report should be presented to the next meeting of the Committee to allow it to take forward its recommendations.

28. The meeting then decided to continue with agenda items 11, 12 and 13, leaving discussion of a strategy for future development of the Convention for the following day.

Arrangements for the next meeting of the Conference of the Parties

29. The Committee agreed that a decision on the date and venue of the next conference should be made at its next meeting, after the deadline for receipt of offers from Parties – the end of 1992 – will have expired. It was pointed out that the Conference of the Parties had indicated a preference for the meeting to be hosted in a developing country; the African region, in particular, had been mentioned. An alternative would be to hold the conference in UNEP headquarters in Nairobi. This appeared to be the most likely option, since no offers from Parties had been received thus far. The Secretariat was asked to have provisional dates and costs ready for the Committee's consideration and approval at the next meeting, and to make a provisional booking for meeting rooms at UNEP headquarters.

Date and venue of the next meeting of the Committee

30. The Committee agreed that the next meeting would be held in Bonn, in early 1993, although it was suggested that the possibility of combining it with another meeting in one of the regions be investigated. The importance of fixing a date far enough in advance, to allow for travel arrangements for developing country members to be made, was noted.

Any other business

31. In response to a suggestion from the delegate from the Depositary Government, the Committee recommended that, in the Range State list of species in the CMS Appendices, the

entries for the European Economic Community also show in parentheses the EEC member States to which the particular listing applies. There was general support for this approach, on practical grounds, and the Secretariat agreed to make the necessary amendments the next time the Range State list is revised.

32. There was a general discussion on how members might use various opportunities – personal contacts, international meetings, diplomatic initiatives etc. – to encourage non-Parties to join the Convention. A number of key "target" countries or areas were identified, on a regional basis, for participants to focus their efforts:

- Panama and Uruguay (America and the Caribbean): Brazil, Mexico
- Germany: eastern European countries
United Kingdom: Greenland (through Denmark)
Netherlands: former republics of the USSR
Portugal: certain Maghreb countries (Morocco, in particular)
- Saudi Arabia (Asia): Bahrain
- Australia (Oceania/Asia): countries of Oceania, Indonesia, Japan, Papua New Guinea, Philippines, Thailand
- Africa (not present): Maghreb countries, and the so-called Rift Valley countries in the proximity of Kenya

It was agreed further that everyone should make a concerted effort to enlist the countries of North America – the United States in particular. The Secretariat offered to provide standard information packages on the Convention for participants to distribute, as appropriate.

33. The Secretariat informed the meeting of a matter that had been raised by Denmark in correspondence, relating to the criteria for listing of species in Appendix II, in the case where there are insufficient data to judge whether the conservation status is favourable or unfavourable. At the last conference, Committee I had recommended that the Scientific Council examine this question and present the results to the fourth meeting of the Conference of the Parties. As Denmark was under the impression that the Standing Committee had been asked to prepare a draft resolution on this matter, the Secretariat had offered to draw it to the Committee's attention. The Committee concluded that the matter would be best dealt with through the Scientific Council, and recommended that Denmark prepare a paper for the Council's consideration.

34. The Secretariat reported briefly on discussions regarding the Scientific Council which had been held the previous week with Drs. Ford and Wolff. It had been suggested then that it might be more appropriate for the Scientific Council to meet half-way through the triennium, somewhat earlier than had originally been anticipated. One possibility would be to meet in another region, in association with a Scientific Council working group meeting, in order to make the most of funds that have been allocated for working groups. Since moving the meeting ahead from 1994 to 1993 would have budgetary implications, it was felt that the Standing Committee should be informed well in advance. A decision on any transfer of funds would have to be made when the Committee meets next in early 1993. The Committee looked favourably upon the idea of the Council meeting in a region in mid-1993, and suggested a formal proposal be drawn up after the suggestion has been put to Councillors.

There being no further comments, the Chairman closed the day's session at 16.40 p.m.

Strategy for future development of the Convention

35. The Chairman opened the session on 6 February at 9.45 a.m. and summarized the main points that had been considered the previous day. It was agreed that, in the interest of encouraging an open exchange of ideas, participants' comments on a strategy for development of the Convention would not be attributed, unless specifically requested. The Secretariat then provided an overview of the issues which it considered important for a such a strategy to address. For convenience, the working document prepared for the meeting (in English only) is attached at Annex 4. There was then a general discussion of each of the main issues that had been identified, some of which had already been dealt with to a large extent in the previous day's deliberations.

