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WWF POSITIONS



CITES CoP14 2007

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Dear CITES Parties:

We are pleased to provide you with WWF's position statements for the upcoming 14th meeting of the Conference of the Parties (CoP) to CITES, to be held in the Netherlands, 3–15 June 2007.

WWF has actively participated in all CITES meetings of the CoP since the treaty's inception, and we bring to these issues both our policy expertise, and more than 45 years of global field expertise. Many amendment proposals and other documents submitted to CITES directly concern priority species for WWF. These are species for which we are engaged in major conservation initiatives across a range of countries. We believe our voice carries the weight and credibility of this accumulated global expertise and experience.

Looking at what's on the agenda at this CoP, position statements have been prepared on proposals to amend the Appendices for African elephants, spiny dogfish, porbeagle shark, sawfish, European eel, red and pink coral, Dalbergia, and Cedrela.

We also have positions for your consideration on agenda items pertaining to tigers and other Asian big cats, ivory trade, African and Asian rhinoceroses, great apes, cetaceans (and the review of the Appendices), CITES and livelihoods, the Addis Ababa Principles and Guidelines for Sustainable Use, and consolidation of resolutions on Appendix I species. These positions and additional factsheets are also available at www.panda.org/species/cites.

We also call your attention to the IUCN/TRAFFIC Analyses of Proposals to Amend the Appendices, and the TRAFFIC Recommendations on proposals. TRAFFIC is the joint wildlife trade programme of WWF and IUCN, and any positions are developed jointly. For any species or agenda items for which WWF has not provided a separate position paper, please refer to the TRAFFIC recommendations for our views.

We believe this CoP offers the opportunity for CITES Parties to recognize and expand the vital role that CITES has in regulation of international trade in species subject to unsustainable trade. We urge you to review the information provided and support the inclusion of the porbeagle and spiny dogfish sharks in Appendix II, in order to assist in their conservation, management, and sustainable utilization.

There are also, of course, many implementation and other issues to be discussed for Appendix I and II species. While species 'listing' issues often receive the majority of attention, core implementation and enforcement issues are vital to delivering real conservation outcomes. In particular, we draw your attention to our positions and recommendations on tigers and other Asian big cats, and on domestic ivory markets.

WWF is firmly committed to working with the Parties to ensure the conservation of species subject to international trade, and to ensure that the use of species is sustainable and provides tangible benefits and incentives for local people.

The preamble to the CITES treaty recognizes that "international cooperation is essential for the protection of certain species of wild fauna and flora against overexploitation through international trade." We look forward to discussing all the above and much more with you at this meeting and beyond, and to fulfilling the vision inherent in the CITES treaty. Decisions made by you over the course of the meeting will have profound effects and implications for the future of species conservation, and thereby human health and well-being.

Please do not hesitate to contact us if you would like any further information, or have any questions.

Yours sincerely

Dr Susan Lieberman
Director, Global Species Programme

African elephant



PROPOSAL 4

African Elephant

Proponents: Botswana and Namibia

Maintenance of the populations of Botswana, Namibia, South Africa and Zimbabwe in Appendix II, with the replacement of all existing annotations with the following annotation:

- "1) The establishment of annual export quotas for trade in raw ivory... in accordance with Resolution Conf. 10.10 (Rev. CoP12);*
- 2) Trade in raw ivory is restricted to trading partners that have been certified by the Secretariat, in consultation with the Standing Committee, to have sufficient national legislation and domestic trade controls to ensure that the imported ivory will not be re-exported and will be managed in accordance with the requirements of Resolution Conf. 10.10 (Rev. CoP12) concerning manufacturing and trade; and*
- 3) The proceeds of the trade in raw ivory are to be used exclusively for elephant conservation and community development programmes."*

WWF Position: OPPOSE

Rationale:

WWF recognizes and applauds the success of many Southern African elephant range States, including Namibia and Botswana, in conserving and managing their elephant populations. We also recognize that this requires large revenues and that the income from trade in elephant products can, and has, provided revenue for elephant conservation. It can also ensure the provision of incentives to local communities to maintain their elephant populations. Thus, WWF applauds Namibia and Botswana for stating their intention to use the proceeds of any trade in raw ivory to be used exclusively for elephant conservation and community development programmes.

However, WWF believes that the approval of any annual export quotas of ivory should not be approved at this time. We believe such decisions should be considered premature until the CITES Parties have decided that the conditions for the CoP12-approved sale have been met, that the sale has occurred, and a period of time (e.g. one CoP cycle) has passed to enable the Parties to consider if there is a relationship between these legal sales and detrimental impact on other elephant populations (through further reports from the Elephant Trade Information System –ETIS–

and the Monitoring of Illegal Killing of Elephants Programme–MIKE). This is particularly appropriate given the escalating trend in illegal ivory trade, as evidenced by the ETIS analysis.

WWF notes that the proposed annotation would permit the establishment of ivory export quotas without reference to the establishment of the baseline data for the MIKE Programme (as exists in the current annotations). WWF objects to the approval of any annual quotas that are not subject to the establishment of this baseline, as has been agreed previously by the Conference of the Parties.

In addition, the proponents argue that this proposed annotation would result in future exports of live animals, hunting trophies, hides, hair, leather goods and worked ivory from these four populations to be considered as exports of Appendix II specimens — and thus be open for trade for commercial purposes. This is not a correct interpretation of, or in accordance with, *Resolution Conf. 11.21 (CoP13) Use of annotations in Appendices I and II* — which states that “for species transferred from Appendix I to II subject to an annotation that specifies the types of specimen included in the Appendix, specimens that are not specifically included in the annotation shall be deemed to be specimens of species included in Appendix I and the trade in them shall be regulated accordingly.”

Therefore, if the proposed annotation were approved (“with the replacement of all existing annotations with the following annotation”), previous annotations would be null and void, and any exports of live animals, hides hair, leather goods or worked ivory would be allowed only in accordance with the requirements of Appendix I.

Therefore, WWF urges the Governments of Namibia and Botswana to withdraw this proposal regarding replacement of the annotations concerning the elephant populations of Botswana, Namibia, South Africa, and Zimbabwe.

PROPOSAL 5

Proponent: Botswana

Summary of Proposal:

Amendment of the annotation to the population of Botswana to read as follows:

"For the exclusive purpose of allowing in the case of the population of Botswana:

- 1) trade in hunting trophies for non-commercial purposes;*
- 2) trade in hides for commercial purposes;*
- 3) trade in leather goods for commercial purposes;*
- 4) trade in live animals for commercial purposes to appropriate and acceptable destinations (and as determined by the national legislation of the country of import);*
- 5) trade annually in registered stocks of raw ivory (whole tusks and pieces of not more than 8 tonnes) of Botswana origin owned by the Government of Botswana for commercial purposes only with trading partners that have*

been certified by the Secretariat, in consultation with the Standing Committee, to have sufficient national legislation and domestic trade controls to ensure that the imported ivory will not be re-exported and will be managed in accordance with the requirements of Res Conf. 10.10 (Rev. CoP12) concerning manufacturing and trade; and

- 6) trade in registered stocks of raw ivory (whole tusks and pieces of not more than 40 tonnes) of Botswana origin owned by the Government for commercial purposes on a one-off sale immediately after the adoption of the proposal. Botswana will trade only with trading partners that have been certified by the Secretariat, in consultation with the Standing Committee, to have sufficient national legislation and domestic trade controls to ensure that the imported ivory will not be re-exported and will be managed in accordance with the requirements of Resolution Conf. 10.10 (Rev. CoP12) concerning manufacturing and trade."*

WWF Position:

- 1) Trophies: SUPPORT**
(no change from current annotation)
- 2) Hides: SUPPORT**
(no change from current annotation)
- 3) Leather goods: SUPPORT**
- 4) Live animals: PENDING**
further clarifications or amendments by the government of Botswana
- 5) Annual quota: OPPOSE**
- 6) One-off sale: CONDITIONAL SUPPORT**

Rationale:

1) Trophies: SUPPORT
WWF supports this proposed wording which reflects no change from the current annotation for the Botswana population of African elephant.

2) Hides: SUPPORT
WWF supports this proposed wording which reflects no change from the current annotation for the Botswana population of African elephant.

3) Change annotation for trade in leather goods from non-commercial to commercial purposes: SUPPORT and encourage reinvestment of benefits from trade in elephant conservation.

WWF supports Botswana’s request to trade commercially in leather products, but would encourage the Government of Botswana to reinvest the benefits from such trade in elephant conservation.

Such an annotation currently exists for South Africa, and WWF is unaware of any detrimental impacts, or increased poaching or illegal trade due to trade pursuant to this annotation.

4) Commercial trade in live animals: PENDING further clarifications or amendments by the government of Botswana

Botswana has requested to be permitted to commercially export live elephants. The current annotation permits Botswana to export live animals for *in situ* conservation programmes only.

While the proposal does not state the purpose behind the requested commercial exports, WWF understands from the Government of Botswana that the primary intent of the annotation is to allow trade in live animals to other range States to re-populate areas in the species' historic range (which would not necessarily qualify as for primarily commercial purposes). This could potentially involve both State-owned and privately owned land. WWF considers it preferable that such trade meets the objectives of a national or sub-regional management strategy in both the exporting and importing Parties.

The IUCN African Elephant Specialist Group (AfESG) has issued guidelines for the translocation of elephants within their historical range to prevent genetic mixing and achieve long-term viability. WWF would recommend that Botswana follow these guidelines when permitting exports.

In light of the above considerations, WWF requests further clarification from the government of Botswana on its intent with this annotation (as to whether it is really for primarily commercial purposes) and suggests that the proposed annotation be amended to be in line with the IUCN AfESG guidelines and views.

5) Annual export quota: OPPOSE

As for the reasons explained under comments pertaining to *Proposal 4*, WWF believes that the approval of any annual export quotas of ivory should not be approved until the CITES Parties have decided that the conditions for the CoP12-approved sale have been met, that sale has occurred and a period of time (e.g. one CoP cycle) has passed to enable the Parties to consider if there is a correlation between these legal sales and detrimental impact on other elephant populations (through further ETIS and MIKE reports). This is particularly appropriate given the escalating trend in illegal ivory trade, as evidenced by the ETIS analysis.

6) One-off sale: CONDITIONAL SUPPORT

WWF notes that *Proposal 5* requests the approval of a one-off sale in ivory under similar conditions to the CoP12-approved sale which is yet to occur — with one exception, the establishment of the MIKE baseline data. WWF would not support the occurrence of any one-off sale until this baseline is in place, as agreed by previous meetings of the CoP. We note that to include this condition in paragraph 6 could be interpreted to be broadening the scope of the proposal, which is not permitted.

However, given that the CoP12-approved sale has yet to take place, we would support Botswana's request for a larger one-off sale, as outlined in paragraph 6 if it is combined with the shipment for the CoP-12 approved sale (which is subject to the MIKE baseline data being in place), when it occurs. WWF understands that, as with the ivory in

the CoP12-approved sale, the ivory in any larger one-off sale that may be approved at CoP14 would be sourced from government-owned stockpiles only. We understand it would also come from natural elephant mortalities and management decisions within Botswana, and in addition, is from one of the largest elephant populations in Africa. Increasing the volume of an already approved sale at this time should help ensure a greater investment in elephant conservation through increased sale revenue.



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If the 55th meeting of the Standing Committee (June 2) gives the final approval for the CoP12-approved sale to take place, WWF would urge that this goes ahead before the end of 2007. This would then allow at least two years without any legal trade before the next ETIS and MIKE reports are prepared and considered by the Parties at CoP15.

PROPOSAL 6

Proponents: Kenya and Mali

A. Amendment of the annotation regarding the populations of Botswana, Namibia and South Africa to:

- a) include the following provision: "No trade in raw or worked ivory shall be permitted for a period of 20 years except for:
 - 1) raw ivory exported as hunting trophies for non-commercial purposes; and
 - 2) ivory exported pursuant to the conditional sale of registered government-owned ivory stocks agreed at the 12th meeting of the Conference of the Parties"; and
- b) remove the following provision:
 - 6) trade in individually marked and certified ekipas incorporated in finished jewellery for non-commercial purposes for Namibia".

B. Amendment of the annotation regarding the population of Zimbabwe to read:

"For the exclusive purpose of allowing:

- 1) export of live animals to appropriate and acceptable destinations;
- 2) export of hides; and
- 3) export of leather goods for non-commercial purposes.

All other specimens shall be deemed to be specimens of species included in Appendix I and the trade in them shall be regulated accordingly.

No trade in raw or worked ivory shall be permitted for a period of 20 years.

To ensure that where a) destinations for live animals are to be appropriate and acceptable and/or b) the purpose of the import is to be non-commercial, export permits and re-export certificates may be issued only after the issuing Management Authority has received, from the Management Authority of the State of import, a certification to the effect that: in case a), in analogy to Article III, paragraph 3 (b) of the Convention, the holding facility has been reviewed by the competent Scientific Authority, and the proposed recipient has been found to be suitably equipped to house and care for the animals; and/or in case b), in analogy to Article III, paragraph 3 (c), the Management Authority is satisfied that the specimens will not be used for primarily commercial purposes."

WWF Position: OPPOSE

This proposal by Kenya and Mali calls for a 20-year moratorium on any trade in raw or worked ivory, except for the CoP12-approved sale in raw ivory, for Botswana, Namibia, and South Africa, (as well as hunting trophies from those three countries), and repeal of the annotation that permits Namibia to export ekipas for non-commercial purposes.

Rationale:

Twenty-year moratorium: OPPOSE

WWF does not support the proposal for a 20-year moratorium as there is no provision in the Convention for such a measure. The Convention permits any Party to propose amendments to the Appendices of the Convention, both at meetings of the Conferences of the Parties, or between the meetings (by postal procedure). This enables Parties to respond to changing situations with regard to species' population status and relevant trade dynamics and also facilitates more effective decision-making through adaptive management. WWF does not consider a 20-year moratorium to be in the best interests of adaptive management, nor appropriate to the rights of the Parties to amend the Appendices as and when they consider it appropriate, through decisions of the CoP. Furthermore, it is not legally possible under the CITES treaty to limit the rights of Parties to submit proposals at subsequent meetings of the CoP. WWF notes that in 2 years it will indeed be 20 years since the Conference of the Parties voted to include all

African elephant populations in Appendix I (with subsequent transfers to Appendix II of certain national populations).

WWF appreciates that this suggestion by Kenya and Mali is made in an effort to "bring illegal trade under control and to determine the effects of the one-off stockpile sale agreed to conditionally at CoP12". However, WWF believes that this would be achieved through the effective implementation and enforcement of the *Action Plan for the control of trade in African elephant ivory*, and by allowing a period of time to pass between the occurrence of the one-off sale approved at CoP12, and the occurrence of any additional shipments of ivory or the approval of annual quotas, thus permitting any changes or trends in levels of illegal killing or illegal trade to be identified, through ETIS and MIKE. Further consideration of this Action Plan will be made under *Agenda Item 53.1 Trade in elephant specimens*.

Repeal of annotation to permit Namibia to trade in ekipas: OPPOSE

Ekipas are unique ivory artifacts carved only by the Owambo and Ovi-himba ethnic groups. The proposal claims that Namibia has failed to implement effectively the system designed to regulate and control non-commercial trade in ekipas. At this point, however, it is WWF's understanding that Namibia has not yet permitted any exports of the ekipas and thus explains why the system for regulation has not yet been effectively established. WWF opposes the repeal of the annotation and recommends that consideration of the issue of domestic ivory markets be considered under *Agenda Item 53.1*.

Amendment to the annotation for Zimbabwe to prohibit export of worked ivory for non-commercial purposes: PENDING discussion at CoP14 of the Secretariat's mission to Zimbabwe

WWF notes that at Standing Committee 54 (October 2006), Zimbabwe was encouraged to maintain its current voluntary suspension of sales from governmental ivory stocks. Additionally, it was agreed that a mission should be conducted to Zimbabwe by the Secretariat to:

- assess the country's ivory trade controls
- assist in any appropriate amendment or development of the controls, and
- discuss with the authorities in Zimbabwe, including the Office of the Attorney General, the investigation and prosecution of violations of national legislation and the Convention.

The Secretariat will report on its mission to Zimbabwe at CoP14. Until the Secretariat's report and recommendations are available, WWF believes it is premature to take a position on the repeal of this annotation.



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Porbeagle

“ The porbeagle - a relatively slow-growing, late-maturing, long-lived shark - is highly vulnerable to overexploitation. ”

Proposal 15

Porbeagle (*Lamna nasus*)

Germany (on behalf of the EU Member States) has proposed the inclusion of the porbeagle *Lamna nasus* in Appendix II, in accordance with Article II 2(a), with an annotation to delay implementation for 18 months.

