

CONSEIL INTERNATIONAL DE LA CHASSE ET DE LA CONSERVATION DU GIBIER
INTERNATIONALER RAT ZUR ERHALTUNG DES WILDES UND DER JAGD
INTERNATIONAL COUNCIL FOR GAME AND WILDLIFE CONSERVATION



CITES CoP 15

Facts & Science



ELEPHANT POACHED IN THE NORTHERN SELOUS GAME RESERVE IN LATE 2009

Foreword

The CIC – International Council for Game and Wildlife Conservation recognizes CITES as a vital instrument for the conservation of species and habitats.

CIC and its Members in 84 countries take a proactive stake in the implementation of CITES. It is the declared policy of the CIC to exclude severe offenders of CITES regulations from the ranks of its membership.

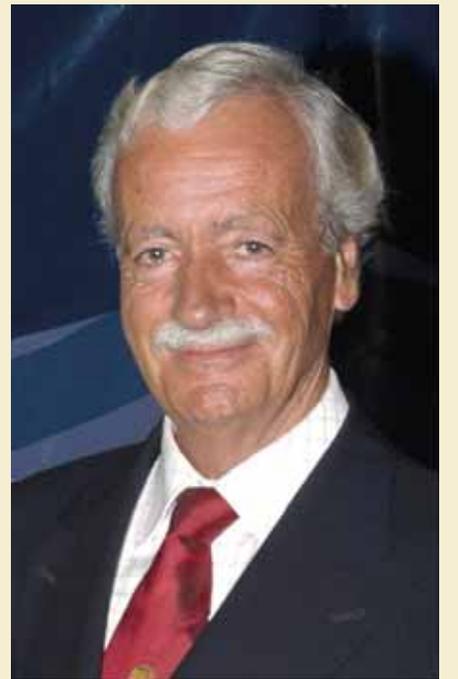
We underline the vital role of CITES as a key instrument to govern the trade in endangered species. Yet, CITES should not be misused to attempt the regulation of non-trade issues in the context of species' conservation.

This small publication is a modest contribution of the CIC to assist the Parties to CITES to make science-based, informed decisions. It aspires to avoid emotionally-induced influences which disregard sustainable use as the basis of human co-existence with nature.

The CIC emphasizes - as part of its policy foundation - to respect the traditional knowledge of indigenous peoples and local communities. This definitely includes their right to access and sustainably use their natural resources! No CITES decision should ever forget that!



Dieter Schramm
CIC President



The International Council for Game and Wildlife Conservation (CIC) is an Intergovernmental Organization Observer of CITES (IGO). It is a politically independent advisory body working in the public interest that supports the concept of sustainable use. CIC consists of governments, hunting associations, scientific institutions as well as individual scientists and hunters in 84 countries. The following analysis has been produced by the CIC's Division Policy and Law.

Our vision:

A world that values and supports sustainable hunting for the benefit of people and nature.

Our mission:

The CIC promotes, on a global scale, sustainable hunting as a tool for conservation while building on valued traditions.



To learn more, and support our efforts, please visit
www.cic-wildlife.org

CITES CoP 15 *Facts & Science*

CIC's Analysis of Selected Proposals of CITES CoP 15

PROPOSED AMENDMENTS OF CITES APPENDICES

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Proposal:
CoP15 PROP. 2
LYNX RUFUS (BOBCAT)

PROPOSAL TO DELETE THE SPECIES
FROM APPENDIX II.

Proposing country:
UNITED STATES OF AMERICA

CIC Assessment:

This species is stable according to IUCN¹ and never was thought to be at risk. It has easily distinguishable features such that there is no “look-alike” species.

CIC Recommendation:

SUPPORT



Proposal:

CoP15 PROP. 3

URSUS MARITIMUS (POLAR BEAR)

PROPOSAL TO TRANSFER FROM
APPENDIX II TO APPENDIX I.