36. A few additional comments were made with respect to extending the geographic coverage of the Convention. It was considered that Africa in general, not just English-speaking Africa, was under-represented. It was suggested that once Agreements under the Convention are seen to be effective the rate of accessions, globally, will increase.

37. The desirability of tapping into new sources of funding for Convention-related projects, particularly in developing countries, was noted; the fund established under the Ramsar Convention for financing projects was cited as a useful example. Some funding for projects might be derived from any relationship the Bonn Convention might have with the proposed Biological Diversity Convention (i.e., funds made available to the latter might be used to implement projects through other specific Conventions). It was suggested that the Secretariat investigate other sources of funds, and that funding work in relation to the development of a strategy for the Convention should be a high priority.

38. There was discussion as to the need to review the Appendices with a view to adding, moving or deleting species. It was felt that revising Appendix II should not be a priority, but that work should focus on concrete actions for Appendix I species. There was a consensus that the Scientific Council should be invited to provide input in the strategy on the question of the Convention's taxonomic coverage. It was further agreed that the Chairman of the Scientific Council should receive a copy of this report. The delegate from Panama reported on work that is being carried out by governments and NGOs to integrate information on Latin American migratory species in a central database maintained by IUCN. The Secretariat requested information on the species when it becomes available.

39. There was a general discussion of the problem raised in the Secretariat's paper concerning the implications of States joining individual Agreements under the Convention, without becoming party to the Convention itself. The views expressed suggested that, while it would be undesirable to create obstacles to participation in Agreements, there should be an incentive for non-members to join the Convention. A situation where countries focused on regional concerns through membership in Agreements, as opposed to a global commitment through full participation in the Convention, was considered undesirable. A number of ideas were raised:

- i) that Agreements under Article IV be funded through a single subscription to the Convention (it was recognized that this raised questions of an equitable use of funds, and would likely require an amendment to the Convention text);
- ii) contributions for funding Agreements should be higher from States that are not Parties to the Convention, so that they make some contribution to the overall operating costs of the Convention;

- iii) steps should be taken to encourage non-Party States that have joined particular Agreements to become members; one way might be to emphasize the role to be played by the Convention in respect of endangered migratory species listed in Appendix I;
- iv) Secretariat arrangements for Article IV Agreements should be reviewed at regular intervals, with a view to possible rationalization.

It was agreed that it would be impracticable to impose a radical solution (as outlined in point i), above) immediately, however, the Committee concluded that Article IV Agreements should be linked to the parent Convention, and that financial incentives should be devised to encourage Parties to Agreements to join the Convention, if they were not already members.

40. Participants expressed a range of views with respect to centralization versus decentralization of Secretariat functions. It was felt that some Agreements might lend themselves better to being serviced by the Convention Secretariat, whereas others would work well through a decentralized network linked to the central Secretariat. There was considerable support for strengthening the Convention Secretariat to enable it to better serve the needs of the Parties. It was suggested, for example, that there was justification for an additional professional staff member with appropriate expertise to deal primarily with Agreements, perhaps through a secondment from a Party.

41. Under the heading "Implementation of the Convention", participants discussed the various roles to be played by Parties, the Secretariat and nongovernmental organizations. It was felt that the Secretariat should play a co-ordinating role, facilitating identification of key issues and problems which could then be addressed locally by the proper authorities. Reports from Parties, international conservation bodies with scientific expertise, and consultants could all assist in this process, which should emphasize positive actions to be taken. It was agreed that the Secretariat should organize a meeting of major nongovernmental bodies, perhaps in conjunction with another meeting, with a view to obtaining their inputs into the strategy for future development of the Convention. The Secretariat indicated that it considered it a high priority to establish or re-establish contact with Parties that had not been involved in Convention activities in recent years.

42. The question of Convention finances and Party reports had been dealt with earlier in the meeting. A couple of additional suggestions were made: that the strategy consider establishing guidelines for the dispersal of funds, raised from external sources, above a certain amount; and that Parties be asked to provide their reports on computer diskette, if possible, in addition to a hard copy, to facilitate the integration and exchange of information.