WWF position: SUPPORT

Rationale:

WWF urges the CITES Parties to support the inclusion of porbeagle in Appendix II of CITES because:

- The porbeagle — a relatively slow-growing, late-maturing, long-lived shark — is highly vulnerable to overexploitation
- This vulnerability is exacerbated by the fact that fisheries target both mature and large juvenile animals
- While unsustainable North Atlantic target porbeagle fisheries are well documented, very few data are available

for southern hemisphere stocks; however, the data that are available show declining trends

- There is international demand for, and trade in, the high-value meat and fins
- Due to a lack of Harmonized System Custom codes, trade data for the species are limited but the evidence shows that inclusion of the species in Appendix II is warranted due to the scale of declines in some stocks, in accordance with Annex 2a of *Res. Conf 9.24 (Rev CoP13)*, and is in the best conservation interest of the species
- Inclusion of the species in Appendix II will help ensure that international trade will be supplied by sustainably managed fisheries that are not detrimental to the status of the wild populations
- An Appendix II listing will complement and re-inforce traditional fisheries management measures, and also contribute to implementation of the UN Food and Agriculture Organization (FAO) International Plan of Action for the Conservation and Management of Sharks.

Further recommendations:

In *Document 18.1 Cooperation with the Food and Agriculture Organization of the United Nations*, the Secretariat suggests the establishment of a Fishery Working Group, to report to the Standing Committee, which would address practical issues related to the implementation of the Convention for fish species that have been listed on the Appendices. The establishment of such a Group could help ensure that the time between CoP14 and the date of inclusion of the species on the Appendices would be used in an effective and efficient manner to address any potential implementation issues.

WWF would further recommend that, should the Conference of the Parties support this decision, the process for the establishment of such a Group be commenced at SC56, immediately succeeding CoP14 (rather than waiting until SC57 in 2008), in order to facilitate timely implementation assistance to the Parties.

Background:

Biological characteristics

The porbeagle (*Lamna nasus*) is a large, warm-blooded shark that occurs in temperate waters in the Southern and North Atlantic Oceans. It is most common on continental shelves, from close to the surface to depths of 200m. The porbeagle occurs singly, in shoals, and in feeding aggregations. It is relatively slow growing and late maturing, long-lived, and bears only small numbers of young. It reaches a maximum length of up to 3.5 m and up to 230 kg in weight. Sexual maturation of this species takes up to 8 years for males and 13–19 years for females, and the species can live for over 26 years.

Population status

As evidenced by the biological characteristics outlined above, the porbeagle is particularly vulnerable to overexploitation because of its late maturity, longevity, low reproductive capacity, and very low intrinsic rate of population increase. Intensive directed fishing for the valuable meat of porbeagle was the major cause of population declines during the 20th century, but it is also a valuable utilized 'bycatch' or secondary catch of long-line pelagic fisheries for tuna and swordfish.

The only stock for which population size data are available is that of the Northwest Atlantic. Populations of the species have dramatically declined by up to 89 per cent in the North Atlantic, and despite catch restrictions, only limited recovery of stocks has occurred. The most recent stock assessments have estimated the total population size for this stock as 188,000–191,000 individuals, with 9,000–13,000 reproductive females. The population structure of exploited populations is unnatural, with large mature females not well represented in heavily fished, depleted stocks.

Meanwhile for populations in the Southern Ocean, few data are available, but there is evidence of declines. In the Southwest Pacific, there is evidence of 50–80 per cent declines in 10 years, based on Catch per Unit Effort. North

Atlantic and Mediterranean stocks of porbeagle qualify for listing, because their marked decline in population size meets CITES' guidelines for the application of decline to commercially exploited aquatic species. Stocks of this low productivity shark (natural mortality 0.1–0.2) have experienced historical extent of declines to ~20 per cent of baseline and rapid recent rates of decline. Thus, the available data indicate the species meets the criteria for inclusion in Appendix II — in fact, North Atlantic populations appear to meet the biological criteria for inclusion in Appendix I, due to recent declines to 10 per cent within 10 years.

Role in the ecosystem

The porbeagle is a top predator, occupying a position near the top of the marine food web and feeding on fish, squid and some small sharks. It has few predators other than humans, but orcas and white sharks may take this species. It is known that the removal of populations of top marine predators may have a disproportionate and counter-intuitive impact on trophic interactions and fish population dynamics — this includes causing declines (rather than increases, as could be assumed) in populations of some of their prey species.

Populations of the species have dramatically declined by up to 89 per cent in the North Atlantic...

International trade

International trade in porbeagle shark products includes fresh, frozen and dried-salted meat for human consumption, oil and fishmeal for fertilizer, and fins for shark-fin soup. Unlike the spiny dogfish, no Harmonised System Customs Codes have been applied for porbeagle so trade in the species is mixed with trade in other species, under an "other shark" category. Thus, while trade data are somewhat limited, the reported declines in some stocks, as well as the known international demand for the species, are sufficient justification for inclusion of the species in Appendix II. Indeed it is because of such lack of codes for shark products in trade that the CoP adopted *Decision 13.42* to encourage Parties to "improve their data collection and reporting to FAO of catches and landings of and trade in sharks, at the species level where possible, recognizing that inter alia this may be a first step towards the development and implementation of Shark Assessment Reports and National Plans of Action or other relevant national instruments."

There is a considerable internal market for these products within the European Union (EU). International trade in porbeagle products is unregulated, and all is therefore legal

— although not necessarily sustainable, as evidenced by data. It has been reported that Canada exports porbeagle meat to the US and the EU (including Italy), Japan exports to the EU, and the EU exports to the US, where it is consumed in restaurants. These commercial transactions could not be



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quantified nor their economic value estimated. The species is also utilized for sport fishing in Ireland, the US, and the UK, with catches either retained for meat and/or trophies, or tagged and released. Low levels of porbeagle are also taken by game fishers off the South Island of New Zealand.

Illegal or unsustainable trade

Because no legislation has been adopted by range States or trading nations to regulate the national or international trade in porbeagle, currently no trade transaction or transshipment is illegal. However, unsustainable fisheries for the species are well documented. For example, in the North Atlantic, annual landings of the porbeagle fell from thousands of tonnes to a few hundreds of tonnes in under 50 years while Northwest Atlantic stock assessments document a decline in total abundance to 21–24 per cent, with numbers of mature females at only 12–15 per cent of pre-exploitation levels. Recent ICES advice (2006) states that for the Northeast Atlantic *“No targeted fishing for porbeagle should be permitted on the basis of their life history and vulnerability to fishing. In addition, measures should be taken to prevent bycatch of porbeagle in fisheries targeting other species, particularly in the depleted northern areas.”*

Current management regimes

Members of the FAO have adopted an International Plan of Action (IPOA) for the Conservation and Management of Sharks. This plan urges all States with shark fisheries to implement conservation and management plans. The initiative is voluntary, and less than 20 per cent of member States have produced Shark Assessment Reports or National Plans of Action to support the IPOA. Meanwhile,

some Regional Fisheries Organizations (RFOs) have recently adopted shark resolutions to support improved recording or management of pelagic sharks taken as bycatch in the fisheries they manage, but no management is yet underway. It is clear from the available decline information that existing management regimes for the species are either insufficient or ineffectively implemented.

Role of CITES

The Shark Working Group under the Animals Committee identified the porbeagle during its work to *“identify specific cases where trade is having an adverse impact on sharks, in particular those key shark species threatened in this way”* (see CoP14 Document 59.1 Annex 3).

While trade data for this species are limited due to the lack of a Harmonized System Customs code, there is known to be international demand and trade in the species. Given the available data in declines and the international demand, there is clearly a role for CITES in the management of the trade in this species. Inclusion of the porbeagle in Appendix II would ensure there are increased data concerning the level to which the species is in international trade which will in turn benefit and improve the management of the species. This view is supported by the findings of the recent *Analysis of the trade aspects of the German proposals to list two species of shark in Appendix II of the CITES Convention* (prepared by Oceanic Développement and MegaPesca Lda for the European Commission).

Conclusion:

Inclusion of the porbeagle in Appendix II will provide a strong mechanism to help ensure conservation of the species, by:

- complementing and reinforcing fisheries management measures and international cooperation
- contributing to the implementation of the UN FAO International Plan of Action for the Conservation and Management of Sharks (IPOA-Sharks)
- mobilizing, through regulation of the international trade, the effective management of the fishing pressures that service the continuing demand for porbeagle products in international markets
- ensuring that trade is not detrimental to the survival of the species in the wild
- facilitating the recovery of over-exploited stocks, and
- helping to maintain the role the species plays in the marine ecosystem.



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Spiny dogfish

Many populations of spiny dogfish are severely depleted as a result of overfishing.

Proposal 16

Spiny dogfish (*Squalus acanthias*)

Germany (on behalf of the EU Member States) has proposed the inclusion of spiny dogfish *Squalus acanthias* in Appendix II, in accordance with Article II 2(a) with an annotation to delay implementation for 18 months.

WWF position: **SUPPORT**

Rationale:

WWF urges the CITES Parties to support the inclusion of spiny dogfish in Appendix II because:

- The spiny dogfish — a small and migratory shark — is vulnerable to overexploitation because of its late maturity, low reproductive capacity and longevity
- This vulnerability is further exacerbated by the fact that fisheries target aggregations of the species, which comprise mature, usually pregnant females; this results in male-biased populations with reduced productivity
- The spiny dogfish is subject to unsustainable fisheries in several parts of its range, because of strong international demand for its meat (as much as 30 per cent of production enters international trade and this is highly likely to be an under-estimate, according to a recent European Commission-commissioned report)
- The main importer is the EU, with the major exporters including the US, Canada, Morocco, Iceland, Norway and New Zealand

- Stock assessments document a decline of over 95 per cent from baseline in the Northeast Atlantic and a 75 per cent reduction in mature females in the Northwest Atlantic in just ten years
- All but two populations meet the criteria for inclusion in CITES Appendix II, thus inclusion on Appendix II is warranted
- Inclusion of the species in Appendix II will help ensure that international trade will be supplied by sustainably managed fisheries that are not detrimental to the status of the wild populations
- An Appendix II listing will complement and reinforce traditional fisheries management measures, and also contribute to implementation of the UN Food and Agriculture Organization (FAO) International Plan of Action for the Conservation and Management of Sharks.

Further recommendations:

In *Document 18.1 Cooperation with the Food and Agriculture Organisation of the United Nations*, the Secretariat recommends the establishment of a Fishery Working Group to report to the Standing Committee, in order to address practical issues related to the implementation of the Convention for fish species that have been listed in the Appendices. The establishment of such a Group could help ensure that the time between CoP14 and the date of inclusion of the species on the Appendices would be used in an effective and efficient manner to address any potential implementation issues.

- WWF supports the establishment of such a Working Group and would further recommend that, should the Conference of the Parties adopt such a decision, the process for the establishment of this Group should be commenced at SC56 immediately succeeding CoP14 (rather than waiting until SC57 in 2008), in order to facilitate timely implementation assistance to the Parties.

Background:

Biological characteristics

The spiny dogfish occurs in temperate waters and is largely migratory. The principal populations occur in the Northwest and Northeast Atlantic (including the Mediterranean and Black Seas), Northeast and Northwest Pacific (including the Sea of Japan), South Atlantic, and Southeast Pacific off South America, and New Zealand, with smaller populations off South Africa and southern Australia. It is most common in coastal waters at depths between 10 and 200m. Although some stocks undertake long distance seasonal migrations, its distribution is fragmented into distinct populations.

Females of the species mature between 10 and 23 years (depending upon the stock), while males mature between 6 and 14 years. Pregnancy lasts 18–24 months with females giving birth every two years to litters of, on average, 2–11 pups. These life history parameters result in a limited reproductive capacity and one of the lowest population growth rates calculated for any shark species.

As a very long-lived, slow-growing, and late maturing shark, spiny dogfish is vulnerable to overfishing. Segregation by size and sex makes aggregations of large pregnant females particularly vulnerable to fisheries. This results in male-biased populations, with reduced productivity.

Population status

Many populations of spiny dogfish are severely depleted as a result of overfishing. As fisheries off Europe became depleted in the late 1980s, fisheries in the US and Argentina developed to fill a gap in supply on the European market. Subsequent declines in US catch sparked the development of fisheries off Canada and New Zealand. This trend appears to be continuing with the emergence of fisheries off Morocco.

The targeting of females in fisheries is also having a negative impact on the overall range in the length of individuals, with a declining average size of females, resulting in fewer and smaller pups.

Stock assessments for spiny dogfish document declines of 75 per cent in reproductive females in the Northwest Atlantic in just 10 years, and a decline over 95 per cent from baseline levels in the Northeast Atlantic and a 60 per cent decline in Black Sea stocks. The available data on declines driven by international demand for meat indicate that all but two populations of the species meet the criteria for inclusion in CITES Appendix II under *Res Conf 9.24 (Rev CoP13)*, Annex 2a A and B. Thus, the species warrants inclusion in Appendix II of CITES.

Role in the ecosystem

The species feeds mainly on a variety of bony fishes and invertebrates, primarily herring, mackerel, and comb jellies. It is eaten by some larger sharks and marine mammals. It does not appear to prey heavily on, or affect the recruitment of, ground fish (such as cod and flounder) and its very slow growth and low metabolic rate imply that it does not consume large quantities of prey compared with warm-blooded shark species.

International trade

This is a valuable commercial species in many parts of the world, caught in bottom trawls, gillnets, line gear, and by sport fishers using rod and reel. Because spiny dogfish occurs in many areas where gill nets, longlines, and trawls are used, bycatch in these gears affects its stocks, but is generally unreported and not included in national fisheries statistics.

Spiny dogfish is known to be traded as fresh and frozen meat, including fillets; as tails; in smoked form; as fins; and as a number of by-products including cartilage and liver, hides, teeth and jaws. The oil and meat of spiny dogfish has been widely traded for many years. The major trade is now in meat products and it is this trade that drives the fisheries for this species.

As Harmonized System Customs codes have been applied to this species by many trading nations, more trade data are available for this than for many other shark species, for example, the porbeagle *Lamna nasus* (for which Harmonized System Custom codes have not been applied). Trade data are available from one of the major markets, the EU, and a major exporter, the US. Other countries record trade in spiny dogfish under general fish trade codes and in some instances in codes such as “dogfish and other sharks”.

A recent report commissioned by the European Commission estimated that “*as much as 30 per cent of production enters international trade. Given the lack of clarity in reporting and classification, this is highly likely to be an under-estimate*” (from *Analysis of the trade aspects of the German proposals to list two species of shark in Appendix II of the CITES Convention* prepared by Oceanic Développement and MegaPesca Lda for the European Commission).

The EU is the major market for spiny dogfish meat (France, Germany, and Belgium are the main importers), while the major suppliers to the EU are the US, Norway, and Canada. Additionally, Argentina and Morocco have become increasingly important sources of imports. In 2005, 95 per cent of US exports of spiny dogfish were destined for markets in the EU. Other markets for US spiny dogfish products include Mexico, Thailand, Hong Kong and Australia.

Illegal or unsustainable trade

In the absence of legally binding regulatory measures concerning catch or trade of spiny dogfish at national or international levels (as is the case for the large majority of countries involved in shark catch and bycatch), no fishery

activity or trade transaction, including transshipment, is illegal. Even in areas where directed shark fishing has been prohibited, such as in Alaska, related trade measures have not been adopted to restrict trade in products of shark bycatch, which therefore remains legal and unlimited and is composed in large proportions of spiny dogfish products.

Spiny dogfish is subjected to unsustainable fisheries in several other parts of its range, because of international demand for its high-value meat. Other stocks are likely to experience similar declines unless trade regulations provide an incentive to introduce sustainable management. In the Northeast Atlantic, for example, annual catch peaked at around 50,000 t in 1972 but had declined to around 8,000 t by 2004 due to declines in catch rate. International Council for the Exploration of the Sea (ICES) advice for 2006 stated that, for the Northeast Atlantic Stock *“The absolute level of exploitation is unknown but the trends in fishing mortality and the continuous decline in landings indicates that exploitation has been, and continues to be well above sustainable levels... Targeted fisheries should not be permitted to continue, and by-catch in mixed fisheries should be reduced to the lowest possible level”*.

Current management regimes

While the spiny dogfish is not actively managed by any regional fisheries management organization (RFMO), there are some regional management measures in place which are likely to be of limited value because of the migratory nature of the species. Apart from the cooperative setting of total allowable catch between EU and Norway for a small portion of the Northeast Atlantic stock, there are no known multilateral management arrangements that cover stocks in their entirety, despite the fact that the species is migratory. Thus international cooperation across the species' range is crucial to ensure the effective regulation of the trade and the sustainability of its exploitation. While there is a UN FAO International Plan of Action for the Conservation and Management of Sharks (IPOA), less than 20 per cent of the FAO Committee of Fisheries Member States have reported to FAO that they have drafted a National Plan in order to implement the IPOA.

In addition, there are several instances where scientific advice has been ignored in the management of the species, or management measures are not compulsory, thus resulting in overexploitation. For example:

- In 2006, ICES advised that the Total Allowable Catch for the species should be set at zero throughout the Northeast Atlantic but this advice was ignored
- In 2007 in the US, the Atlantic States Marine Fisheries Commission (ASMFC) adopted a commercial quota 50 per cent higher than the quota set by NMFS (the US National Marine Fisheries Service) for federal waters, and trip limits at five times the scientific advice in order to promote reopening of targeted fisheries
- Canada has not reduced quotas for the species in the Northwest Atlantic despite evidence that they are considered unsustainable according to the US population assessment.