Proposing country:

UNITED STATES OF AMERICA

CIC Assessment:

The global conservation status of polar bears is currently vulnerable². At the most, some unquantified and unquantifiable threats appear due to climate change, which might result into negative consequences far in the future. However, that is no reason to eliminate well-managed sustainable use today. It is contrary to the very concept of sustainable use to deny the indigenous peoples the managed use of their valued resources prematurely. In addition, the US initiative to uplist, ignores Inuit Traditional Knowledge³. The uplisting “*would not only harm current ‘sustainable use’ (...), but also harm the conservation, management and scientific programs that benefit from such hunting*”⁴.

The polar bear population is at or near an all-time high (8,000 – 10,000 in 1965-1970 and a minimum of 20,000 to 25,000 today)⁵. Although the Western Hudson Bay population may have declined over a 17-year period by 290



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bears, some of those bears have since been located within the same management area, the harvest level has been reduced and an international range state management plan is being developed. The nature of that small decline is not entirely clear. “The extrapolation of polar bear disappearance is

highly premature”⁶ Overall increases in population such as at Davis Strait (incorrectly treated as “data deficient” by IUCN because the survey work has not been published)⁷ are fully offsetting any alleged total population decline in other areas. Although harvest levels in some areas may have been excessive, they have since been reduced in the adaptive management process.

Only few species on the globe have maintained their overall range, like the polar bear⁸. The bear is not threatened by trade, and the “effects” of regulated trade are widely thought to be beneficial, not negative⁹. Therefore, TRAFFIC correctly states that “the Polar Bear does not meet any of the biological criteria for inclusion in Appendix I.”¹⁰

The IUCN assesses the polar bear as “vulnerable”, not “threatened”. That is how it has always been assessed except for one short period. The recent return to “vulnerable” was based upon a possible future decline only.



CIC Recommendation:

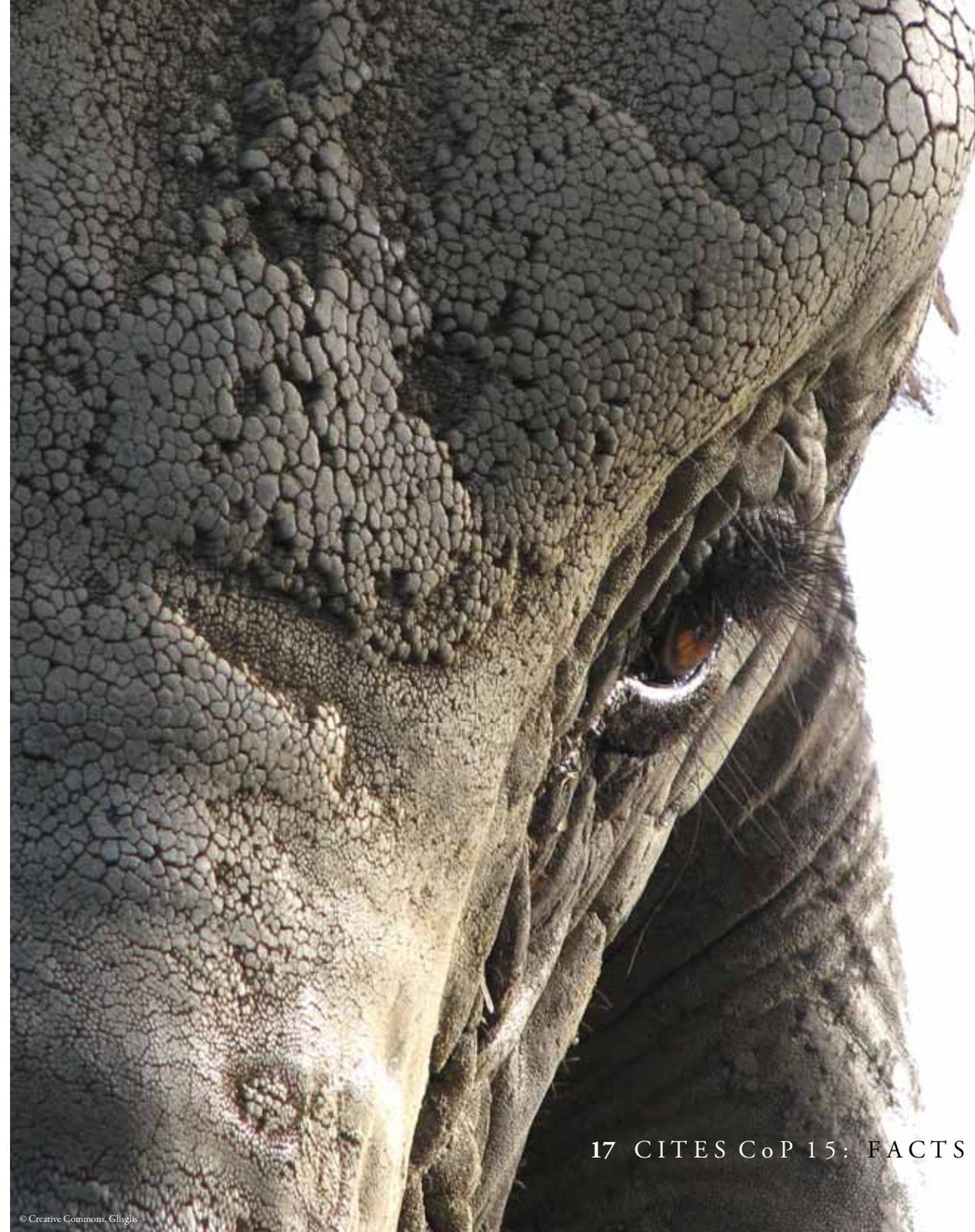
REJECT

Appendix I should be reserved for species that really need and warrant that listing.

There are many mechanisms to adjust harvest levels and trade that come into play before an Appendix I listing is warranted. Uplisting would set a dangerous precedent, harm the livelihoods of local indigenous peoples and upset the conservation strategy of those that manage the bear well.

We agree with Canada that “a sustainable and well-managed hunt is an important part of a conservation plan” and the proposed transfer “will have no impact on quotas, but it might have a negative impact on conservation.” Furthermore, we agree with Norway that “it is premature to uplist the polar bear.”

TRAFFIC comes to the same conclusion to reject this proposal.



Proposal:

CoP15 PROP. 4 (REV. 1)
LOXODONTA AFRICANA
(AFRICAN ELEPHANT):

PROPOSAL TO TRANSFER POPULATION TO APPENDIX II CONDITIONALLY WITH AN ANNOTATION, INCLUDING (A) TROPHY TRADE, (B) TRADE IN REGISTERED RAW IVORY (WHOLE TUSKS AND PIECES), (C) TRADE IN RAW HIDES AND (D) TRADE IN LIVE ANIMALS.

Proposing country:
TANZANIA

CIC Assessment:

Tanzania has the second largest elephant population in Africa which is growing at the rate of 5% per annum. The population is well over 100,000¹² animals and, therefore, over the upper limit of 100,600 elephants according to the national Elephant Management Plan of 2001. Elephant-human conflict is on the increase (R. Baldus, pers. comm., 2010).

The current utilization of African elephant in Tanzania is only through hunting tourism. 25% of the revenue from



hunting is directed to the District level, but not necessarily for conservation. Benefit sharing with communities according to national Wildlife Policy is not yet operational. More than 90% of the revenue for the Tanzania Wildlife Protection Fund is generated from fees associated with hunting. However, allocation of funds for conservation of game reserves and open areas has recently decreased. The retention scheme by which the Selous Game Reserve with the country's largest elephant concentration was allowed to keep half of hunting and tourism revenues was discontinued. Consequently poaching for trophies and meat is on the increase again (R. Baldus, pers. comm., 2010). Tanzania's elephant hunting quota is sustainable (J. Jackson, pers. comm., 2010) and, the number hunted continues to be less than the nominal quota because of further restrictions on length and weight of tusks (Tanzania Wildlife Dept., 2009). Despite this, the stricter domestic measures and

low priority treatment by some important import countries has repeatedly delayed the issuance of trophy import permits until the hunting season is nearly over, causing hunt cancellations and loss of important revenue (J. Jackson, pers. comm., 2010).

