

TRAFFIC BULLETIN

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TRADE MONITORING
UNIT



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CITES MEETING AT NEW DELHI, INDIA *By Tim Inskipp*

The third meeting of the Conference of the Parties to the Convention on International Trade in Endangered Species of Wild Fauna and Flora was held in New Delhi from 25 February to 8 March. Delegates included representatives from 53 Parties, 16 non-Party states, the European Community, five UN agencies, INTERPOL and the International Whaling Commission. Of the 70 non-governmental organizations represented 10 were from India, 31 from the USA and 4 from the UK.

The Standing Committee was provided with additional functions: to oversee the execution of the Secretariat's budget and represent the Secretariat in matters dealing with the budget; to represent the Parties when requested and report to the Conference of the Parties on inter-meeting activities.

It was decided that the headquarters of the Convention Secretariat shall remain in Switzerland.

Report of the Secretariat

The Secretary General, in his report, expressed regret that to date only nine Parties had formally accepted the amendment to the Convention text required for financial provisions to be made enabling the Secretariat to carry out its duties. The amendment which was adopted at Bonn in June 1979 requires 34 acceptances before it enters into force. The number of cases of action for compliance control had increased dramatically to 274 involving 39 Parties during 1979-80. A summary of an investigation of illegal trade from Paraguay was included in the Report as an example: it was found that many export documents, involving trade in large numbers of skins of cats, otters and caimans, and some live animals, were found to be forgeries. The delegations of both Paraguay and the Federal Republic of Germany (one of the main importing countries involved) clarified their efforts to control the illegal trade. It was later resolved that Parties ensure strict compliance and control in respect of all provisions of the Convention.

The Secretariat was also concerned that the Trust Fund contributions, which pay for the running of the Convention and its meetings, had not been paid by 19 Parties for 1980 and the total arrears were about \$84000. A conference fee for Parties in arrears and observers was suggested. A resolution was adopted emphasising to the Parties the importance of making their Trust Fund contributions by the beginning of the applicable financial period; inviting non-Party states and other organisations to contribute to the Fund; and setting a meetings registration fee of US\$ 50 for all observer organisations from Party states. The 1982-1983 budget and scale of contributions to the Trust Fund were approved.

The Technical Expert Committee on Harmonization of Permit Forms and Procedures produced a number of draft resolutions at its meeting in Bonn in January 1980. After a long discussion on a model export permit the Parties agreed to standardize their own documents as much as possible, including use of one or more of the working languages and information on units of measurements. A number of Parties were unable to use special security paper, samples of which had been prepared for the Conference, but it was agreed to take appropriate measures including the use of serially numbered security stamps and exchange copies of documents to verify their authenticity. Parties having stricter domestic measures than the Convention which might affect the legality of traded items were asked to communicate details of their measures. It was resolved that acceptance of comparable documentation issued by States not Party to the Convention should be subject to a number of detailed criteria, especially for Appendix I specimens. These included sufficient identification of the species concerned; certification stating the origin and that exports do not contravene applicable legislation or are detrimental to the survival of the species; and guarantee of adequate welfare during transport.

The next topic that was discussed was harmonization and review of annual reports. Of the 40 states that had been Parties to the Convention through 1978 (and therefore obliged to produce an annual report on their relevant trade) only 29 had submitted a report for 1978 in time for the third meeting. In addition 3 states that became Parties after January 1978 also submitted reports. The data in these reports were analysed by TRAFFIC International on a consultancy basis and the transactions between Parties were compared in tabular form. The Statistics illustrated numerous discrepancies between the figures for exports of one Party and the figures for imports of the respective receiving Party. Using the 1978 Statistics as a basis the Secretariat requested supplementary information from five Parties and the replies revealed that a number of transactions were in contravention of

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the terms of the Convention. These included 14000 cat and other skins imported by FRG from Uruguay, Peru and Ecuador, and large numbers of stuffed hawksbill turtles *Eretmochelys imbricata* imported by many Parties from the Seychelles. The Parties noted with appreciation the work carried out by TRAFFIC International and made several recommendations aimed at harmonizing the information presented in annual reports. It was decided to continue regular comparative tabulation of the reports with a view to the publication of a Yearbook of International Wildlife Trade.