Role of CITES

Given the evidence of stock declines, and the above examples, it is clear that existing management regimes for the species are either insufficient or ineffectively implemented and thus, inclusion of the species in Appendix II is crucial to ensure that markets are supplied with products from an effectively and sustainably regulated international trade. Given the significant level of production entering international trade, inclusion on Appendix II *“would be expected to impact the conservation of the species... and could be expected to avoid that the species become threatened with extinction, and eligible for inclusion in Appendix I in the future”* (from *Analysis of the trade aspects of the German proposals to list two species of shark in Appendix II of the CITES Convention* prepared by Oceanic Développement and MegaPesca Lda for the European Commission).

Inclusion in Appendix II will complement and reinforce the current fisheries management measures and contribute to the implementation of the UN FAO International Plan of Action for the Conservation and Management of Sharks (IPOA-Sharks).

The Shark Working Group under the Animals Committee identified spiny dogfish during its work to *“identify specific cases where trade is having an adverse impact on sharks, in particular those key shark species threatened in this way”* (see *CoP14 Document 59.1 Annex 3*).

Conclusion:

Inclusion of spiny dogfish in CITES Appendix II will provide a strong mechanism to help ensure conservation of the species, by:

- ensuring that international trade in spiny dogfish is maintained at levels that are not detrimental to the species' survival in the wild
- enhancing international efforts and cooperation for the sustainable management of trade in the species
- possibly mobilizing the development of complementary or joint management arrangements between range States that cover entire stocks
- helping to prevent the ongoing serial depletion of spiny dogfish population globally
- improving the availability of data on the nature, extent and pattern of trade to support management measures, and
- mobilizing benefits for spiny dogfish conservation and a sustainable fisheries industry.



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Sawfish

...the life history characteristics of sawfish make them vulnerable to overexploitation...

Proposal 17

Pristidae spp. (Sawfish)

Kenya and the United States of America have proposed the inclusion of all species of sawfish (family *Pristidae*) in Appendix I in accordance with Article II, paragraph 1 and Res. Conf. 9.24 (Rev CoP13) Annex 1 Criteria A i); v); B i), iii), iv) and Criterion C ii).

WWF position: SUPPORT

Rationale:

WWF urges the CITES Parties to support the inclusion of all species of sawfish in Appendix I because:

- although population data are scarce, the extreme scarcity of recent sightings of some species, and historical data showing population declines, indicate that populations are small, and within the guidelines in Res. Conf. 9.24 (Rev CoP13)
- the life history characteristics of sawfish make them vulnerable to overexploitation
- sawfish and their parts are highly valued, and are known to be in international trade for their fins, meat, toothed rostra (snouts) and as live animals used in aquaria exhibits

- all species of sawfish are found in international trade, and enforcement would be problematic if only selected species were included in the Appendices; there is some taxonomic uncertainty on the number of species, different species have certain similarities, and it is difficult to distinguish the parts of different species in trade
- removing the financial incentives of landing incidentally captured sawfish will reduce bycatch mortality.

Further recommendations:

Enforcement and customs officials may find differentiation of some sawfish and shark species products difficult. WWF recommends the development of an identification guide or genetic tools to enable informed non-experts to distinguish between the fins of sawfish species and those of other species.

An Appendix I listing will reduce incentives to land sawfish which have been incidentally caught in fishing gear. To reduce bycatch mortality, fishermen can be educated on how to safely remove sawfish when they are caught in nets and other fishing gear. Official procedures on the release of sawfish have been written for a fishery in Queensland, Australia, to encourage sustainable fishing practices and could be shared with other Parties.

Background:

Biological characteristics

Sawfish are large rays, related to sharks, with records of individuals up to seven metres in length. While there is some variation in the habitat preferences of the seven sawfish species, they occur globally in subtropical and tropical freshwater, marine, and coastal habitats, usually up to a depth of 80 metres. Sawfish have a slow growth rate, late sexual maturity, low reproductive rate, slow gestation and a long lifespan, all of which means that their populations are slow to recover when numbers have declined.

Sawfish are notable for their long, toothed rostrum, used to hunt for prey. There can be as many as 37 teeth on each side of the rostrum. *Pristis zijsron* has the longest rostrum of all species, measuring almost two metres in length. This physical feature makes sawfish particularly prone to accidental entanglement in nets and other fishing gear.

Population status

Presently there are seven recognized species of sawfish:

Anoxypristis cuspidata	(knifetooth, pointed, or narrow sawfish)
P. clavata	(dwarf or Queensland sawfish)
P. microdon	(freshwater, Leichhardt's, great-tooth, or largetooth sawfish)
P. pectinata	(smalltooth sawfish)
P. perotteti	(largetooth sawfish)
P. pristis	(common sawfish)
P. zijsron	(green sawfish)

It is thought that sawfish distribution was once continuous through all areas of suitable habitat, but is now severely fragmented with almost all remaining populations greatly reduced in numbers. Two species (*P. pristis* and *P. perotteti*) have limited distribution around the coastal waters of eastern and western Atlantic respectively, while the other species are more widespread. Although sawfish have a global distribution, the Northern Territory (Australia) and Western Australia are considered the last stronghold of healthy sawfish populations, anywhere in the world.

All species of sawfish are listed on the IUCN Red List as Critically Endangered (2006). Quantitative population trends are limited for most species, but there is evidence from fishing and bycatch reports that many populations have been greatly depleted or lost from large areas of their former range.

Role in the ecosystem

The role of sawfish in the ecosystem varies according to the species concerned, their size, habitat and behaviour. Sawfish feed on small schooling fish and sometimes crustaceans and other bottom-dwelling inhabitants. The different species vary from the middle to the top of the food chain within their marine ecosystems.

International trade

At CoP10 in 1997, the United States proposed to list all sawfish species on CITES Appendix I. This was defeated as there were insufficient international trade data available at that time to suggest it was damaging to populations. While records of sawfish species caught as bycatch or targeted species are still somewhat limited, there is now sufficient evidence to support the inclusion of these species in Appendix I. The Animals Committee Shark Working Group

“ Their fins are utilized in shark-fin soup and their meat as food, their rostral saws are sold as curios and ceremonial weapons...”

also identified sawfish in their work to “identify specific cases where trade is having an adverse impact on sharks, in particular those key species threatened in this way” (see Annex 3 of *CoP14 Document 59.1*).

Sawfish are highly prized exhibits in public aquaria. Their fins are utilized in shark-fin soup and their meat as food, their rostral saws are sold as curios and ceremonial weapons, their rostral teeth are favoured as cockfighting spurs, and their flesh, rostra, skin, liver oil, and bile are used in traditional medicines. The lucrative market for their meat and fins is thought to have caused declines across their distribution; for example the population in Lake Nicaragua never recovered after five years of targeted fishing in the 1970s.

Two fisheries, in Indonesia and the Philippines, are presently known to target sawfish for international trade in their fins and use in aquaria. However, most captures of sawfish are incidental. They are disproportionately vulnerable to accidental capture in fishing gear, as described above, but, rather than being released, their carcasses are often retained because of the high value of their products. Sawfish fins are thought to be some of the highest quality in the shark fin trade.

It is difficult to quantify the levels of international trade of sawfish in any detail as few countries record sawfishes separately from other sharks and rays. Misidentification of traded products also impairs data records. However, records of international sawfish trade have been documented worldwide, in countries such as the US, Australia, Brazil, Bangladesh, Malaysia, Indonesia, Somalia and Djibouti. Evidence suggests that several hundred, and perhaps over 1,000, sawfish rostra are in international trade every year.

Illegal or unsustainable trade

Presently all international trade in sawfish is legal, with the exception of very few countries where some sawfish species

are protected (see below). However, importing countries may not be aware of the export laws of these countries, and therefore illegal trade will not be recorded. The direct and indirect take of sawfish has been unsustainable across most of its distribution, as evidenced by the anecdotal and recorded decline in sightings of sawfish, and areas where populations have not recovered from concerted fishing efforts.

Other threats

Fishing is the principal threat to sawfish species, which is now mostly through incidental capture. Even though sawfish may not be the target species, bycatch mortality is high for these species, particularly in bottom trawl fisheries employing lengthy tows. The high demand for sawfish fins



and curios value of their rostra creates an incentive to kill those that survive unintentional capture. Sawfish are also highly vulnerable to the degradation, loss and disruption of their shallow coastal and freshwater habitats. Such disturbance can be caused by pollution, channel dredging, boating activities and development. The building of dams can block sea access for the migration of sawfish populations through rivers and estuaries.

Current management regimes

There is currently no form of fishery management, such as national fisheries management plans, for sawfish. The United Nation's Food and Agriculture Organization and Regional Fisheries Bodies do not offer any form of management for sawfish fisheries or bycatch. Some countries have

There is currently no form of fishery management, such as national fisheries management plans, for sawfish.

developed draft conservation plans, but these have yet to be approved and implemented.

Some sawfish species are afforded legal protection in range States, for instance:

- In Australia, permits are required for activities which may kill, injure, take, trade, keep, or move *P. microdon*, and they are also the subject of conservation advice and recovery plans
- In Brazil, capture of *P. pectinata* and *P. perotteti* was banned in 2004, and a national plan of action for sharks has been drafted that is awaiting approval
- In the US, *P. pectinata* has been listed under the US Endangered Species Act (ESA) since 2003. Resulting federal penalties for take or harm of sawfish complemented state protection for the species in several US states. A draft ESA recovery plan for this species is expected to be finalized this year (2007).
- Sawfish species have been listed under India's Wildlife Protection Act since 2001.

Conclusion:

Inclusion in Appendix I would benefit all sawfish species, by:

- curbing international trade in sawfish and their parts,
- reducing bycatch mortality by decreasing incentives to land accidentally caught sawfish and instead encourage their release,
- improving records of sawfish landings and trade,
- facilitating the recovery of populations,
- raising awareness of their endangered status and encourage research into their habits and conservation requirements.



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European eel



Proposal 18

Anguilla anguilla (European eel)

Germany (on behalf of the Member States of the European Community) proposes the inclusion of the European eel *Anguilla anguilla* in Appendix II in accordance with Article II.2(a).

WWF position: SUPPORT

Rationale:

WWF urges the CITES Parties to support the inclusion of the European eel *Anguilla anguilla* in CITES Appendix II because:

- The species meets the criteria for inclusion (*Res. Conf. 9.24 (Rev. CoP13) Annex 2a Criteria A and B*) because of the widespread declines in glass eel recruitment (e.g. an average 95–99 per cent decline in glass eel collection from 1980–1999 in 19 rivers in 12 countries)
- The International Council of the Exploration of the Sea (ICES) Working Group on Eels 2006 concluded that the species has declined in most of its distribution and is outside safe biological limits
- European eels have several life history characteristics which make them particularly vulnerable to overexploitation: long-lived, large body size, late sexual maturity, production of all offspring at one time, high mortality rates and a trans-Atlantic migration route
- There is significant international trade demand for this species, both for live glass eels (from Europe to Asia) and the highly valued meat of adults
- TRAFFIC reports (www.traffic.org) have shown that poaching and illegal trade are a concern for this species
- Regulation of international trade is particularly necessary given that declines may be further exacerbated by other anthropogenic factors such as freshwater and coastal habitat loss, pollution, parasitism, climate change, ocean current change and blocking of inland migration routes, and
- An Appendix II listing will assist all eel range States by helping to ensure that all harvest and trade in European eels is well-managed, not detrimental to the survival of the species in the wild, and legal.

Further recommendations:

- WWF urges CITES Parties to support the development of identification tools to distinguish all specimens from other species
- WWF urges all European eel range States to support the European Community's Proposal for a Community Action Plan for the Management of European Eel.

Background:

Biological characteristics

European eels are a semelparous (reproducing only once in their lifetime) and catadromous (spending most of their life in freshwater but going to the sea to breed) fish. The species has a complex and unique life cycle with several stages of development (glass eels, elvers, yellow eels, and silver eels).

The life cycle of the species involves migration from Europe to the Sargasso Sea in the Atlantic Ocean, near Bermuda, where adult eels breed at a depth of several hundred meters. The Gulf Stream carries newly hatched larvae for about one year to European and North African shores. By the time young eels reach the continental shelf and river estuaries, they have turned from leaf-shaped larvae into free-swimming, transparent, cylindrical fish known as glass eels which are approximately 5cm long and weigh less than 1 gramme. During their further migration into rivers, streams, and marshlands, glass eels turn darker, becoming what are called elvers or yellow eels. The juvenile state (about 10cm) begins as they move further upstream.

Although there is much variability based on latitude, ecosystem characteristics, and environmental conditions, in general eels reach sexual maturity at 3–25 years (on average 7–8 years for males and 11 years for females), stay in European waters for 5–8 years for females and 3–5 years for males, and can grow to up to 1.2 meters in length. With the onset of sexual maturity, the adult eel changes while in freshwater, becoming more silvery. The head becomes more pointed as it ceases to feed — the fish has stores of fat to sustain it on its long migration — and its eyes become larger, ready to adapt to life in the ocean. These silver eels migrate back from European freshwaters to the Sargasso Sea. This journey can take up to three years. Some of its passage may be overland, where it survives out of water longer than most fish by closing its small gills and keeping them supplied with water held in a large gill cavity (seen as swellings on either side of its head).

Population status

The European eel population is fragmented in thousands of water bodies across Europe. The species has been subjected to largely unmanaged fisheries that have contributed to consistent marked population declines in fished areas where the species is both protected and unprotected, and with localized extirpations at the edges of its range. Glass eel recruitment has declined to less than 20 per cent of levels observed up to three generations previously. The latest review of the status of the European

eel, conducted by the Joint European Inland Fisheries Advisory Commission and International Council of the Exploration of the Sea Working Group on Eels in 2006, supported scientific consensus that the species has declined in most of its distribution and is outside safe biological limits.

Other human impacts may have also contributed to the sharp decline in European eel recruitment. These include freshwater and coastal habitat loss, pollution, climate change, ocean current change, blocking of inland migration routes by dams, mortality in hydroelectric turbines and transfers of parasites and diseases.

The level of interplay between the various factors involved in the observed declines in European eel stocks and recruitment (from both catch records and fishery-independent data sources) remains unresolved, and no single cause has been identified for the continental-wide declines in recruitment. However, since the impact of human-induced environmental change is likely to make the populations less able to support sustainable exploitation, fishery controls and the level of regulation that will be afforded by CITES Appendix II listing could help prevent the continued decline of this species.

Role in the ecosystem

The species dominates fish communities in many coastal and continental aquatic systems. For example, it represents more than 50 per cent of the fish biomass in estuarine systems such as lagoons and the lower reaches of Mediterranean and Atlantic coast rivers. European eels are both a food source and a predator. They distribute nutrients between marine and freshwater ecosystems through their migrations between these habitats.

International trade

International trade in European eels is high. All major life stages are exploited in directed fisheries with an estimated annual catch of 30,000 tonnes. The fishery is valued at around €180 million per year, and €360 million in added value.

The meat of European eels is highly valued in Europe and parts of East Asia, with glass, yellow, and silver eels favoured in different regions. The European Community exports all life stages of European eel and also imports mainly adult eel. Southern European countries mainly concentrate on glass eels fisheries for export to northern Europe and Asia for rearing in aquaculture, while artisanal fisheries in North and Central Europe mainly target silver and adult eels. Small yellow eels are also traded among and within European countries for stocking purposes.

In recent years, the export of live glass eels to East Asia has increased considerably, following overexploitation and collapse of populations of Japanese eel, *A. japonica*. Between 1995 and 2005, an estimated half a billion live glass eels were exported on average per year from the EU to Asia. Glass eels are grown to commercial size in China, Korea, and Japan, and then marketed in Japan where they are consumed grilled or smoked (kabayaki). China also re-exports eels to Europe.

At the current time, captive breeding of European eels is not possible. Even if it were to become so, it would take some time for it to become apparent as to whether such technology would transform international markets in glass eels. Many fisheries are maintained by artificial re-stocking, although current catches of glass eels in European waters are insufficient for European restocking needs, not even considering the European and Asian aquaculture demands, hence recovery targets will not be met by restocking alone.

Illegal or unsustainable trade

Overexploitation is also driven by illegal fisheries. Eel poaching mainly concerns glass eels and is particularly active in southern Europe, involving well-organized criminal groups. There is evidence, for example, that glass eels poached in France and Belgium have been exported to China via Madrid. The French Gendarmerie has identified several organized poaching groups in France; one such group sold about 3.5 tonnes of glass eels during the two former fishing seasons, which were then exported to Spain.

Current management regimes

The European eel does not fall under the protection of any international law though there are various regional management measures. The European Community has also issued a Proposal for a Community Action Plan for the Management of European Eel. The proposal presents an international objective for the establishment of river basin district-based eel management plans, which should aim to achieve escapement to sea of at least 40 per cent of silver eels relative to the best estimate of potential escapement under unfished, unpolluted and unobstructed conditions.

Conclusion:

Inclusion of *A. anguilla* in CITES Appendix II will provide a strong mechanism to help ensure conservation of the species, by:

- providing the framework for the international collaboration that is required to promote the management and conservation of this species
- helping to assist range States to ensure that all harvest and trade in European eel is well-managed and not detrimental to the survival of the species in the wild
- providing assurances to the consumer that the product they are purchasing is legal and sustainable, and benefiting responsible industry stakeholders, and
- increasing global awareness of the problem of over-harvesting of *A. anguilla*



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Red & Pink Coral



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Dozens of websites offer *Corallium* for sale and on any given day there are thousands of *Corallium* products offered for sale on Internet auction sites.