43. On the topic of direct actions for endangered migratory species listed in Appendix I, it was felt that the review reports to be prepared as a consequence of a resolution adopted in Geneva might develop into international recovery programmes for selected species. It was pointed out that for some species, action plans had already been prepared by other conservation bodies, whereas for others, basic information was still needed. The purpose of the reviews was to ascertain the current situation and to make recommendations for further action. It was suggested that, in the future, the Bonn Convention might have an even broader role to play with regard to small cetaceans and whales, depending on the outcome of the United Nations Conference on Environment and Development (UNCED) and developments with respect to the International Whaling Commission. It was suggested that the Convention has a unique niche and possibility for expansion in the marine area; Agreements for dugong and for eastern Atlantic small cetaceans not already covered by other Agreements were two possibilities; the inclusion of petrels in Appendix I was another.

44. The Chairman expressed interest in meeting soon with the new Scientific Council Chairman; and it was agreed that he should also be invited to participate in future meetings as an observer. One member expressed the view that it was not necessary for the Scientific Council to meet more frequently, but to use intersessional working groups on specific topics to a greater extent. The Scientific Council as a whole should be consulted as to how often members felt it necessary to meet. As regards the strategy document, it was suggested that it might be useful to discuss the relationship between the Standing Committee and Scientific Council which, it was pointed out, might have different views on some issues.

45. Several suggestions were made as to how to communicate the aims and provisions of the Convention to the general public and to decision-makers in non-Party States. The Secretariat pointed out that the Bulletin it had recently produced was intended for a more specific readership already familiar with CMS, but that a brochure under development would be suited to a wider audience. It was suggested that a short video be produced to explain what the Convention hopes to achieve, using existing film footage of some of the interesting species covered by the Convention, as had been done for the Ramsar Convention and CITES. The Secretariat was requested to look into this possibility to allow the Committee to make a decision at its next meeting. Thematic posters with the Convention logo were also suggested as ways of improving awareness of the Convention. They might, for example, be based on individual species or groups of species – tailored for global, regional or even national audiences. Financing their production and distribution on a local level, in developing countries, might be an appropriate use of the funds that have been set aside in the Convention budget. It was agreed that the Convention should have a presence at the forthcoming UNCED meeting in Rio de Janeiro, if not in person, then at least in the form of information packages for delegates to take away.

46. The Committee agreed that for the next meeting, the Chairman and the Secretariat would produce a first draft of the strategy, in consultation with the Vice-Chairman (Australia) and Chairman of the Scientific Council. The document would consist of three parts: a brief review of past performance; a presentation of the issues to be addressed; and a broad strategy to be agreed upon by the Committee, before development of a fourth section comprising specific short- and medium-term actions to be taken. It was agreed further that the document should be developed with a global approach in mind so as not to overemphasize a regional dimension to a Convention which, it was felt, needed to be viewed holistically.

There being no other comments, the Chairman thanked the participants for a productive session, and closed the meeting at 15.30.

List of participants

Chairman:	United Kingdom (Europe)	Robert Hepworth
Vice-Chairman:	Australia (Oceania)	Peter Bridgewater (part-time)
Members:	Germany (Depositary)	Gerhard Emonds (part-time) Annette Schmidt-Räntsch Astrid Thyssen
	Panama (America and the Caribbean)	Dimas Botello Martha Mehlem (interpreter)
	Saudi Arabia (Asia: alternate)	Mohammad Sulayem
Observers:	Netherlands	Gerard Boere (part-time)
	Portugal	Antonio Teixeira
	Uruguay	María José Vignone
Secretariat:		Douglas Hykle

Apologies were received from India (member), and the following observer Parties: European Economic Community, Finland, Ireland, Israel and Spain.