Since illegal trade in African elephant ivory had become internationally very important, the Parties next considered special measures for controlling the trade. Definitions of 'raw' and 'worked' ivory were approved and a system of marking tusks and pieces of raw ivory was recommended for use. Careful scrutiny of all documents relating to the ivory trade was advised. Because of the special attention paid to conservation of whales a similar suggestion relating to cetacean trade documents was approved. Finally, in view of the threat to rhinoceros populations due to the trade in horn, it was resolved to request both Party and non-Party governments to prevent import, export or sale of rhinoceros products.

The Identification Manual Committee provided a report which included a completed sample chapter from the Manual on Tortoises Testudinidae. A project proposal had been submitted to UNEP for partial funding of the Manual during 1981-83. The aim is to produce seven volumes of loose-leaf documents describing and illustrating the major groups of species and their products subject to control under the Convention. A number of Parties and non-governmental organisations are currently preparing sections for the Manual. Thirteen sections on live animals will cover about 77 species of mammals, 227 birds and 21 reptiles. Also in preparation are about 166 sheets on ivory, furskins and leathers and a checklist of Orchidaceae. Promises to prepare several other sections came from a number of parties. A resolution was adopted inviting parties to submit contributions and suggesting that Parties proposing additions to the appendices provide appropriate data for the Manual.

The Nomenclature Committee reported that, despite funding difficulties, a checklist of mammals of the world had been completed and would be published in April. This contained information on subspecies, distribution and protection status. The support of the Parties and additional funding was requested.

The Ranching Committee provided a detailed report on its attempts to develop criteria by which ranching operations for CITES Appendix I species would be assessed. The Committee proposed the establishment of a register of approved operations and allowing international trade in products of the species concerned only from such registered operations. The cost and complexity of such a procedure was questioned and the alternative of downgrading to Appendix II populations subject to ranching operations was advocated. A long discussion took place on this difficult issue and subsequently a new resolution was prepared based on the latter suggestion. It was resolved that before any population is downgraded a number of detailed criteria must be satisfied. These included the stipulation that the operation would be beneficial to the wild population, and that all products must be adequately identified and documented.

The Guidelines for the preparation and transport of live animals and plants were the next subject for discussion. The text of the draft Guidelines had been prepared under the auspices of TRAFFIC and unanimously approved in principle at the second meeting of the Parties. The final document had taken into account all comments received. Some further amendments were made, particularly restricting coverage of the Guidelines to wild animals. A resolution was adopted that the Parties make the most effective use of the Guidelines and

encourage compliance wherever possible; also expansion of the mandate of the Technical Expert Committee on Harmonization of Permit Forms and Procedures to amend the Guidelines when necessary. A further resolution adopted a proposal to develop an international reporting system for live specimens travelling in a stressed condition. The delegation of the USA pointed out that this procedure was not intended to be mandatory, only to provide feedback.

Status of subspecies included in the appendices. The desirability of using subspecies in the appendices was discussed at Costa Rica and a review of all listed subspecies was undertaken. Comments had only been received on 12 mammal and 8 bird subspecies and 1 plant variety. No decision was made on the recommendations for these taxa but it was agreed to review the listing of Latin American Felidae and Lutrinae subspecies because of the identification problems involved in regulating trade.

Species thought to be extinct included in the appendices. At the second meeting it was agreed to annotate a number of species in the appendices as ^mp.e. (possibly extinct). The Secretariat was empowered to similarly annotate two more species:- the Pink-headed duck, *Rhodonessa caryophyllacea*, and the Glaucous macaw, *Anodorhynchus glaucus*.

Index of species mentioned in legislation. A document was distributed containing a sample from a computerized index of all references to species of higher taxa of vertebrates in the considerable volume of legislation so far analyzed, together with CITES listed invertebrates. It was resolved to continue the project with further development and updating of the Index and the Parties were asked to provide additional information and corrections.

Report of the IUCN/SSC Threatened Plants Committee. At the first meeting of the Parties a review of plant species listed in Appendices I and II was proposed. Bearing in mind the lack of trade data available on plants the TPC reviewed a sample of 30 species on Appendix I and 15 on Appendix II. The annual reports of parties, other trade and population data were reviewed and a number of recommendations for changes in the listings or undertaking population surveys was presented. The document was noted but the recommendations were not specifically discussed or adopted.