Proposal 21

Corallium spp. (red and pink coral)

The United States has proposed the inclusion of red and pink corals *Corallium* spp. in Appendix II, in accordance with Article II 2(a) and *Resolution Conf. 9.24 (Rev. CoP13)*.

WWF position: SUPPORT

Rationale:

WWF urges the CITES Parties to support the inclusion of *Corallium* in Appendix II because:

- The life-history characteristics of the genus make *Corallium* communities, which are harvested mainly for the manufacture of jewellery, vulnerable to over-harvesting
- Many *Corallium* beds have been subjected to rapid overexploitation, leading to exhaustion of the resource in some areas, with slow recovery
- Non-selective, destructive harvesting equipment continues to be used in some areas, especially the Pacific
- *Corallium* products are high value, and the market for these products is extensive
- Harvest of *Corallium* is not managed by any existing regional fisheries management organizations, and there are no international trade controls in place

- The combination of high value, large market, slow recovery, destructive collection, and lack of management undermines the conservation of the genus
- It is difficult, if not impossible, to identify the species of *Corallium* used in a finished product. Therefore, although a limited number of species are likely to be exploited by the *Corallium* trade, conservation efforts need to focus on the entire genus.
- *Corallium* spp. meet the criteria for inclusion in Appendix II under Annex 2a of *Res. Conf. 9.24 (Rev. CoP13)*.

Further recommendations:

The importance of [stony] corals to the marine ecosystem was recognized in *Resolution Conf. 11.10 (Rev. CoP 12) Trade in stony corals* which calls for Parties to give greater emphasis to the role of corals in the ecosystem when completing non-detriment findings. The spirit of this Resolution should be applicable to other corals, including *Corallium*.

WWF recommends that *Res. Conf. 11.10 (Rev. CoP 12)* be revised to specifically include all CITES-listed corals (including *Corallium*) and to state that non-detriment findings only be applied to coral (including *Corallium*) that have been harvested through non-destructive and selective techniques.

Background:

Biological characteristics

Corallium is a genus of 26–31 species of sessile, branched, fan, or bushy-shaped corals that are found throughout the world in tropical, subtropical and temperate oceans.

Corallium occurs in geographically isolated and spatially confined communities on rocky bottom habitats, typically aggregating on banks and seamounts, under ledges and in and around caves. Most are found in deep water. *Corallium* species have slow growth rates, relatively late reproductive maturity and long life spans. *Corallium* populations are genetically isolated and occur in restricted habitats, with limited potential for dispersal. Populations are therefore primarily self-recruiting, exhibit low rates of gene flow, and are separated from one another by large areas of unsuitable habitat.

Population status

The harvest of both Mediterranean and Pacific *Corallium* species has followed a pattern of discovery, commercial harvest, and over exploitation, leading to a decline in abundance and exhaustion of the resource. Over the last 20 years, *Corallium* populations in the Mediterranean have diminished dramatically in size, age structure, and reproductive output. As a result, the number of commercially valuable beds has been reduced significantly. Populations off parts of the Italian, French and Spanish coasts had significant populations in the 1950s, but most have been overexploited and are no longer commercially viable. Most shallow water populations are now characterized by non-reproductive colonies that are too small to be legally harvested. Commercially viable reefs are still found in deeper waters (Note: populations in waters deeper than 50 metres can still be harvested using non-selective, destructive methods as explained under *Illegal or unsustainable trade* below). In the western Pacific, *Corallium* populations have been depleted within 4–5 years of their discovery, resulting in a termination of collection or a relocation of harvest to newly discovered populations.

Role in the ecosystem

Corallium colonies provide habitat for sessile invertebrates and increase biodiversity where they occur.

International trade

Corallium is primarily harvested for the precious coral trade. The colourful skeletons of *Corallium* are highly valued as jewellery and in the creation of art objects. In addition, powdered skeletons are used as an ingredient in herbal or homeopathic medicines. The annual international harvest of *Corallium* has fluctuated between 28 and 54 metric tonnes over the past 15 years, with the United States as the biggest consumer. From 2001–2006, the United States alone imported more than 26 million pieces, 51,456kg of manufactured items, 428,644 skeletons and 6,742kg of raw *Corallium*. Unfortunately, there are limited data available on

other importing countries. Malaysia, the Philippines and Indonesia all import *Corallium* from Taiwan and Japan, and make it into jewellery, much of which is then sent to the United States. Italy is one of the largest importers of raw *Corallium*, mostly from Japan and Taiwan, which is worked by jewellers in Italy and then sent to India, elsewhere in the European Union and the United States. Some Mediterranean *Corallium* is traded between Mediterranean countries or is exported to India and sold there or worked and re-exported on to other countries. In recent years, *Corallium* has become common for sale via the Internet. Dozens of websites offer *Corallium* for sale and on any given day there are thousands of *Corallium* products offered for sale on Internet auction sites.

Corallium is primarily harvested for the precious coral trade. The colourful skeletons of *Corallium* are highly valued as jewellery and in the creation of art objects.

Illegal or unsustainable trade

In the absence of legally binding regulatory measures concerning harvest or trade of *Corallium* at national or international levels, no fishery activity or trade transaction, including transshipment, is illegal. Even in areas where harvest of *Corallium* has been prohibited, such as in the United States, measures have not been adopted to restrict trade in raw or processed *Corallium* harvested by other countries. The high international demand for *Corallium* drives serial depletions of populations as new stocks are discovered and rapidly exhausted, resulting in decreased genetic diversity, reduced colony densities, and populations dominated by small, immature colonies.

In addition, *Corallium* has historically been collected using highly destructive dredges and trawls which cause extensive damage to coral ecosystems by destroying bottom features, dislodging or breaking undersized corals and eradicating other benthic sessile organisms. Most, but not all, Mediterranean countries have banned the use of trawls, encouraging selective collection using SCUBA. However, the requirements to harvest by SCUBA do not extend to populations occurring at depths below 50 metres. Therefore, harvest of these may still occur using destructive non-selective methods. Collection of *Corallium* in the Pacific (primarily by Japan and Taiwan fisheries) continues to be conducted using destructive equipment.



Role of CITES

Trade in *Corallium* is extensive and most of the species in the genus have life-history characteristics that make them particularly vulnerable to over exploitation: extreme longevity, late age of maturity, slow growth and low fecundity. Historically, discovery of commercially viable beds has led to rapid exploitation and subsequent exhaustion of the resource. *Corallium* therefore meets the conditions of Article II, paragraph 2(a) of the Convention which states that Appendix II shall include: “all species which although not necessarily now threatened with extinction may become so unless trade in specimens of such species is subject to strict regulation in order to avoid utilization incompatible with their survival.”

Commercial trade is dominated by *Corallium rubrum* from the Mediterranean and northeast Atlantic, and *C. elatius*, *C. nobile* and *C. secundum* from the northwest Pacific.¹ However, identification of the products in trade to species is difficult if not impossible. Therefore, listing of the entire genus is justified following Criterion A in Annex 2b of *Resolution Conf. 9.24 (Rev. CoP13)*: “The specimens of the species in the form in which they are traded resemble specimens of a species included in Appendix II under the provisions of Article II, paragraph 2 (a), or in Appendix I, such that enforcement officers who encounter specimens of CITES-listed species, are unlikely to be able to distinguish between them.”

¹ The proposal also includes *C. japonicum*, however, this species has been reassigned to the new genus *Paracorallium*.

Concern has been expressed that a significant part of the trade in *Corallium* is in jewellery that is sold to tourists, and therefore may be exempt from CITES controls as per *Res. Conf. 13.7 Control of trade in personal and household effects*, which states that, except for a few specific exceptions, Parties shall not require export permits or re-export certificates for personal or household effects made from (dead) Appendix-II species. Unfortunately, there is no way of knowing how extensive the tourist trade in *Corallium* is, as there is no systematic collection of tourist trade data. However, the exemption provided by *Res. Conf. 13.7* would not apply to the considerable international commercial trade or to the significant trade in *Corallium* products sold via the Internet and would not diminish the effectiveness of including *Corallium* in CITES Appendix II.

Conclusion:

Inclusion of *Corallium* in CITES Appendix II will provide a strong mechanism to help ensure conservation of the genus, by:

- putting in place consistent international measures for regulating the trade in *Corallium*
- helping to ensure that international trade in *Corallium* is maintained at levels that is not detrimental to the survival of the genus in the wild
- requiring countries to record and share data on the levels of trade in *Corallium* and the species being harvested thereby enhancing international efforts for the sustainable management of trade in the genus
- helping to end the ongoing serial depletion of global *Corallium* populations and reduce the impact of trade on coral ecosystems
- requiring countries to enforce trade restrictions on *Corallium*, ensuring that legal trade takes place under the regulation of CITES permits and that illegal trade is appropriately dealt with
- providing assurances to the consumer that the product they are purchasing is legal and sustainable, and benefiting responsible industry stakeholders, and
- increasing global awareness of the problem of over-harvesting of *Corallium*.



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Dalbergia proposals

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Proposal 31

Dalbergia retusa (Black rosewood, Nicaraguan rosewood) and *D. retusa*

Germany (on behalf of the Member States of the European Community) proposes inclusion of the species on Appendix II.

WWF position: **SUPPORT**

Rationale:

Building on the IUCN/TRAFFIC Analyses of the Proposals to Amend the Appendices for CoP14 and the TRAFFIC recommendations to the Parties for CoP14, WWF urges the CITES Parties to support the inclusion of *D. retusa* and *D. granadillo* on Appendix II because:

- *D. retusa* occurs in the tropical dry forests from Mexico to Panama and has been extensively harvested, primarily for guitars, other musical instruments and furniture; *D. granadillo* is traded as a substitute for *D. retusa*
- Available information on declines of *D. retusa* in the wild indicates that accessible stocks have been exhausted and its habitat greatly reduced, indicating that the species meets the criteria for inclusion in Appendix II; for example, it is described as almost extinct in Costa Rica though it was once widespread, and is in a critical state in Nicaragua and Endangered in Guatemala
- International trade and demand both exist, though availability of data is limited
- When this is considered with other threats (habitat destruction, increased conversion of land for agricultural use to the species) and with the fact that it can be used as substitute for another species of limited availability (*D. nigra*), it is clear that inclusion in Appendix II is warranted for *D. retusa*
- If the Parties agree to include *D. retusa* in Appendix II, *D. granadillo* should also be listed for look-alike reasons (CITES Article II.2.b).

Proposal 32

Dalbergia stevensonii (Honduras rosewood)

Germany (on behalf of the member States of the European Community) proposes inclusion of the species on Appendix II.

WWF position: **OPPOSE**

Rationale:

Building on the IUCN/TRAFFIC Analyses of the Proposals to Amend the Appendices for CoP14 and the TRAFFIC recommendations to the Parties for CoP14, WWF does not support the inclusion of this species in Appendix II for the following reasons:

- It would seem that habitat loss through deforestation and land conversion are the greatest threats to the species
- The species does not appear to be readily available on the international market
- There is insufficient indication of trade levels (legal or illegal) within the proposal to conclude that the species meets the criteria for inclusion in Appendix II, i.e. that regulation of trade is required to ensure the survival of the species in the wild or to prevent it from becoming threatened by other factors
- Inclusion of the species in Appendix III would be preferable and would help generate trade data, ascertain the role of trade in its population status, and help to stimulate cross-border cooperation in addressing enforcement problems with existing national legislation to control harvest in the species.



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Cedrela spp.



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“ While some national laws and regulations exist to control illegal logging and trade, available data indicate these have thus far been insufficient to prevent declines...”

Proposal 33

Cedrela spp.

Germany (on behalf of the Member States of the European Community) proposes the inclusion of *Cedrela* spp. on Appendix II.

WWF position: SUPPORT

Rationale:

Building on the IUCN/TRAFFIC Analyses of the Proposals to Amend the Appendices for CoP14 and the TRAFFIC recommendations to the Parties for CoP14, WWF urges the CITES Parties to support the inclusion of *Cedrela* spp. on Appendix II because:

- Species within the genus *Cedrela* are heavily exploited for their timber (for furniture and light building work) throughout their range (from Mexico and the islands of the Caribbean to Argentina)
- The most commonly used species in the genus, *Cedrela odorata*, suffers from loss of habitat and overexploitation
- Populations have declined in many countries (e.g. Argentina, Barbados, Bolivia, Guatemala, and Panama, and particularly in Central America)

- Significant quantities of *C. odorata* are exported from Bolivia and Peru and may be considered a substitute for bigleaf mahogany *Swietenia macrophylla* (and can cause identification problems)
- The main products in international trade include logs, sawnwood, plywood, and veneer
- While some national laws and regulations exist to control illegal logging and trade, available data indicate these have thus far been insufficient to prevent declines
- *C. odorata* meets the criteria for inclusion in Appendix II and other species in the genus should be listed for look-alike reasons (CITES Article II.2.b)
- Inclusion of this genus in Appendix II should mobilize sufficient national action and international cooperation to address current levels of exploitation and ensure the species is used legally and sustainably, and continues to occur in the wild.



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Addis Ababa Principles and Guidelines for the Use of Biodiversity

Agenda item 13 Addis Ababa Principles and Guidelines for the Sustainable Use of Biodiversity

This document has been prepared by the Animals and Plants Committees to fulfil *Decision 13.6* which directs the two Committees to:

“Identify those principles and guidelines of most relevance to CITES, taking account of case studies provided by the Parties on how these could be used in specific cases of exports of specimens of Appendix-II species, and report at the 14th meeting of the Conference of the Parties.”

The Committees, using case studies, make several recommendations and comments, concerning the Addis Ababa Principles and Guidelines for the Sustainable Use of Biodiversity (AAPG) that were adopted by the Convention on Biological Diversity (CBD):

- They find that although CITES does not have a definition of sustainable use, the case studies show that elements of the AAPG are generally relevant to CITES, particularly for Appendix-II exports
- They find that although the AAPG have broad international support and are of global importance, some elements are not always immediately applicable to the issuance of CITES non-detriment findings (NDF) or other CITES matters
- They recognize that the AAPG could be used in the development of further taxon-specific non-detriment finding guidelines
- Questions were raised on the possible complications of using socio-economic aspects of the AAPG in making non-detrimental findings
- The AAPG support the existing IUCN guidance for the making of non-detriment findings, and would be valuable for the development of taxon-specific guidelines in this regard
- The Committees propose an amendment of *Res.Conf. 10.4 Cooperation and synergy with the Convention on Biological Diversity* to acknowledge the use of the AAPG as a voluntary additional tool to be used in making non-detriment findings.

In order to implement the final recommendation, above, the Secretariat proposes the following text for an amendment to *Res.Conf.10.4*:

RECOMMENDS that Parties take full account of the Addis Ababa Principles and Guidelines for the Sustainable Use of Biodiversity in the implementation of the Convention

WWF position: SUPPORT and offer additional suggestions

Background and rationale:

WWF supported the adoption of *Decisions 13.6* and *13.7* concerning the Addis Ababa Principles and Guidelines for the Sustainable Use of Biodiversity (AAPG) at CITES CoP13, to further the goal of strengthening synergies between CITES and CBD. WWF was also glad to participate in the Joint Working Group of the Animals and Plants Committees on this issue.

The AAPG are an important step forward in articulation of the conditions necessary to ensure sustainable use of biological diversity. WWF believes they have the potential to be of assistance to CITES Parties in the issuance of non-detriment findings, and in the effective management of species subject to international trade. Although these may not all be directly relevant to the making of CITES non-detriment findings under Article IV of the Convention, we concur with Secretariat's comment that *“all of the principles and guidelines are of pertinence in the implementation of CITES in the wider sense”*. WWF notes that 190 countries are now Parties to the CBD, and only three CITES Parties (Brunei Darussalam, Somalia and the United States of America) are not also CBD Parties; as such, virtually all CITES Parties have endorsed the AAPG, which were adopted by the CBD by consensus.