PROVISIONAL AGENDA

1. Opening remarks by the Chairman and Secretariat
2. Adoption of the agenda
3. Report on intersessional activities
 - a) Status of the Convention
 - b) Trust Fund contributions
 - c) Scientific Council
 - d) Party reports
 - e) Other activities
4. Standing Committee work programme and priorities
5. Review of Convention budget and resources
6. Review of progress on Article IV Agreements
7. Draft guidelines for Article IV Agreements
8. Relationship between CMS and proposed Biodiversity Convention
9. Developing country participation in Convention activities
10. Strategy for future development of the Convention
11. Arrangements for the next meeting of the Conference of the Parties
12. Date and venue of the next meeting of the Committee
13. Any other business

**SCALE OF CONTRIBUTIONS TO THE TRUST FUND
BAREME DES CONTRIBUTIONS POUR LE FONDS D'AFFECTATION SPECIALE
ESCALA DE CONTRIBUCIONES PARA EL FONDO FIDUCIARIO**

**ANNUAL CONTRIBUTION (US\$)
CONTRIBUTION ANNUELLE
CONTRIBUCION ANUAL**

PARTY/ PARTIE / PARTE	UN SCALE (%) BAREME N.U. ESCALA ONU	ANNUAL CONTRIBUTION (US\$)		
		1992	1993	1994
ARGENTINA / ARGENTINE	0.66	9,893	10,498	13,367
AUSTRALIA/ AUSTRALIE	1.57	23,516	24,955	31,776
BELGIUM/ BELGIQUE/ BELGICA	1.17	17,524	18,596	23,679
BENIN	0.01	170	180	229
BURKINA FASO	0.01	170	180	229
CAMEROON/ CAMEROUN/ CAMERUN	0.01	170	180	229
CHILE/ CHILI	0.08	1,187	1,260	1,604
DENMARK/ DANEMARK/ DINAMARCA	0.69	10,345	10,978	13,978
EGYPT/ EGYPTO/ EGIPTO	0.07	1,017	1,080	1,375
FINLAND/ FINLANDE/ FINLANDIA	0.51	7,631	8,098	10,312
FRANCE/ FRANCIA	6.25	93,727	99,460	126,645
GERMANY / ALLEMAGNE / ALEMANIA	9.36	140,364	148,950	189,662
GHANA	0.01	170	180	229
HUNGARY/ HONGRIE/ HUNGRIA	0.21	3,166	3,359	4,278
INDIA/ INDE	0.37	5,540	5,879	7,486
IRELAND/ IRLANDE/ IRLANDA	0.18	2,713	2,879	3,666
ISRAEL	0.21	3,166	3,359	4,278
ITALY/ ITALIE/ ITALIA	3.99	59,809	63,467	80,815
LUXEMBOURG/ LUXEMBURGO	0.06	904	960	1,222
MALI	0.01	170	180	229
NETHERLANDS/ PAYS-BAS/ PAISES BAJOS	1.65	24,703	26,215	33,380
NIGER	0.01	170	180	229
NIGERIA	0.20	2,996	3,179	4,048
NORWAY/ NORVEGE/ NORUEGA	0.55	8,253	8,758	11,152
PAKISTAN	0.06	904	960	1,222
PANAMA	0.02	283	300	382
PORTUGAL	0.18	2,713	2,879	3,666
SAUDI ARABIA/ ARABIE SAOUDITE / ARABIA SAUDITA	1.02	15,263	16,197	20,624
SENEGAL	0.01	170	180	229
SOMALIA/ SOMALIE	0.01	170	180	229
SOUTH AFRICA/AFRIQUE DU SUD/SUDAFRICA	0.45	6,727	7,138	9,090
SPAIN/ ESPAGNE/ ESPAÑA	1.95	29,226	31,014	39,491
SRI LANKA	0.01	170	180	229
SWEDEN/ SUEDE/ SUECIA	1.21	18,146	19,256	24,519
TUNISIA/ TUNISIE / TUNEZ	0.03	452	480	611
UNITED KINGDOM / ROYAUME-UNI / REINO UNIDO	4.86	72,867	77,324	98,459
URUGUAY	0.04	565	600	764
ZAIRE	0.01	170	180	229
EEC/ CEE ¹	---	11,000	11,000	11,000
TOTAL	37.70	576,300	610,878	774,841

¹ voluntary contributions / contributions volontaires / contribuciones voluntarias

STRATEGY FOR FUTURE DEVELOPMENT OF THE CONVENTION

(Prepared by the Secretariat)

The third meeting of the Conference of the Parties agreed, in plenary, that the Standing Committee should prepare, for consideration by the Parties, a strategy for the future development of the Convention.