Tanzania needs to transfer its elephant to Appendix II for trade in hunting trophies (Proposal a) to secure its conservation base that has been solely limited to trophy hunting by hunting tourists. A transfer to CITES Appendix II of Tanzania's Elephant population would facilitate among CITES Parties any transfer of hunting trophies, which would be treated as personal effects if carried by the hunter. Personal effects are privileged trade items under CITES and would not require a similar extensive permit procedure as required for CITES Appendix I specimens.

One country, the largest market of hunting tourists, refuses to accept quotas, the non-detriment determination of exporting countries, and insists upon making its own biological and management findings annually before authorizing trophy import permits. Yet that country does not allocate the resources itself to make those determinations in a timely fashion. The downlisting for trophy hunting purposes, section a, would facilitate this conservation tool and certainly not be detrimental to the elephant population.

A one off-sale of raw ivory (b) and trade in raw hides (c) would provide the funds necessary to increase the finance for species protection (anti-poaching) and protected area conservation. Raw hides are presently not recovered, but this has a great economic potential. Tanzania has not the technical know-how and the capacities for trade in live animals (d) and will not be able to engage in such trade in a generally accepted form (R. Baldus, pers. comm., 2010). At the same time the economic potential is small and does not outweigh the disadvantages. (b) and (c) should be supported. Given the mentioned shortcomings, in what certain conditions should be adhered to.

CIC Recommendation: **SUPPORT**

part a) trade in hunting trophies for non-commercial purposes.

Part (b) and (c) trade in raw-ivory and raw hides under the following preconditions:

- 1) All revenues to be directed to conservation in the field
- 2) Continuation of Selous retention scheme (reserve to retain half of all income)
- 3) Effective start of communities receiving the revenues from Wildlife Management Areas according to national policies and existing regulations.
- 4) Clarify the status of Zanzibar according to CITES.



Proposal:

**CoP15 PROP. 5
LOXODONTA AFRICANA
(AFRICAN ELEPHANT):**

PROPOSAL TO TRANSFER ZAMBIA'S ELEPHANT FROM APPENDIX I TO APPENDIX II FOR EXCLUSIVE PURPOSES INCLUDING (A) TRADE IN HUNTING TROPHIES, (B) LIVE ANIMALS, (C) RAW HIDES, (D) TRADE IN REGISTERED RAW IVORY.

Proposing country:
ZAMBIA

CIC Assessment:

Zambia has an elephant population of 26,382 , which is higher than that of some other Appendix II countries, and the number is increasing. It has only had a hunting quota of 20 elephants per year since 2005 but important importing

countries were reported to have procedures in place, which hamper the import. For five years the quota has been very low. Fifty percent (50%) of the registered hunting revenue has been dedicated to affected local people, but the Appendix I listing has hampered the trade in trophies that is part of the management regime. Part (a) of the proposal would facilitate trophy trade and a larger, more beneficial quota of 120 elephants per year, still less than 0.5% of the population.

All of the revenue is now pledged to conservation, monitoring, research and law enforcement, including fifty percent dedicated to local communities.

Trophy hunting is essential as an economic incentive mechanism for the conservation of the elephant and to fund the management infrastructure and strategy.

CIC Recommendation:
SUPPORT

section (a) but defer to the Expert Panel and African elephant range states for the other sections.