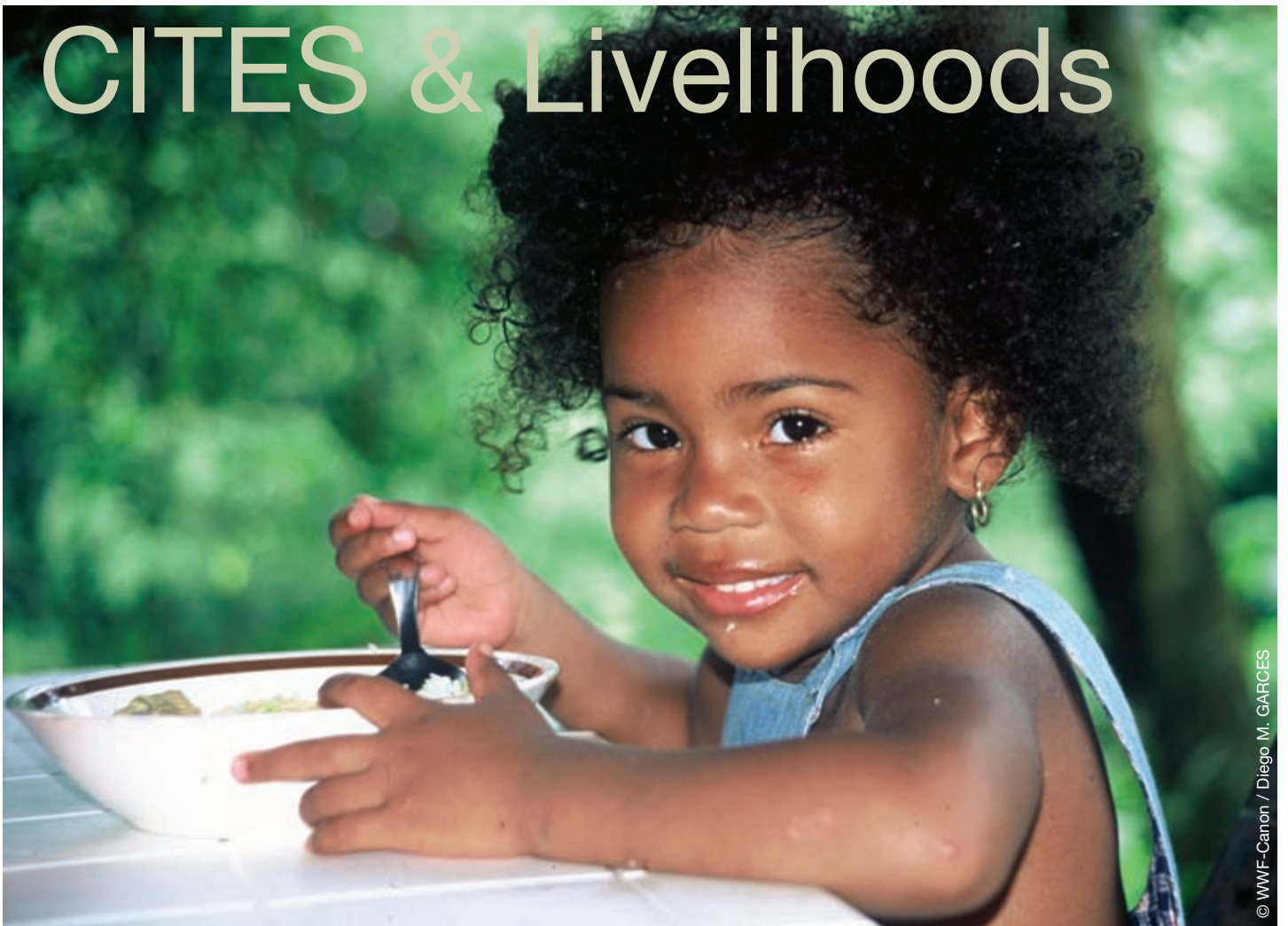
We note that the World Summit on Sustainable Development (WSSD, 2002) recommended that synergy between the two Conventions (CITES and CBD) could best be achieved through increased coordination and implementation at the national levels. WWF concurs and supports the proposed amendment to *Res.Conf 10.4 Cooperation and synergy with the Convention on Biological Diversity* and encourages the CITES Parties to make use of, and to take account of, the AAPG in their implementation of CITES at the national level.

Finally, building on the recommendations of the Animals and Plants Committees, WWF recommends that the upcoming International Workshop on Non-Detriment Findings (*CoP14 Document 35*) takes into account those Addis Ababa Principles and Guidelines that have been identified as being of most relevance in the making of CITES non-detriment findings.



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CITES & Livelihoods



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“ Biodiversity can indeed help alleviate hunger and poverty, can promote human health, and be the basis for ensuring freedom and equity for all. ”

Agenda item 14

CITES and Livelihoods

Document 14 has been submitted by Argentina, China, Germany (on behalf of the EU Member States), and Nicaragua. Several recommendations are made concerning the consideration of livelihoods in the implementation of CITES decisions. In addition, the Secretariat recommends some draft decisions to be adopted by the Parties, which provide a clear way forward on this matter. The Secretariat also suggests that these may be simplified and shortened by a working group at CoP14.

WWF position: SUPPORT

Rationale:

As *Document 14* outlines, these recommendations were originally made by participants at a September 2006 workshop on CITES and Livelihoods. This workshop was prompted by an amendment to *Res. Conf 8.3 Recognition of the benefits of trade in wildlife* at CoP13, which recognizes that the

implementation of CITES-listing decisions should take into account potential impacts on the livelihoods of the poor. The purpose of the workshop was to identify practical measures that will allow Parties to better address livelihood issues in the course of regulating the international trade in wild species. WWF is pleased to have been a member of the Steering Group that planned the workshop, to have supported its organization, and to participate actively through staff who deal with the impacts of CITES decisions (both positive and negative) in southern Africa on the livelihoods of the poor. WWF would like to congratulate all organizers and participants on a productive workshop and outcomes.

WWF's Mission is to stop the degradation of the planet's natural environment and to build a future in which humans live in harmony with nature, by:

- conserving the world's biological diversity
- ensuring that the use of renewable natural resources is sustainable, and
- reducing pollution and wasteful consumption.

A species conservation approach that is integrated with ensuring human needs is fundamental to fulfilment of this mission. Thus, WWF supports *Document 14* and its recommendations, and looks forward to working with the CITES Parties and Committees, to implement any recommendations and decisions adopted by CoP14 on this issue.

Background:

In recent years there has been a growing recognition of the linkages between the livelihoods of poor people, biodiversity and conservation. The 2010 biodiversity target, endorsed by the Parties to the CBD and the World Summit on Sustainable Development, is *“to achieve by 2010 a significant reduction of the current rate of biodiversity loss at the global, regional and national level as a contribution to poverty alleviation and to the benefit of all life on earth.”* There is also increasing support for integrating the 2010 target with the Millennium Development Goals (MDGs), which would further strengthen the linkage. Another sign of the growing awareness is the statement *Biodiversity: Life Insurance for our Changing World*, issued in September 2005 by the heads of the secretariats of the five biodiversity-related conventions (including CITES). This stated that *‘Biodiversity can indeed help alleviate hunger and poverty, can promote human health, and be the basis for ensuring freedom and equity for all.’*

...to achieve by 2010 a significant reduction of the current rate of biodiversity loss at the global, regional and national level as a contribution to poverty alleviation and to the benefit of all life on earth.

WWF is fully committed to ongoing work to enhance the livelihoods of the rural poor, and to find synergies between conservation and sustainable livelihoods, in all of our activities across the globe. We draw attention to a recent report published by the WWF Global Species Programme, *Species and People: Linked Futures*. This report uses case studies (some of which are directly relevant to CITES concerns) from around the world to demonstrate that species conservation can, and is, contributing to sustainable development as measured against the achievement of the MDGs. WWF also recently issued a new report, *Livelihoods, Community Well-Being and Species Conservation: A Guide for Understanding, Evaluating and*

Improving the Links in the Context of Marine Turtle Programs. Both reports are available at www.panda.org.

Implementation through CITES:

The CITES regulatory system, by ensuring that wildlife trade is legal and sustainable, can contribute to sustainable development. Poorly regulated, unsustainable, or illegal trade not only harms species populations, but undermines efforts to provide livelihood benefits to the rural poor. While the introduction of wildlife trade regulation can have positive impacts on livelihoods, this will not happen automatically. In some cases the fear of negative consequences has been a major concern with some Parties, and may have increased opposition to such regulation.

In many cases the key to ensuring positive livelihood outcomes lies in the way in which the use of the CITES-listed species is managed and regulated at the local level. Development agencies have developed tools for the assessment of the potential livelihood impacts of policy decisions. It is possible to adapt such tools for use in the CITES context.

A lack of capacity and experience within national CITES authorities may be the biggest barrier to addressing impacts on livelihoods and CITES authorities may need to work with other more experienced national authorities and agencies. Implementation of CITES provisions should be done in such a manner that negative livelihood impacts are mitigated by the adoption of practices that enhance livelihoods.

There is a need to develop both livelihood mitigation guidelines and livelihood assessment tools (and indicators) for application in the producer countries. However, the use of such guidelines and tools should be voluntary in terms of their application. This should not fall on the CITES Secretariat or CITES Management Authorities of range countries. Rather, we encourage development of linkages with national planning and poverty-alleviation strategies, to create a stronger synergy in the cross-sectoral understanding and implementation of CITES-related livelihood trade issues.



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Consolidation of Resolutions

Agenda Item 20.1 Consolidation of Resolutions Relating to Appendix-I Species

The Secretariat has prepared a document proposing two sets of draft consolidated resolutions relating to Appendix I species: *Resolutions pertaining to hunting trophies of Appendix I species* and *Resolutions pertaining to the conservation of specific Appendix I species*. The Secretariat prepared this document in response to *Decision 13.21*, which directs the Secretariat to prepare a consolidated resolution concerning the enforcement of trade controls for all Appendix I species, in consultation with the Standing Committee, for CoP14. This was first suggested in CoP13 *Document 26* Great apes in order to facilitate a more strategic approach on enforcement issues concerning Appendix I species.

The first draft consolidated resolution in *Document 20.1* merges five existing resolutions, pertaining to hunting quotas for Appendix I species: two general resolutions with guidance to the Parties, and three specific resolutions pertaining to hunting of leopards, markhor and black rhinoceros.

The second draft consolidated resolution merges four existing resolutions pertaining to the conservation and trade in African and Asian rhinoceroses, Tibetan antelope, tigers and other Asian big cats, and great apes.

WWF position: OPPOSE

Rationale:

The document proposes text to consolidate the resolutions dealing with the conservation of and trade in African and Asian rhinoceroses (*Res Conf. 9.14 Rev. CoP13*), Tibetan antelope (*Res Conf. 11.8 Rev. CoP13*), tigers and other Asian big cat species (*Res Conf. 12.5*), and great apes (*Res Conf. 13.4*). These issues affect different range states, and address different issues and threats, which would not benefit from the suggested consolidation. WWF believes that there is no strategic value to this consolidation and recommend that the Parties reconsider *Decision 13.21*.

Many governments — whether range States or others — have successfully used these species-specific resolutions (particularly those on tigers, great apes, and rhinos) to stimulate national legislation, and some donor governments have used them to stimulate the provision of significant funds for the conservation of these species in the wild. A consolidation downplaying the importance of the actions

necessary at the species-level will threaten these, and threaten the potential for future similar conservation action.

While the Secretariat has done a good job to produce a merged, consolidated resolution, we believe such a merger loses focus rather than improves strategic approach, particularly in the case of the merger in Annex 3 of the species-specific resolutions for rhinoceroses, Tibetan antelope, tigers and other Asian big cats, and great apes. CITES is a species-specific treaty, dealing with listed species. In the case of these Appendix I species, the resolutions are necessary to address problems unique to that species, or unique to a specific range of countries or geographic areas. These issues cannot be adequately addressed by a combined resolution.

WWF recognizes that there could have been better progress on many of the recommendations in these important resolutions. However, the conservation of these endangered species and control of illegal trade in their parts and products present some of the greatest conservation challenges we face today. In the case of tigers and other Asian big cats, for example, *Res. Conf. 12.5* brings attention to the serious problems of illegal trade in tiger parts and products, and focuses action at the national level on several key specific problems. Work is now ongoing to follow up on those activities. More work and attention are needed to address these serious problems — and consolidating this resolution into a larger document could run the risk of reducing attention to these serious issues.

It is important not to give up, and risk losing focus rather than increasing it, through the suggested consolidation. Instead, CITES Parties should put time and resources into supporting the efforts and intentions of range States to ensure the conservation of these species. It is critical to conserve these species and to reduce the threat of poaching and illegal trade. Consolidating the resolutions will not reduce that threat or improve our strategy.



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Great apes

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“The illegal trade in orangutans is an immediate and critical threat to the continued existence of the species in Indonesia.”

Agenda item 50

Great apes

(with reference to Agenda item 65: Report of the Central Africa Bushmeat Working Group)

Document 50 is the report of the Secretariat on the implementation of *Res. Conf. 13.4 Conservation of and Trade in Great Apes*. It includes information on progress on technical missions to specific Parties to examine the illicit trade in orangutans, as well as an update on activities undertaken by the CITES Great Ape Enforcement Taskforce. No specific recommendations are made for the consideration of, or adoption by, the Parties at CoP14, although the Secretariat does state an oral report will be given at the meeting to update on any further developments.

WWF recommendation:

WWF welcomes the steps taken in addressing the illicit trade in great apes, and looks forward to the Secretariat's update at CoP14 on any further developments. WWF recommends the following in order to ensure further progress is made in addressing this trade:

- The CoP is urged to request Indonesia report to meetings of the Standing Committee between CoP14 and CoP15 on continuing progress in implementing the recommendations of the Secretariat's technical mission
- The recommendations of the GRASP/CITES mission to Indonesia concerning the mitigation of human orang-utan conflict should be revised

- Greater efforts must be made by Parties to enforce and uphold the legal protection afforded to great apes, e.g. through the prosecution of those involved in the illicit trade, and through awareness raising of the judiciary
- Law enforcement training is required at all levels of enforcement personnel, but this must be accompanied by sufficient resources and political will
- The CoP should consider whether additional measures, such as non-compliance measures, are necessary for Parties that are not cooperating with the Secretariat's efforts to conduct technical missions
- In light of the ongoing and urgent threat posed by bushmeat to the survival of African great apes, WWF urges CITES Parties who are able, to provide funds for the proposed workshop to be convened by the FAO (regarding *Agenda Item 65 Bushmeat*).

Rationale:

Res. Conf. 13.4 Conservation of and trade in great apes highlights that the Parties are concerned that wild populations of great apes continue to decline drastically, and are threatened by the combined effects of trade in live animals, poaching for bushmeat, disease, and habitat loss caused by disturbance, fragmentation and destruction. All Parties, the Secretariat, and the Standing Committee are directed to undertake specific activities to reduce and ultimately eliminate illegal trade in great apes.

WWF welcomes *Document 50* and the progress it outlines in addressing the serious problem of illegal trade in great ape species. WWF was disappointed that no recommendations were included in this document to facilitate the agreement of substantial concerted measures to halt or reduce illegal trade in great apes but notes that such recommendations may be forthcoming on the completion of the Great Ape Enforcement Taskforce's information-gathering exercise. WWF hopes this analysis will be available at CoP14 and urges the Secretariat to include this in its oral report to the CoP. Additionally, suggestions are made below with regard to specific actions to be taken by the Secretariat, the Standing Committee, and range and importing States.

WWF urges any work resulting from the adoption of any of the following recommendations to be included in the Costed Programme of Work (*Document 7.3*) and urges those CITES Parties who are able, to dedicate funds to assist the Secretariat, the Standing Committee, range States, and importing countries to implement the measures necessary to halt or reduce the illegal trade in great apes.

Technical Mission to Indonesia

Document 50 outlines the progress the Secretariat has made in aspects of its responsibilities as outlined by *Res. Conf. 13.4*, most notably the CITES/GRASP Technical Mission to Indonesia which, although brief, was an important step forward in addressing the serious problem of illegal trade in orangutans. The resulting report contains information that highlights the need for considerable action to be taken by the authorities in Indonesia to address this trade.

WWF particularly supports the report's emphasis on the need for increased law enforcement, and the recommendation for increased and prompt prosecution of those found in possession of orangutans, with adequate penalties. WWF also supports the recommendation for increased education of enforcement authorities and the judiciary.

However WWF has serious concerns with the section of the mission report concerning 'conflict' (pages 6–7), particularly in the report's conclusion that 'problem' orangutans should be removed from the wild, either to supply zoos or through euthanasia, without any exploration of more suitable and sustainable solutions that have been developed to address this increasing problem. These solutions are outlined in *Guidelines for Better Management Practices on Avoidance, Mitigation and Management of Human-Orangutan Conflict in and around Oil Palm Plantations*, which has been completed by WWF and several other NGOs, in collaboration with the Indonesian government Forest Protection and Nature Conservation Agency, and will be available before the CoP. WWF urges the CITES and GRASP Secretariats to revise this section of the Technical Mission Report as a matter of urgency.



Indonesia's response to the CITES/GRASP Orangutan Technical Mission Report indicates that it is taking the issue of orangutan trade seriously and identifies several positive initiatives taken to date. However it omits references to either investigating the trade, or investigating the important link between illegal logging and poaching.

The Indonesia government highlights the steps taken to increase the Indonesian Protected Area network to cover

more orangutan habitat. However there needs to be greater focus on increased enforcement efforts within National Parks. A recent United Nations Environment Programme report revealed that illegal logging is now taking place in 37 out of 41 Indonesian National Parks and is probably still on the increase, and that most of Indonesia's National Parks are likely to be severely damaged within the next decade. Furthermore, experience in Sabah, Malaysia, shows clearly that large orangutan populations can be maintained in sustainably managed timber production forests. Orangutan conservation efforts in Indonesia might be well-served by increasing attention towards securing land and forest in the remaining "production forests" of Kalimantan.

“...it is believed that for every orangutan in trade, a reproductive female (its mother) is killed.”