The Secretariat wishes to draw attention to a number of issues which, in its view, warrant consideration in such a strategic document. While some suggestions are made as to possible courses of action, no attempt has been made here to elaborate a specific *modus operandi*. Rather, the purpose of this document is to stimulate discussion on some of the key issues that need to be addressed if the Convention is to achieve its stated objectives.

1. COVERAGE OF THE CONVENTION

1.1 Geographic coverage

As this Convention concerns species that, in some cases, migrate over vast areas and across many national jurisdictional boundaries, it is essential for it to have a wide geographic coverage. Much of Asia, the Americas, and English-speaking Africa are currently under-represented. Consideration ought to be given to exploring ways of attracting new Parties from among those developed and developing countries for which the Convention has obvious relevance.

If developing countries, in particular, are to be encouraged to join, it will be important to tap into potential sources of funding for Convention-related projects more effectively than in the past.

1.2 Taxonomic coverage

The representativeness of species listed in the Convention appendices warrants examination, as migratory species from certain regions are poorly represented. Neotropical species have been cited as a particular example. One can easily find numerous examples of species from other regions that would also benefit from the conservation measures that a listing in the CMS appendices is intended to provide.

Consideration may be given as well to reviewing the appendices, with a view to removing species that do not meet the criteria for listing and, where appropriate, annotating certain species listings to make them more specific to those populations for which there are legitimate conservation concerns.

2. AGREEMENTS UNDER THE CONVENTION

2.1 Harmonization

The Conference of the Parties has recognized the usefulness of ensuring a degree of harmonization in future Agreements, especially with respect to certain standard provisions common to most if not all Agreements concluded to date (e.g. reservations,

provisions with respect to signature, ratification and entry into force, dispute settlement mechanisms, Depositary functions, etc.).

2.2 Potential proliferation of Agreements

There will come a point when the financial and administrative costs of joining new Agreements, no matter how laudable their objectives, become prohibitive for Range States. To avoid unnecessary duplication of effort and a proliferation of Agreements that fail to achieve conservation objectives in a cost-effective manner, it will be important to keep a broad perspective of all Agreements being developed. Although some may question the desirability of "single-species" Agreements, there may be special instances where these are the more appropriate, at least over the short-term, than comprehensive, multi-species Agreements. Ideally, the Convention should strive for a balance of Agreements, from both a regional and taxonomic perspective.

2.3 Membership in Agreements vs. membership in the Convention as a whole

A unique feature of this Convention is the possibility it offers for a State to become a Party to specific Agreements concluded under its auspices, without actually joining the Convention itself. This provision may be attractive to some States for which the financial obligations attached to Convention membership are too onerous. On the other hand, if too many States opt for this approach, there is a risk that support for these individual Agreements could come at the expense of the Convention as a whole. One may end up with a series of Agreements, which may or may not be self-supporting, while the Convention under which they are concluded is left without adequate means to co-ordinate their implementation. As more and more Agreements are developed, this issue may well turn out to be one of the most important facing the Convention.

3. SECRETARIAT FUNCTIONS AND RESOURCES

3.1 Centralization vs. decentralization of secretariat functions

The Agreements that have been concluded to date or that are under development incorporate a variety of approaches to secretariat arrangements, including: having the Secretariat of the Convention service the Agreement, assigning secretariat functions to a governmental body or to a non-governmental organization, or having no Secretariat at all. Each of these options has its advantages and disadvantages. There may, for example, be advantages from a scientific standpoint in basing the secretariat for an Agreement in an organization with well-established links to the scientific community. There are similar advantages, from the point of view of governmental contacts, inherent in an arrangement in which the Secretariat of the Convention plays a co-ordinating role.

Clearly, though, there are limits to what can be accomplished within the Secretariat of the Convention if its staff remains at the present level. It will be important in the strategy to assess the various options available to the Parties for servicing Agreements. These include strengthening the present Secretariat to enable it to assume functions that cannot be taken on without additional resources, or allowing secretariat functions to be decentralized as Agreements are developed, which would have significant implications for the future role of the Secretariat of the Convention.

3.2 Personnel requirements

As indicated above, in view of the growing number of Agreements concluded or under development (now numbering eight or nine), consideration should be given to whether the capacity of the Secretariat of the Convention needs to be enhanced over the short-term to service them effectively.