Proposal:

**CoP15 PROP. 6
LOXODONTA AFRICANA
(AFRICAN ELEPHANT):**

PROPOSAL TO REMOVE THE PARAGRAPH (H) FROM THE ANNOTATION THAT *NO FURTHER PROPOSALS TO ALLOW TRADE IN ELEPHANT IVORY FROM POPULATIONS ALREADY IN APPENDIX II SHALL BE SUBMITTED TO THE CONFERENCE OF THE PARTIES FOR THE PERIOD FROM CoP14 AND ENDING NINE YEARS FROM THE DATE OF THE SINGLE SALE OF IVORY AND REPLACE IT WITH AN ANNOTATION THAT NO FURTHER PROPOSALS CONCERNING TRADE IN AFRICAN ELEPHANT IVORY, INCLUDING PROPOSALS TO DOWNLIST ELEPHANT POPULATIONS FROM APPENDIX I TO APPENDIX II, SHALL BE SUBMITTED TO THE CONFERENCE OF THE PARTIES FOR THE PERIOD FROM COPI4 AND ENDING TWENTY YEARS FROM THE DATE OF THE SINGLE SALE OF IVORY THAT TOOK PLACE IN NOVEMBER 2008. ALSO TO DELETE THE PARAGRAPH (F) ANNOTATION PERMITTING TRADE IN INDIVIDUALLY MARKED AND CERTIFIED EKIPAS INCORPORATED IN FINISHED JEWELLERY FOR NON-COMMERCIAL PURPOSES FOR NAMIBIA AND IVORY CARVINGS FOR NON-COMMERCIAL PURPOSES FOR ZIMBABWE.*



Proposing countries:

GHANA, KENYA, LIBERIA, MALI, SIERRA LEONE, REPUBLIC OF CONGO

CIC Assessment:

This proposal would for 20 years prohibit downlisting of *all* elephant for all purposes including annotations for trophy hunting purposes in all range states that are not already on Appendix II for trophy hunting purposes, like Zimbabwe, Botswana, Republic of South Africa and Namibia. This would be an unnecessary hardship on Tanzania and Zambia that might be seeking trophy hunting annotations during the next 20 years. The proposal suggests that “all trade in ivory” be suspended for 20 years, which is so broad that it would erroneously include trophy trade.

Overall, the African elephant is no longer considered threatened on the 2009 IUCN Red List. Despite poaching, the overall population continues to increase according to IUCN¹⁴.

We are also concerned that undue expectations are generated by the potential of the yet-unformed African Elephant Fund and the African Elephant Action Plan. We doubt that their funding will be adequate or that it will be directed to the populations most in need.

CIC Recommendation:

REJECT



Proposal:

CoP15 PROP. 9
CROCODYLUS NILOTICUS
(NILE CROCODILE):

PROPOSAL TO TRANSFER
POPULATION FROM APPENDIX I TO
APPENDIX II.

Proposing country:
EGYPT

CIC Assessment:

Nile crocodile is listed as “Lower Risk/Least Concern” on the 2009 IUCN Red List¹⁵. The Crocodile Management Unit in Egypt has had some coordination with the IUCN Crocodile Specialist Group (CSG). Management actions taken so far include surveying and planning, with the goal of establishing a program that links conservation and sustainable utilization. This is a positive step, because increasing human-crocodile conflict is occurring and otherwise crocodiles will become a pest species. This is an example where sustainable use will be used as an incentive to conserve, providing revenue management that would not otherwise exist. Regulated trade is a better alternative than no management, no monitoring, no tagging and little law enforcement, all of which could impact negatively



on other populations of this species. It is important that the growing Lake Nasser population be managed, and this proposal is a prudent and reasonable start. The CSG believes the transfer to Appendix II at CoP15 is needed to encourage management, with a zero quota, but that Egypt will have to finalise the program before Parties at CoP16 can truly assess it.

The transfer to Appendix II would facilitate the utilization, and will lead to limited hunting tourism and its potential benefits.

CIC Recommendation:

In principle we **SUPPORT** but defer to the IUCN/CSG on merits of the quota of 750 skins starting 2013.

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- ¹⁰ <http://www.traffic.org/cop15>
- ¹¹ Also TRAFFIC website
- ¹² African Elephant Status Report 2007: An Update from the African Elephant Database, J.J. Blanc, R.F.W. Barnes, G.C. Craig, H.T. Dublin, C.R. Thouless, I. Douglas-Hamilton, and J.A. Har <http://www.african-elephant.org/aed/aesr2007.html>
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