WWF wishes to draw attention to two recent TRAFFIC reports on orangutan trade (*In Full Swing: An Assessment of trade in orangutans and gibbons on Java and Bali Indonesia*, and *Hanging in the Balance: An Assessment of trade in orangutans and gibbons in Kalimantan, Indonesia*, both available on www.traffic.org), which reveal that an estimated 200–500 young orangutans originating from Kalimantan are traded annually, from a population that can produce just 3,000–4,000 young per year. Furthermore, it is believed that for every orangutan in trade, a reproductive female (its mother) is killed; it is estimated that 3–4 per cent of the total number of reproductive female orangutans is lost from the wild population annually. Modelling demonstrates that even in the best habitats, the slow breeding rates of orangutans cannot compensate for hunting at rates of 2 per cent or higher.

The illegal trade in orangutans is an immediate and critical threat to the continued existence of the species in Indonesia. WWF urges Indonesia to accelerate implementation of the recommendations in the CITES/GRASP Orangutan Technical Mission to Indonesia Report and the recommendations in the TRAFFIC reports referenced above. Particular attention should be given to adoption and implementation of comprehensive legislation to protect great apes; strengthening of enforcement controls; and adopting measures to discourage the keeping of great apes as pets.

WWF urges the CoP to adopt a decision whereby the Standing Committee is tasked to monitor the progression of implementation with Indonesia, reporting back to the next meeting of the Conference of the Parties (CoP15), in conjunction with the Secretariat's reports on the implementation of Res. Conf 13.4.

Repatriation and re-introduction

Although repatriation of great apes is given a high profile in the media, it does not address the root cause of the problem if actions are not taken against those who illegally import the animals or to stop their removal from the wild in the first instance, nor does it often result in the re-introduction of the animals to the wild. The Secretariat notes in *SC54 Document 24* that, "there are over 900 orangutans in 'rescue' and 'rehabilitation' centres [and] it seems highly unlikely that anything other than a small number of these will ever be released into the wild." It is worth bringing to the Parties attention that the Section on Great Apes (SGA) of the IUCN's Species Survival Commission's Primate Specialist Group is planning on publishing guidelines for the re-introduction to the wild of great apes from sanctuaries in the near future. These guidelines may be of assistance to Parties in reducing the number of great apes in sanctuaries.

Importing countries

With specific regard to the illegal import of great apes, importing Parties must take action to adopt effective legislation to enable enforcement efforts to eliminate the illicit trade in great apes. Failure to prosecute individuals for engaging in this illicit trade undermines existing enforcement efforts in range, transit, and consumer countries and exacerbates the threat this trade poses to great apes in the wild. CITES can and must play an important role in ensuring Parties effectively improve and enforce the legal protection afforded to great apes in range and importing Parties. For example, in Malaysia, seven Sumatran orangutans were seized and have been repatriated while six orangutans from Central Kalimantan, Indonesia, are still in Malaysia (as of April 2007). WWF is not aware of any prosecutions in Malaysia for importing or illegally holding these animals. A similar situation has also occurred in Thailand: 47 orangutans were seized and repatriated to Indonesia, while five remain in Thailand. Meanwhile, WWF understands that those involved in smuggling the animals could only be charged for tax evasion under Thailand's Customs Act rather than specifically for the smuggling of great apes.

WWF urges Parties to make greater efforts to enforce and uphold the legal protection afforded to great apes, e.g. through the prosecution of those involved in the illicit trade, and through awareness raising of the judiciary.

WWF looks forward to the oral progress update from the Secretariat at CoP14 on the proposed missions to Cambodia, Malaysia (also an orangutan range State), and Thailand, and the pending report from Egypt. Noting the slow progress in the organization of missions to some Parties, **WWF urges the CoP to consider whether the use of additional measures, including non-compliance measures, are necessary for countries that are not cooperating with this process.**

CITES Great Ape Enforcement Task Force

WWF welcomes the establishment of the CITES Great Ape Enforcement Task Force and notes that it is currently undertaking an information-gathering exercise on illicit trade in great apes. The information gathered will then be analysed and a briefing document prepared to help law enforcement agencies combat illicit trade in great apes. With specific regard to African great apes, there are known links between the live trade and the bushmeat trade (*CoP14 Agenda Item 65*). When adults are hunted for bushmeat, opportunistic capture of babies has created a live trade in African great apes, and several adults may be killed for every chimpanzee or gorilla in captivity. While hunting can be motivated by the capture of an infant, this usually occurs in specific regions and often corresponds with a specific time period such as civil unrest, increased air transport into forested regions etc. In the case of African great apes, investigation and law enforcement into specific zones of hunting and trade of great apes as bushmeat and live animals is needed. It is to be hoped that the Great Ape Enforcement Taskforce's briefing will bring the CoP's attention to particular issues or areas where enforcement effort should be focused in order to address this trade.

WWF supports the Task Force recommendation that training courses be organized to instruct relevant officials (from the field level to the importing Parties) in the implementation and enforcement of CITES, investigation techniques, and other relevant subjects. WWF notes that such training is already being carried out in various workshops nationally and regionally (e.g. ASEAN-WEN), and a focus on great ape trade could be incorporated into these. However, broader wildlife trade law enforcement training events are also important to extend current efforts to address the illicit trade in great apes. In order to complement and support such training efforts, sufficient resources also need to be allocated to those involved in enforcement efforts (whether human, technical, or financial). This often requires the mobilization of political will at higher levels than enforcement officials.

WWF urges Parties to allocate sufficient resources to enforcement officials involved in addressing this illicit trade and to provide the political will and support for the effective implementation of the Convention at the national and sub-national level.

WWF also urges the CITES Parties to assist in the organization of this training through the provision of funding and logistical support and suggests its inclusion in the Costed Programme of Work (*Document 7.3*).



Reference to Agenda Item 65 Bushmeat.

The greatest driver behind the poaching and trade of African great apes is bushmeat. As directed by *Decision 13.103 Bushmeat*, the Secretariat had contacted the UN Food and Agriculture Organization (FAO) to invite it to convene an international workshop develop an action plan that would facilitate a coordinated approach to tackling the issues of poverty, habitat degradation, human population growth, and the unsustainable bushmeat trade (*Document 65*). WWF is disappointed that FAO has not been successful in obtaining the necessary funds for this workshop from member countries.

In light of the ongoing and urgent threat posed by bushmeat to the survival of African great apes, WWF urges CITES Parties who are able, to provide funds for the proposed workshop to be convened by the FAO.



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Cetaceans



Agenda item 51 Cetaceans

Document 51, submitted by Japan, proposes two draft Decisions, comprising three main recommendations:

- i) The first draft Decision requests the Animals Committee (AC) to include all Appendix-I listed cetacean species that are managed by the International Whaling Commission (IWC), in the Periodic Review of the Appendices.
- ii) This draft Decision also requests the AC to propose amendments to *Resolution Conf. 11.4 (Rev. CoP12)*, which outlines the relationship between CITES and the IWC. Such amendments would be proposed based on “i) a review of the current situation regarding illegal trade in whale products, ii) advice from the IWC Scientific Committee concerning the status of whale stocks and iii) the decision of the IWC that the moratorium on commercial whaling is no longer required”.
- iii) The second draft Decision directs the CITES Secretariat to write to the IWC Secretariat conveying the concern of the Conference of the Parties (CoP) regarding the postponement of the RMS¹ discussions and, “in the spirit of Article XV, paragraph 2 (b) ... request scientific data and seek advice concerning the listing of whale species on CITES appendices in the absence of any prospect for the completion of the RMS.”

WWF position: OPPOSE

Summary of WWF position:

WWF opposes the adoption of the draft Decisions in *Document 51* because:

- i) Inclusion of all Appendix-I listed cetaceans that are managed by the IWC in the Periodic Review of the Appendices is contrary to the process and direction that have been determined for the selection of species for Periodic Review by the Standing Committee (SC) and the AC.
- ii) Modifications to *Res. Conf. 11.4 (Rev. CoP12) Conservation of cetaceans, trade in cetacean specimens and the relationship with the International Whaling Commission* should not be considered whilst the factors originally motivating this resolution have not changed, nor is it the role of the Animals Committee to propose such amendments.
- iii) It is not appropriate or consistent with the role of the CITES Secretariat, as spelled out in the text of the Convention, for the CITES Secretariat to request scientific data and seek advice from the IWC concerning the listing of whale species on the Appendices, when there is no proposal currently under consideration to amend the CITES Appendices for any cetacean species.

¹RMS – Revised Management Scheme, a management regime for commercial whaling including a scientific method of setting catch limits (Revised Management Procedure) as well as enforcement protocols such as inspection and observation schemes.

Rationale:

i) Inclusion of all CITES Appendix I-listed cetacean species that are managed by the IWC, in the Periodic Review.

The terms of reference of the Animals and Plants Committees, according to *Res. Conf. 11.1 (Rev CoP13) Establishment of Committees*, require the undertaking of a periodic review of animal or plant species included in the CITES Appendices. This is designed to determine whether the listings continue to be appropriate, based on current biological and trade information and following the provisions of *Res. Conf. 9.24 (Rev. CoP13) Criteria for amendment of Appendices I and II*.

There has been significant and detailed guidance developed for the selection of species for Periodic Review. The 51st meeting of the SC recommended that “*Species ... that have already been evaluated for listing in the CITES Appendices as proposals submitted for consideration at the last two meetings of the Conference of the Parties, should not be included in the periodic review*” (SC51 Doc.16). This recommendation is a reflection of the level of review that proposals to amend the Appendices should undergo and is an effective way to focus the priorities of the Committees.

According to the records available at www.cites.org, since CoP9 in 1994, the CITES Parties have reviewed and rejected 13 proposals by Norway and/or Japan to transfer whale species or stocks from Appendix I to II, including one proposal most recently at CoP13 (2004), and two proposals at CoP12 (2002). The proposals have involved four different stocks of minke whales, as well as proposals for stocks of Bryde’s and Gray whales (a summary of these proposals since CoP9 is available at www.panda.org/species/cites). There has therefore been significant and extensive review of the inclusion on the CITES Appendices of cetacean species under IWC management. This review has been at the highest possible level (the level of listing proposals submitted to the Conference of the Parties). Inclusion of these species in the Periodic Review would therefore be superfluous, and contrary to the intention of the Periodic Review process, which is to review the listings of species for which the situation may have changed since the last time a review was conducted.

Furthermore, the 21st meeting of the AC (AC21) agreed to a number of additional filters for the selection of species to be included in the review. One such filter excludes: “*species subject to other reviews such as those targeted by valid Decisions and Resolutions of the Parties (including ... cetaceans)*” (AC21 WG3 Doc 1 (Rev. 1)).

AC22 agreed that the species to be included in the Periodic Review for the period between CoP13 and CoP15 would be listed species of *Amphibia* and *Galliformes*. AC22 also decided to include the Central North-Atlantic stock of fin whale (an IWC-protected species) in the Periodic Review after two votes, following an offer by a Party to undertake the review. The finalization of this list of species for inclusion in the Periodic Review is still pending range state consultation (Notification 006/062). The Animals Committee



will take the range state comments into account and, in consultation with the Standing Committee, finalize the selection of the species to be reviewed. While this decision is still pending, the inclusion of additional cetaceans on Appendix I that are managed by the IWC in the Periodic Review is premature.

In addition, including these species in the Periodic Review could lead to a proposal to transfer from Appendix I to II species protected by IWC’s moratorium on commercial whaling. While the IWC moratorium on commercial whaling remains in place, this would lead to inconsistencies and contradictions between CITES and IWC whereby international commercial trade under CITES was permitted in species for which commercial exploitation was banned under IWC. This would be highly undesirable, especially in the current international climate of increased cooperation and synergy between Multilateral Environmental Agreements.

Furthermore, inclusion of all Appendix-I listed cetaceans that are managed by the IWC in the Periodic Review would impede the AC’s orderly implementation of the Review. While noting that the Government of Japan has stated in *Document 51* that it is prepared to provide the necessary resources for the conduct of the review, the Committee’s workload for this Review would still be increased significantly and result in significant time and resources being detracted from other Committee priorities. This is particularly relevant given the recommendation of the *External Evaluation Working Group of the Standing Committee for the Review of the Scientific Committees in CoP14 Document 12* that “*The Conference of the Parties should take into account the workload of the committees in assigning tasks to them...*”.

In conclusion, WWF does not support inclusion of these species in the Periodic Review at this time, and urges the Parties to reject this draft Decision proposed in *Document 51*.

ii) Amendment of *Res. Conf. 11.4 (Rev. CoP12)*

Conservation of cetaceans, trade in cetacean specimens and the relationship with the International Whaling Commission

Res. Conf. 11.4 (Rev. CoP12) consolidates a series of preceding resolutions and outlines the relationship between CITES, the International Convention for the Regulation of Whaling (ICRW), and its decision-making body, the IWC.



This consolidation did not change or amend the content of the pre-existing resolutions. It notes concerns about illegal international trade in whale meat, and recommends that “the Parties [to CITES] agree not to issue any import or export permit, or certificate for introduction from the sea, under this Convention for primarily commercial purposes for any specimen of a species or stock protected from commercial whaling by the International Convention for the Regulation of Whaling”. One of the reasons for the adoption of this Resolution was the recognition of the IWC’s competence for the management of whales, and in response to the IWC’s moratorium on commercial whaling. As stated above, *Res. Conf. 11.4 (Rev. CoP12)*, and the inclusion of all great whale species on Appendix I², is necessary to prevent contradictions in international law whereby international commercial trade was permitted in species for which commercial exploitation was banned. All but five of the Parties to the ICRW (Kiribati, Republic of the Marshall Islands, Nauru, Oman, Tuvalu) are Parties to CITES; as such, as long as the commercial whaling moratorium of the IWC remains in effect, no transfer from Appendix I to II of species subject to the IWC moratorium is appropriate, or consistent with international treaty practice.

The first draft Decision in *CoP14 Doc.51* states that the Animals Committee should propose amendments to *Res. Conf 11.4 (Rev. CoP12)* based on “... the decision of the IWC that the moratorium on commercial whaling is no longer required.” This statement is misleading. The IWC decision referred to here was taken from a legally non-binding resolution which in no way impacts the moratorium, and was passed by a simple majority of just one Party. The IWC moratorium on commercial whaling is included as part of the IWC Schedule (paragraph 10.(e).) The Schedule is an integral and legally binding part of the Convention (ICRW), and amendments to the schedule require a $\frac{3}{4}$ majority to be adopted.

Furthermore, the draft decision requests the AC to propose amendments to *Res. Conf. 11.4 (Rev. CoP12)* based on “a review of the current situation regarding illegal trade in whale

products.” It is not the role of the AC to review illegal trade in whale products. This function is rather the remit of Secretariat and the Standing Committee (as well as the Parties themselves) (see *Res. Conf. 11.1 (Rev. CoP13)* and *Res. Conf. 11.3 (Rev. CoP13)*).

In conclusion, while the moratorium is in place, the original reasons necessitating the adoption of *Res. Conf 11.4 (Rev. CoP12)* and the listing of the great whales on Appendix I still stand. Therefore we recommend that the Parties reject the draft decision submitted by Japan, in calling for amendments to *Res. Conf 11.4 (Rev. CoP12)*.

iii) Request for the CITES Secretariat to express concern regarding postponement of RMS discussions

The Revised Management Scheme (RMS) is a management regime for commercial whaling including a scientific method of setting catch limits (Revised Management Procedure - RMP) as well as enforcement protocols such as inspection and observation schemes. The IWC has not been able to agree on the details of the RMS and decided, through a collective decision which included Japan, Norway and Iceland, to halt discussions in 2006.

The second draft Decision of *Document 51* requests the CITES Secretariat to write to the IWC Secretariat conveying concern regarding the postponement of the RMS discussions. WWF does not support the adoption of this draft Decision as an intervention by CITES in this matter is unlikely to resolve the deadlock in the IWC (a deadlock on all sides of the complex RMS debate).

It is also suggested that the Secretariat “request scientific data and seek advice concerning the listing of whale species on CITES appendices”. Consultation by the Secretariat with other inter-governmental bodies concerning the listing of species on CITES bodies is governed by *Article XV Amendments to Appendices I and II* of the Convention. Paragraph 2. (b) calls for the Secretariat to consult inter-governmental bodies at the point of “receiving the text of the proposed amendment” to Appendices I or II. At this time, as there are no proposals to amend the appendices for any cetacean species, it is neither within the remit of the Secretariat to request advice from the IWC on the listing of whale species on the Appendices, nor would it be an efficient use of over-stretched Secretariat resources.

In conclusion, the draft decision directing the CITES Secretariat to request scientific data and advice on the listing of whale species on CITES appendices is pre-emptive in nature, and not within the defined remit of the CITES Secretariat at this time. Therefore, WWF recommends that the Parties reject this draft Decision.



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² Except the population of minke whale (*Balaenoptera acutorostrata*) of West Greenland, which is included in Appendix II

Asian big cats

“...recent losses of several tiger populations in India to poaching have forcefully re-focused the attention of the international conservation community on the threats facing tigers in the wild.”