4. IMPLEMENTATION OF THE CONVENTION

4.1 Compliance monitoring

While the Convention provides for rather stringent provisions with respect to species listed in Appendix I, it lacks an effective enforcement mechanism. Apart from triennial reporting requirements, monitoring of compliance with the Convention's provisions (for example, the prohibition of taking of Appendix I species) is extremely limited. There is, however, scope within the text of the Convention for the Secretariat to play a more active role in this regard, provided information from Parties and non-governmental organizations is forthcoming, and the resources needed for follow-up are available.

4.2 Improving communication

In recent years, correspondence from a number of Parties has been virtually non-existent. Although the Secretariat continues to inform them of Convention activities, in most cases via their embassies in Bonn, there is no feedback to indicate the extent to which they are implementing the provisions of the Convention. The problem, which concerns both developed and developing countries, could be ameliorated if the Secretariat, with the concurrence of the respective embassies, were able to establish direct contact with a focal point in the capital, responsible for conservation matters. The Secretariat considers it a high priority in the coming months to re-establish contact with these Parties.

4.3 Finances

In the past, delays in receiving Party contributions created serious budget difficulties and placed constraints on the delivery of programmes called for in budgets adopted by the Conference of the Parties. While the financial situation has improved markedly over the past year, a strategy for future development of the Convention should emphasize the importance of Parties paying their contributions in a timely manner, in order to avoid a repetition of past difficulties. Consideration might be given also to whether any new initiatives ought to be taken, in addition to the regular reminders sent by UNEP headquarters, with respect to those Parties with outstanding Trust Fund contributions, some of them representing significant sums of money.

4.4 Party reports

Failure of some Parties to provide comprehensive reports on their implementation of the Convention denies the Secretariat and other Parties of valuable information that could be used to help co-ordinate conservation efforts. It remains to be seen whether the recent adoption, on a trial basis, of a standard format for Party reports will improve the situation. The Secretariat could assist by establishing a database of information received, and requesting additional information if reports are not sufficiently detailed.

4.5 Direct actions for Appendix I species

In adopting Resolution 3.2 (Geneva, 1991) calling for review reports on selected Appendix I species, the Conference has recognized that much more can and should be done within the framework of the Convention for migratory species categorized as endangered. The success of the Convention will depend, in part, on its being seen as the appropriate international legal instrument through which to conserve this special group of species. The Secretariat will play a co-ordinating role in the preparation of the review reports, but this is one area where the limited resources at its disposal places constraints on what can be done to try to ensure that recommendations for conservation measures are acted upon. The concretization of specific measures to be taken with respect to Appendix I species should be reviewed at the next meeting of the Parties, when perhaps a more ambitious budget proposal could be made.

4.6 Scientific Council

Despite meeting relatively infrequently, in conjunction with meetings of the Conference of the Parties, the Scientific Council (and its associated working groups) has demonstrated its usefulness to the Convention on matters of a scientific nature. In view of its substantial mandate, consideration might be given to whether the Convention would benefit from having the Council meet more frequently than is now the case.

5. PROMOTION OF THE CONVENTION

The Convention is not very well known, yet when given an opportunity to explain its provisions, the Secretariat has found individuals in government and within nongovernmental conservation bodies to be generally receptive to the potential it offers. A strategy for future development of the Convention should provide for active promotion of its objectives and means through the distribution of public information materials, direct interventions of the Secretariat, and participation in relevant meetings. (As part of an overall promotion strategy, the Secretariat will produce an information brochure this year, as well as a CMS Directory for distribution to all Parties, Scientific Councillors and interested NGOs. The first issue of a new CMS Bulletin will be distributed in late January.)

6. RELATIONSHIP WITH PROPOSED BIODIVERSITY CONVENTION

Although the text of the Bonn Convention does not provide explicitly for co-ordination with other global and regional conservation conventions, the respective Convention Secretariats meet on a regular basis and, where there is potential for overlap, they co-operate and generally try to avoid duplication of effort. A strategy for the development of CMS should bear in mind the proposed Biodiversity Convention currently being prepared and, to the extent possible, ensure that its interests are taken into account during the drafting phase.