Agenda item 52

Asian big cats

(with additional relevance to aspects of Agenda items:

- 20.1 Resolutions relating to Appendix I species
- 25 Enforcement matters
- 48 Relationship between ex situ production and in situ conservation: report of the Standing Committee
- 63 Trade in traditional medicines)

While *Document 52* is the only CoP14 document that specifically relates to tigers and other Asian big cats, the other documents referred to above are highly relevant as well. Only concerted action by the Parties and all concerned will effectively address the trade threat to tigers and other

Asian big cats — and only concerted action to stop all trade, international and domestic, will save the tiger.

Summary: Document 52 Asian big cats

Document 52 has been submitted by the Secretariat describing actions and progress through CITES to combat the illicit trade in parts and products of Asian big cats. Reports on the implementation of *Res. Conf. 12.5* were submitted by China, India, Kazakhstan, Malaysia, Myanmar, Thailand, Bangladesh and Vietnam, the first six of which are attached in annexes. Without all the reports, the Secretariat found it difficult to offer suggestions regarding general or country-specific measures, and therefore the document contains no strong recommendations.

Background: Tigers, other Asian big cats (ABCs), and CITES

All tigers and other big cats in Asia have been included in Appendix I of CITES since 1975, with the exception of the Asiatic lion *Panthera leo persica* and the Amur tiger *Panthera tigris altaica*, included in Appendix I in 1977 and 1987, respectively. Illegal hunting of and trade in parts and derivatives constitute the main threats to the survival of most ABCs, compounded by habitat loss and conversion.

Progress has been made in some areas, as described in TRAFFIC's review of the implementation of *Res. Conf. 12.5* which will be available at CoP14. Those Parties which have taken steps to address the illegal trade in tigers and other ABCs, such as strengthening domestic legislation, increasing public awareness, convening training workshops and establishing anti-poaching initiatives, are to be commended.

However, recent losses of several tiger populations in India to poaching have forcefully re-focused the attention of the international conservation community on the threats facing tigers in the wild. We strongly urge the Parties at CoP14 to take strong, decisive action — for the benefit of the tiger. The tiger is currently found in the wild in 14 range States — and we urge all of the Parties to use the opportunity of CoP14 to support the work of these range States.

At SC53 (the 53rd meeting of the CITES Standing Committee), all ABC range States were requested to submit reports on their implementation of *Res. Conf. 12.5 Conservation of and trade in tigers and other Appendix-I Asian big cat species* following concern over illicit trade in tigers. At SC54 the Secretariat reported that only nine of the 21 range States had submitted reports. Both the United States and the Secretariat submitted documents to SC54, expressing concern regarding the drop in wild tiger numbers and the continuing high levels of illicit tiger trade.



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The Secretariat's report (*SC54 Doc. 25.1*) recommended that a high-level summit be convened with a view to addressing the situation. The US document (*SC54 Doc.25.2*) suggested that progress of the range States in implementing *Res Conf. 12.5* should be assessed, trade suspensions considered if inadequate progress was being made, and that diplomatic missions also be considered.

Both China and India made interventions during SC54 denying any lack of political will in this regard and made assurances that adequate enforcement work was being conducted to combat poaching and illicit trade. WWF believes, and so stated at SC54, that bold and innovative action is needed to save tigers in the wild. It was agreed that the US and the Secretariat would work together on a report to CoP14, which ultimately was submitted only by the Secretariat (*CoP14 Document 52*). Range States were again requested to report at CoP14 on the implementation of *Res. Conf. 12.5*. Now is the time for strong, concerted action.

ABCs and WWF/TRAFFIC

WWF and TRAFFIC (the joint wildlife trade programme of WWF and IUCN) work throughout Asia for the conservation of wild Asian big cats, addressing threats including habitat degradation and conversion, loss of prey, human-wildlife conflict, poaching, and trade in their parts and products.

We draw attention to two recent landmark reports. First, a pivotal new analysis of tiger status and distribution: ***Setting Priorities for the Conservation and Recovery of Wild Tigers: 2005-2015***. This report, by scientists with WWF, Wildlife Conservation Society, the Smithsonian's National Zoological Park, and Save the Tiger Fund, is the most comprehensive scientific study ever done and presents a comprehensive overview of the status of the species, which now occupies just seven per cent of its historic range. Although the situation is critical, the study charts a way forward by identifying 76 'tiger conservation landscapes' that have the best chance of supporting viable tiger populations in the future. We urge range States and donor governments to take these findings into consideration and focus efforts on these populations, many of which are transboundary and will require international cooperation for their management.

The second is the new TRAFFIC report, ***Taming the Tiger Trade: China's Markets for Wild and Captive Tiger Products since the 1993 Domestic Trade Ban***.

Elimination of domestic markets for tiger parts has been a cornerstone of tiger conservation since CITES first made its strong call for national trade bans in the early 1990s. China has long been recognized as the major domestic market for tiger products, and has also taken the strongest domestic measures to end use of tiger bone medicines, providing a model for other CITES Parties to follow. The TRAFFIC report, with its extensive surveys of medicine markets across China, provides evidence that China's domestic trade ban has been successful at virtually eliminating domestic trade, which, 15 years ago, was feared would drive the tiger to extinction.

However, now there is a move to bring tiger medicines back. Tiger breeders in China have developed large captive populations, with two in particular reportedly nearing 1,000

tigers each, and they are part of a group which has petitioned the government of China to permit domestic trade in captive-bred tiger parts and derivatives. The petitioners argue that legalizing captive-bred tiger medicines would help wild tigers in other countries by satisfying Chinese consumer demand. However, the TRAFFIC report advises that this move would likely spell disaster for the tiger. China's trade ban significantly reduced poaching pressure on the world's wild tiger populations. Legalizing tiger trade in China could re-ignite demand, and reverse hard-won gains in tiger conservation.

China's government is to be congratulated for the positive, long-standing impacts of its policy, its enforcement actions, and awareness efforts in support of tiger conservation. As confirmed by evidence in the TRAFFIC report, for the sake of wild tiger populations, the Government of China should strengthen, not weaken, its domestic trade ban.



WWF recommendations:

China

Of note in China's report to CoP14 (*Document 52 Annex 1*) is the suggestion that tiger breeding would constitute a steady foundation for future potential re-opening of utilization of tiger bones and fur, and the claim that registering and labelling of the stockpiled or captive-bred Asian big cats parts and products would prevent any illegally sourced specimens from entering the market.

The TRAFFIC report *Taming the Tiger Trade* shows that China's 1993 domestic ban of tiger trade has been hugely successful and dramatically reduced demand for tiger bone medicines. China is to be commended for that action, and the Parties are to be praised for their strong action in the

early 1990s on tiger conservation. However as noted in the Secretariat's document, halting poaching and trade is extremely difficult and better enforcement is still needed in many areas. Poaching for illicit trade is still a major threat facing wild populations of tigers today. Registration and labelling of tiger parts and products from captive-bred sources would not prevent illegal specimens from entering the market.

- The Government of China should:
 - Maintain its comprehensive domestic tiger trade ban policy. Lifting or easing China's domestic ban of tiger trade, even for captive-bred tigers, would be a great leap backward for tiger conservation by re-igniting demand and making policing of trade in wild specimens extremely difficult. Such action would undermine and devalue the brave efforts of front-line law enforcement officials across the wild tiger's range. It would undermine the conservation efforts of other tiger range States, including efforts to enhance the livelihoods of the rural poor through tiger-based ecotourism.
 - Reject petitions to weaken this important policy.
 - Continue and strengthen law enforcement efforts against the illegal skin trade in the western parts of the country.
 - Establish a moratorium on tiger breeding and any future breeding programmes should be international and coordinated in nature. Stocks of tiger carcasses and their parts should be destroyed, and financial support for tiger conservation in China should be directed at habitat conservation and protection measures.
 - Invest more financial and human resources and effort into protecting wild tigers and their prey in the Amur/Heilongjiang region of northeast China.
 - Deliver evidence of intelligence-led enforcement to combat the transnational organized crime networks controlling trade in tiger skin and bones; intelligence sharing with wildlife-law enforcement officials in India and Nepal; and, prosecutions of criminals who in trade tiger products.
 - Heighten awareness of its current ban on tiger trade, issuing a clear public statement that consumption of tiger parts for Chinese medicine or tonics under any circumstances is not permitted. Consumption of other big cats should also be deterred.

India

Of note in India's report is reference to bilateral discussions with neighbouring States, including the Indo-Chinese Protocol on tiger conservation, an MOU with Nepal on tiger/wildlife conservation, and a draft protocol with Myanmar, Bangladesh and Bhutan.

- Recommendations:
 - India has had more than adequate time to make its Wildlife Crime Bureau operational. This should be put into full operation through a multi-agency tiger enforcement unit as a matter of priority (as promised since 2000).

- The Government of India should deliver evidence of intelligence-led enforcement to combat the transnational organized crime networks controlling the trade in tiger skin and bones; intelligence sharing with wildlife-law enforcement officials in China and Nepal; and prosecutions of criminals who in trade tiger products.
- India should also document greater investment (of financial and human resources and effort) in anti-poaching measures to protect tigers and their prey.

We applaud the efforts of governments who are implementing concerted efforts to stop the tiger parts trade.

Regional

- Cross-border collaboration is imperative to stop the illicit ABC trade, especially between China and India — the largest tiger consumer and range States, respectively. However bilateral meetings between these countries are not, in and of themselves, “law enforcement.” More needs to be done through capacity building workshops, support for intelligence-led enforcement, and sharing of information across borders.
- Both China and India should demonstrate high-level political commitment (involving relevant ministries) to new regional enforcement mechanisms (e.g. border liaison offices or networks akin to the ASEAN Wildlife Law Enforcement Network (ASEAN-WEN) and the South Asian Association for Regional Cooperation (SAARC).
- Parties should review the CITES Secretariat document on Asian big cats, the outcome of the Secretariat’s verification mission to China and relevant documentation, reports by TRAFFIC and others mentioned herein, and should determine whether China and India have demonstrated a commitment to and an investment in intelligence-led enforcement, as recognized by standard police and customs performance indicators.

Further recommendations for action on tigers at CITES CoP 14

WWF commends the good work of range States that have implemented concerted actions to stop the trade in tiger parts and products, both through enforcement and consumer awareness. Range States are doing tremendous work with front-line law enforcement, anti-poaching, and habitat protection. Much more is needed to protect tiger habitat — including legal protections, management of protected areas, and prevention of habitat conversion in critical tiger landscapes. But all of that will be moot unless the trade is brought firmly under control, demand in consumer countries is stopped, and illegal trade is halted.

Bold, positive action is required now to save tigers and other Asian big cats from extinction in the wild. This requires coordinated efforts within and between range States and consumer countries.

WWF makes the following recommendations for achieving this:

- 1) We urge the CoP to endorse a high-level range States meeting, for all tiger range States to develop an international tiger conservation strategy to establish common goals for tiger conservation.
 - a. WWF shares the concerns of the Secretariat and others that conservation efforts have not thus far secured a future for tigers and agree that political will at the highest level of governments is required to address this crisis.
 - b. While a high-level meeting could indeed stimulate increased government commitment, it will not in itself be sufficient to address this emergency and to deliver the conservation action required. Legislative gaps, implementation difficulties, illegal trade, domestic markets, enforcement weaknesses, lack of capacity, and other barriers to effective tiger conservation must be adequately identified, possible solutions assessed, and progress in the implementation of those solutions monitored.
- 2) We applaud the efforts of governments who are implementing concerted efforts to stop the tiger parts trade — both in terms of enforcement and consumer awareness. We recommend the consideration of strict measures, consistent with prior Standing Committee and CoP actions, against States which do not demonstrate verified actions to stop tiger trade.
- 3) We recommend further commitment to tiger and Asian big cat conservation by the Parties, through a strengthening of the provisions of CITES Resolutions and Decisions, including possible sanctions against non-implementing countries.
- 4) We believe that China, as a consumer country, has excellent legislation, both for the implementation of CITES and in banning domestic trade in tiger parts and products. We recommend that the CoP formally endorse China’s bold domestic measures, and call upon China not to repeal them.
- 5) TRAFFIC’s recent report and other data clearly demonstrate that intensive breeding in tiger farms threatens wild tigers. We recommend that the CoP endorse the phase-out of tiger farms and destruction of stockpiles. WWF offers its assistance to China and other countries with tiger farms in such efforts.



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Elephants

“The time has come to put political will behind serious efforts to close down these illegal and unregulated ivory markets — the true driver of elephant poaching.”

Agenda items 53.1

Trade in elephant specimens

Document 53.1, prepared by the Secretariat, outlines:

- progress in implementation of the Action Plan for the control of trade in African elephant ivory
- potential ivory trading partners
- implementation of ivory trade controls in Zimbabwe
- illegal trade in ivory.

No specific recommendations are included at this point though the Secretariat will provide an oral update at CoP14 and may make specific recommendations once it has had an opportunity to review the ETIS analysis. The Secretariat also notes that if the Conference decides that the present *Action Plan for the control of trade in African elephant ivory*

should continue to be implemented, the wording will require to be updated and it should thereafter be adopted as a decision of CoP14.

WWF’s comments on this agenda item will focus on the issue of implementation of the *Action Plan for the control of trade in African elephant ivory*; comments on other issues addressed in the Secretariat’s document will be made at a later date.

WWF recommendation:

WWF strongly urges the participants in the African elephants Range States Dialogue meeting, prior to the CoP, to come together and commit to taking concrete action to implement this Plan. The time has come to put political will behind serious efforts to close down these illegal and unregulated ivory markets — the true driver of elephant poaching.



Rationale:

Extensive research and the analysis of illegal ivory trade through the CITES Elephant Trade and Information System (ETIS) has illustrated clearly that unregulated and illegal ivory markets at the national level (hereafter “domestic ivory markets”) are **the** major driver behind the ongoing and escalating illegal international trade in ivory. In response to this, the 2004 African elephant Range States Dialogue meeting recommended the adoption of an *Action Plan for the control of trade in African elephant ivory*, and CoP13 adopted it **by consensus** (*Decision 13.26*).

This plan focuses effort on regulating, enforcing, or closing altogether such markets and undertaking public awareness activities. It also has the potential scope to regulate or close all current unregulated and illicit domestic markets in both Africa and Asia.

However, thus far, progress to implement the Plan has been painfully slow and under-resourced, and would not seem to reflect the political will that was evidenced by the Parties through adoption of the Plan at CoP13.

Until such markets are effectively regulated, enforced, or closed, CITES Parties will continue to be presented with data showing an increasing illegal international trade in ivory, reports of large seizures, and detrimental impact of poaching on wild populations in particular range States. This will continue, independently of any decisions by the Parties to approve, or not approve, legal trade in ivory from the stockpiles of range States with large and increasing elephant populations. There is already effectively a moratorium on any trade for commercial purposes in West, Central, and East Africa and all of Asia, yet many unregulated markets in these parts of the world continue unchecked.

In 2005, a law-enforcement capacity-building workshop was conducted in Ethiopia by the Secretariat, with the financial and technical support of TRAFFIC and WWF, under the auspices of this Plan. Ethiopia then responded with a major law enforcement initiative to crack down on illicit trading and close the existence of legal loopholes. Within a short period of time and for a relatively low investment, levels of ivory illegally on sale in Ethiopia fell by 95%. The outstanding actions by government authorities in Ethiopia demonstrate how much can be achieved to address these markets when there is committed political will to implement the requirements of *Res. Conf. 10.10 (Rev. CoP12)* for internal trade in ivory.

WWF recommendations:

In order to stimulate such action in other countries with active markets, and with poaching and enforcement problems, WWF strongly urges the participants in the African elephants Range States Dialogue meeting, prior to the CoP, to come together and commit to taking concrete action to implement this Plan. The time has come to put political will behind serious efforts to close down these illegal and unregulated ivory markets — the true driver of elephant poaching.

WWF further urges

- the development of a meaningful workplan with clear timeframes to implement the Action Plan, involving Parties with active markets and the most serious problems (as identified by ETIS) both in Africa and Asia
- the incorporation of supporting activities by the Secretariat into the Costed Programme of Work (*Document 7.3*)
- progress reports on the implementation of the Action Plan that are provided to all future meetings of the Standing Committees and the CoP be **required** to be made publicly available — to facilitate support and technical assistance from donors, where most needed, and to allow verification and groundtruthing by competent nongovernmental organizations and others
- for strong action to be taken by the Standing Committee if any Party fails to demonstrably implement the Action Plan, preferably within an identified and short period of time following the close of CoP14
- For revisions to be made to *Decision 13.26* in line with these recommendations.

Agenda item 53.2: Monitoring of illegal trade in ivory and other elephant specimens

This document is not available for consideration at the time of writing. Comments from WWF on this item will be forthcoming at CoP14.

Agenda item 53.3: Monitoring of illegal hunting in elephant range States

This document is not available for consideration at the time of writing. Comments from WWF on this item will be forthcoming at CoP14.

Agenda item 53.4 Illegal ivory trade and control of ivory markets (Kenya and Mali)

Document 53.4, submitted by Kenya and Mali, recommends amendments to *Res. Conf. 10.10 (Rev CoP12)*, including:

- provision for a 20-year moratorium in raw and worked ivory
- increased or strengthened requirements for ivory trade controls.

WWF position: SUPPORT some amendments; OPPOSE others

Rationale:

Twenty-year moratorium: OPPOSE

As explained in more detail under WWF's position on *Proposal 6*, WWF does not support the suggestion of a 20-year moratorium as there is no provision in the Convention for such a measure and it is not possible under the CITES treaty to limit the rights of Parties to submit proposals at subsequent meetings of the CoP. WWF appreciates that this suggestion is made in an effort to "bring illegal trade under control". WWF agrees with that goal as a high priority, and believes that this could be achieved through the effective implementation and enforcement of the *Action Plan for the control of trade in African elephant and ivory* (explained in more detail under *Agenda Item 53.1*). Similarly, WWF does not support the proposed text recommending that "Parties whose elephant populations are listed on Appendix I will not introduce any proposals to downlist their elephant populations for a period of 20 years", for the above reasons and as discussed under *Proposal 6*.

Use of ECOMESSAGE: OPPOSE

With regard to the amendment to *Res. Conf. 10.10 (Rev Cop12)* calling for enforcement agencies to report instances of illegal ivory trade in the ECOMESSAGE format, this may be an unnecessary burden on Parties who are already using the ETIS reporting format for the same purpose. We prefer to strongly urge the Parties to continue to use, and support, the ETIS programme. Unlike TRAFFIC, which manages ETIS on behalf of the Parties, Interpol, which receives the ECOMESSAGE form, is under no obligation to report back to the Conferences of the Parties. Further, Interpol reports on wildlife trade remain largely internal and are not readily available to non-authorized personnel. It is unclear what can be achieved from a CITES perspective by calling for another reporting format to be used by the Parties.

Other amendments to

Res. Conf. 10.10 (Rev CoP12): SUPPORT

Other suggested amendments to *Res. Conf. 10.10 Rev CoP12* are in line with actions currently recommended under the *Action Plan for the control of trade in African elephant and ivory* and WWF is supportive of these amendments. These include, for example, the undertaking of public awareness activities and introduction of legislation to prohibit sales of illegally acquired ivory. As stated above under *Agenda item 53.1*, WWF strongly urges the participants in the African elephants Range States Dialogue meeting, prior to the CoP, to come together and commit to taking concrete action to implement this Plan.



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Rhinoceros



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Agenda item 54

Rhinoceros

The Secretariat's *Document 54 Rhinoceros* recommends several draft decisions to be adopted by the CoP to address threats posed by continued illegal trade in rhinoceros horn and poaching threat to particular populations. The Secretariat also recommends adoption of amendments to *Resolution Conf. 9.14 (Rev CoP13)*.

WWF position: SUPPORT

Further recommendations:

Noting the Secretariat's estimation of the financial implications of these decisions (\$US130,000), WWF encourages their inclusion in the Secretariat's Costed Programme of Work and urges Parties, non-governmental organizations, and other donors to ensure there are sufficient resources available to ensure their completion.

Agenda item 37.2

Black rhinoceros export quota for Namibia and South Africa

Kenya requests the repeal of *Resolution Conf. 13.5 Black rhinoceros export quota for Namibia and South Africa* (which approves an annual export quota of five hunting trophies of adult male black rhinoceros from South Africa and five from Namibia)

WWF position: OPPOSE the repeal (for both countries)

Rationale:

WWF welcomes *Document 54 Rhinoceros* from the CITES Secretariat on Rhinoceros. WWF would like to commend the IUCN African and Asian Rhinoceros Specialist Groups, the IUCN Species Survival Commission and TRAFFIC for their work in preparing the excellent supporting document (Annex 1). WWF is pleased to have been able to financially support TRAFFIC's contribution to this effort. As the Secretariat notes, the document contains a wealth of up-to-date information and data on: rhino population status and trends; illegal killing; trade; conservation and field activities; management plans and strategies; coordination and implementation mechanisms; horn stockpiles; legislation; and a report back on CITES matters.

In addition, TRAFFIC has prepared an Information document containing additional information concerning the conservation and management of rhinos in Africa, which can help to inform the decisions taken by the CoP.

The Secretariat notes that the conservation status of African and Asian rhinoceros seems to have generally improved and that decisions taken by CITES in the conservation and management of CITES seem to have been “*generally successful and beneficial to the conservation of rhinoceros*”, with population levels increasing for some species, particularly the white rhino *Ceratotherium simum* and the black rhino *Diceros bicornis*. WWF concurs that there have been significant improvements in many countries and for many populations — due to hard work, on-the-ground conservation efforts, enforcement, habitat and population enhancement efforts, and government commitment and actions.

However, the status of several rhino populations is still of great conservation concern and much remains to be addressed by the Parties, as considered in the draft Decisions recommended by the Secretariat and explained in more detail in the IUCN/TRAFFIC report. Of particular concern is the increased poaching of rhinoceros in the Democratic Republic of Congo, Zimbabwe and Nepal, and the need for increased and improved cross-border collaboration between Zimbabwe and South Africa. Also of similar concern is the need for improved stockpile inventory and management, as evidenced by some unexplained reductions in reported stockpiles.

Thus, WWF supports the recommendations contained within *Document 54* and urges the CoP to adopt all of the draft Decisions and proposed amendments to *Res. Conf 9.14 (Rev CoP13)* in order to address:

- stockpile management issues in range States
- undertaking a review on the accumulation of rhino horn and the routes by which they enter the trade chain and flow to illegal markets
- lack of cross-border collaboration to combat illegal horn trade
- poaching in particular range States
- improved facilitation in sharing of intelligence information
- potential to improve links with the MIKE Programme.

The implementation of these Decisions and the Resolution will provide significant benefit to rhinos in Africa and Asia, and will assist range State efforts. Additionally, WWF urges that work resulting from these adopted decisions be included with the Costed Programme of Work for the Secretariat, and urges Parties, non-governmental organizations, and other donors to ensure there are sufficient resources available to ensure their completion.

WWF also urges those range States highlighted in *Document 54* as having particular problems with stockpile management, poaching, and illegal trade to cooperate fully with the Secretariat, IUCN, and TRAFFIC in the implementation of any Decisions that may be adopted by the CoP. WWF is ready to provide assistance to range States with stockpile management, anti-poaching and trade controls. Particularly in Asia, greater attention must be given to improvements in stockpile management in order to ensure the horns do not enter into illegal trade.

WWF also urges all rhino range States to effectively implement and enforce the requirements of the Convention, in order to ensure the enhanced conservation status of all rhinoceros populations.

Export quotas for trophy hunting of black rhino

Both *Document 54 Rhinoceros* and *Document 37.2 Black rhinoceros export quota for Namibia and South Africa* (Kenya) contain information pertaining to the implementation of *Resolution Conf. 13.5 Establishment of export quotas for black rhinoceros hunting trophies*. At CoP13 in 2004, Namibia and South Africa were both given approval by the Parties to export hunting trophies of five adult male black rhino per annum. At the time of CoP13, WWF provisionally supported the export quota for Namibia, but opposed the export quota for South Africa.

WWF's views are informed by our field programmes in Southern Africa, information from TRAFFIC, the IUCN African and Asian Rhino Specialist Groups (of which we are members and supporters), range State governments, and *Document 54* of CoP14, prepared by the Secretariat, with detailed documentation from IUCN and TRAFFIC.

Document 37.2 Black rhinoceros export quota for Namibia and South Africa (Kenya) calls for the repeal of *Res. Conf 13.5*. In order for such a repeal to be approved, it is required by *Res. Conf 9.21 (Rev CoP13)* that the Parties agree that “*new scientific or management data have emerged to indicate that the species population in the range State concerned can no longer sustain the agreed quota.*”

General comments

Relationship between trophy hunting and poaching

Document 37.2 states that, at CoP13, “*several range States believed that hunting of black rhinoceros could have a negative impact on their own populations [and] the public may*

not understand that the lifting of the ban was for sport hunting and not for medicinal or any other traditional purposes. Such misconceptions by the public could increase threats to other critically endangered subspecies of rhino...". Kenya claims that poaching of the eastern black rhino subspecies is stimulated by the existence of these quotas.



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No evidence has been presented, or referenced, in *Document 37.2* to indicate that legal, controlled trophy hunting leads to increased poaching, in the same country, or elsewhere. The critical state of some black rhino populations cannot be attributed to the existence of hunting trophy quotas in Namibia or South Africa, but rather are a result of habitat loss, ineffective enforcement or anti-poaching efforts, the occurrence of rhinos in conflict areas, and a lack of "significant political will..., with dedicated staff committed to undertaking effective field conservation", as outlined by the Secretariat in *Document 54*.

Biological sustainability of the quotas

The numbers of black rhinoceros continue to increase in both Namibia and South Africa. The annual quota established at CoP13 for each country represents less than 0.5 per cent of the population, and all evidence indicates that it is biologically sustainable.

Namibia

As is referred to in *Document 54*, no black rhinos have thus far been hunted in Namibia because a policy on tourism and wildlife concessions on State land is awaiting approval by Cabinet. Additionally, all hunting revenue will be reinvested in conservation through the Game Products Trust Fund. It is

also WWF's understanding that Namibia will circulate an Information Document to respond to Kenya's claims, including a clarification on the apparent discrepancy in population numbers, which is a result of a change in methodology in population estimates, and not poaching.

In conclusion, WWF does not believe the information presented by Kenya provides sufficient "new scientific and management data to indicate that the species population in the range State concerned can no longer sustain the quota", as required by *Res. Conf 9.21 (Rev CoP13)*.

South Africa

At CoP13, WWF provisionally supported the export quota for Namibia, but opposed the export quota for South Africa at that time, for several reasons, including: concerns regarding the effectiveness of the monitoring of the white rhino trophy hunting industry; lack of clarity on how animals would be selected; lack of clarity on how revenue would be used; and irregularities between national legislation and provincial laws.

While *Document 54* contains some information which indicates progress made by South Africa in addressing some of these problems raised by WWF in 2004, and by TRAFFIC and the IUCN African Rhinoceros Specialist Group as recently as November 2006, WWF encourages the Government of South Africa to prepare an Information Document that would fully explain steps taken to improve management of the trophy hunting industry over recent years, particularly in response to issues raised in *Documents 54* and *37.2*.

WWF notes that the information presented in *Document 37.2* is not sufficient to show that the population in South Africa cannot sustain the current quota of five male black rhinos (as required for the repeal of the resolution).

However, a response is recommended from South Africa to address:

- any and all recent improvements to its trophy hunting industry, with specific reference to rhino trophy hunting
- steps taken to ensure effective cross-border collaboration with Zimbabwe and to reduce smuggling between the two countries
- reports that the hunting trophies are being ground down and sold commercially as powder.

WWF also notes that under proposed amendments to *Res. Conf. 9.14 (Rev CoP13)*, these issues can and should continue to be reported to successive CoPs and offer an opportunity for constructive dialogue with South Africa to continue to make management improvements. Thus, WWF urges the adoption of these amendments in order to ensure the use of trophy hunting as a conservation strategy continues to benefit the conservation of rhinos.



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Tibetan antelope



Agenda item 55

Tibetan antelope

The Secretariat's document outlines measures taken by Parties to fulfil *Res. Conf. 11.8 (Rev CoP13) Conservation of and control of trade in the Tibetan antelope*, which directs the Standing Committee to regularly review enforcement measures aimed at eliminating the illicit trade in Tibetan antelope products and to report to each CoP. An Annex to the document comprises Thailand's report to CoP14, as requested by the 54th meeting of the Standing Committee (SC54).

WWF recommendations:

Range States

The Secretariat has noted that poaching continues to be a problem for the Tibetan antelope. WWF has also received anecdotal reports of increased market demand and poaching of Tibetan antelope since 2005, which is of great concern. Thus, WWF looks forward to hearing the report of the Secretariat's recent enforcement mission to China and to the discussion of any potential recommendations aimed at:

- increasing or improving the effectiveness of anti-poaching enforcement efforts, and
- increasing enforcement efforts along trade routes for the product and at borders.

Importing Parties

SC54 (October 2006) expressed concern regarding reports that Thailand's domestic legislation might not be adequate to deal with cases of persons trading in shawls apparently

made from Tibetan antelope. Thus SC54 requested Thailand to report to CoP14 on its enforcement of the Convention, particularly with regard to its progress in adopting new legislation, and in relation to the illicit trade in Tibetan antelope (*Document 55 Rev 1 Annex 1*).

WWF welcomes Thailand's report which was made available as this document was going to print. Thus, at this point, WWF is unable to offer any comment on the progress reported by Thailand in *Document 55 Annex 1*, but we would urge the CoP to consider the report closely and to put forward recommendations for any further action required, by Thailand, the Standing Committee, or the Secretariat.

WWF also encourages other Parties with markets, or potential markets, for shahtoosh (Tibetan antelope wool) products to:

- avail themselves of the Secretariat's offer to provide advice and skills to improve identification of the products in trade
- undertake consumer awareness activities to reduce demand for these products, and
- undertake enforcement action to address the illegal trade in these products.



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Saiga antelope

Agenda item 56

Saiga antelope

The Secretariat's document reports on progress in implementing *Decisions 13.27 to 13.35* on saiga antelope, which were to be implemented prior to CoP14. The decisions are directed to the species' range States, Parties and other bodies, the Standing Committee, and the CITES Secretariat. Several new Decisions are recommended for adoption by the Parties.

Annexes to the Secretariat's document include:

- the Medium-Term International Work Programme for the saiga antelope, under the Memorandum of Understanding concerning Conservation, Restoration, and sustainable use of the saiga antelope (*Saiga tatarica tatarica*)
- the executive summary and recommendations of a report by TRAFFIC on trade-related aspects of the conservation of saiga antelope in (some) range and consumer countries.

WWF position: SUPPORT and additionally call for:

- the inclusion of saiga antelope on the agenda of the Standing Committee meetings between CoP14 and CoP15

- an invitation to be extended to a government aid agency or a development organization to contribute to the Programme of Work by working collaboratively with existing partners to address the issue of alternative livelihoods for local communities.

Rationale:

The saiga antelope (*Saiga tatarica*) was included in Appendix II in 1995, following the unanimous adoption of the proposal submitted to amend the Appendices at CoP9. Saiga antelope populations numbered over one million as recently as the early 1990s, fell to approximately 40,000, and now, according to Annex 5 of *Document 56*, may be stabilizing or increasing.

Poaching and illegal trade in horns, uncontrolled hunting for meat, destruction of habitat, and construction of irrigation channels, roads, and other obstacles preventing natural dispersion and migration have all contributed to recent population declines. However, the primary cause was excessive illegal hunting. IUCN has categorized the species as *Critically Endangered*.

Since CoP13, progress appears to have been made in the conservation and management of the saiga antelope. This would seem to be a result of the mobilization of political will in range States, and in consumer and trading countries, in donor organizations, and in non-governmental organizations through:

- the adoption of the CoP13 Decisions
- the ratification of the Memorandum of Understanding (MoU) concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (under the auspices of the Convention on Migratory Species; WWF is pleased to have been invited by the CMS Secretariat to sign this MoU)
- the development of the Medium-Term International Work Programme for the saiga antelope (2007–2011).

Cautious optimism is expressed in *Document 56* about the future of the saiga antelope and this is indeed to be welcomed, particularly given the urgency with which this issue was discussed at CoP13 in 2004. However, much remains to be done in the coming years, both to implement the Medium-Term Work Programme and to ensure a secure conservation status for the saiga antelope.

WWF supports the Secretariat's recommended draft Decisions concerning saiga antelope for adoption at CoP14, by the Parties. WWF particularly supports:

- the recommendation for businesses using and producing saiga products to assist range States and consumer countries in any way possible with the conservation of the saiga antelope, as well as
- the recommendations concerning improved control and management of existing stockpiles of saiga horn in consumer countries
- also noting that Russia is the sole outstanding range State not to have signed the MoU, WWF encourages Russia to do so at the soonest possibility.



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meetings between CoP14 and CoP15, and to request information from Parties on progress in implementation of any decisions adopted at CoP14 for discussion at these meetings.

- Noting the Secretariat's concern that, "apart from socio-economic surveys and pilot projects on livelihoods, the human dimension has so far been relatively neglected" and that "integration of local communities into saiga antelope conservation programmes, especially the provision of alternative livelihoods, will be critical for long-term success," WWF recommends that the CITES and CMS Secretariats invite any organizations working on development issues in saiga range States be invited to participate in, and contribute to, the Medium-Term Work Programme by helping existing signatories to address the issue of finding alternative livelihoods for local communities. Such organizations could be voluntary, non-governmental or government aid agencies. on the repeal of this annotation.

Since CoP13, progress appears to have been made in the conservation and management of the saiga antelope.

Further recommendations:

WWF notes that it has been suggested that range States "provide information on the measures and activities they undertook to implement the Medium-Term International Work Programme for the saiga antelope (2007–2011) in their biennial reports for the periods 2007–2008 and 2009–2010" and that a summary of the information within these reports should be considered at CoP15 (2010). It is WWF's concern that without continued focus on the conservation and management issues concerning saiga antelope, we will find ourselves once again facing the situation presented at CoP13.

While WWF appreciates the Parties' efforts to streamline reporting and to ensure it is used as effectively as possible, WWF would urge the Parties to include saiga antelope on the agenda of the Standing Committee



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- ensuring that the use of renewable natural resources is sustainable
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