Technical cooperation, training and implementing legislation. The Secretariat reported on advisory missions to Latin America, Africa and the Middle East and several training programmes for enforcement of the Convention. A draft of Guidelines for national implementation of CITES was made available for information purposes only. It was resolved that the Parties ensure the continuation of technical assistance projects.

Disposal of Appendix I specimens. At the second meeting of the Parties international exchange of confiscated specimens for scientific and other purposes was recommended. The question had arisen whether Parties could ~~legally~~ legally held stocks of Appendix I specimens. Also the procedure for return to the country of origin of confiscated live specimens had created problems. It was resolved that each Party should inventory stocks of confiscated specimens and that the Secretariat should coordinate bona fide exchanges. In cases where transfer was not possible dead specimens should be stored or destroyed. Live specimens should be returned to the country of origin for release when possible or placed in rescue centres, preferably for breeding but otherwise for scientific/educational purposes.

Legislation

Regulation of trade in wildlife listed on Appendix II. This document was prepared by Australia because of concern that "suitable measures....to limit the grant of export permits" (Article IV, paragraph 3) were not being undertaken and that CITES was simply documenting the decline of Appendix II species. It was resolved that a committee be established to determine guidelines for criteria under which the number of export permits for commercial trade in Appendix II species might be restricted.

Ten year review of appendices. The aim of this proposal was to evaluate the status of listed species to determine if the goals of the Convention were being met. It was not intended as a mechanism for evading present criteria for deletion of species. A system of regional reviews was suggested leading to propositions which would be put to the fourth meeting of the Parties. Many parties spoke in favour of this proposal and after a draft resolution had been extensively revised it was adopted.

Reverse listing concept for appendices. Under this proposed system the present appendices would be replaced by lists of species in which trade was freely allowed. A number of delegations spoke in support of the proposal and some mentioned that their national legislation used the principle. However some felt that there were enormous practical and legal difficulties in the elaboration of such a system and some delegations were opposed to the idea. It was resolved to appoint a Committee to examine whether other methods of classification may be preferable to the present system especially that of reverse listing. All ramifications should be investigated for a report to a future meeting.

Several other proposals were deferred through lack of time or withdrawn after discussion. Among the latter was a proposal prepared by Canada and the USA that a species be included in the appendices in accordance with Article II:2(b) only if such species occur in trade or are indistinguishable from a listed species by a control officer using an identification aid. In discussion it was pointed out that such a proposal opposed the fundamental principles of the Convention and would not allow the use of higher taxa for simplification purposes. It would also undo previous efforts to strengthen trade controls and presented a threat to the Berne criteria.

Of the 92 proposals for amendment of Appendices I and II 22 were withdrawn for various reasons. Those adopted were as follows:

MAMMALS

Saguinus oedipus (geoffroyi) in place of S. oedipus in Appendix I to clarify a taxonomic problem.

Cercopithecus diana (roloway) Diana monkey

Papio (= Mandrillus) leucophaeus Drill

Papio (=Mandrillus) sphinx Mandrill

All three of these African species transferred from Appendix II to Appendix I.

Physeter catodon (macrocephalus) Sperm whale

Balaenoptera borealis Sei whale

Balaenoptera physalus Fin whale

These three whales (two of which had some populations already on Appendix I) were transferred to Appendix I. The proposals, which go further than the restrictions imposed by the International Whaling Commission were supported by many delegations and only opposed by Japan and the USSR. These amendments should lead to a big step forward in the reduction of commercial whaling.

Damaliscus dorcas dorcas Bontebok.

Transfer from Appendix I to Appendix II of this non-endangered South African subspecies.

Hippotragus equinus Roan antelope.

Inclusion in Appendix II of this widespread but declining African species.

BIRDS

Spheniscus humboldti Humboldt penguin.

Inclusion in Appendix I of this overhunted bird.

Falco rusticolus Gyr falcon. Transfer from Appendix I to Appendix II of the North American population (excluding Greenland). This proposal provoked a lot of discussion because although the relevant criteria had been met it was felt that the change was unnecessary since there were no plans by the proponent to internationally exploit the species. Also any legal trade in the species could exacerbate illegal trade in the Eurasian populations. However the delegation of the USA stated that its country and Canada would provide stringent safeguards in the event of any trade. The proposal was adopted but with little support.

Penelope albipennis White-winged guan. Inclusion in Appendix I of this recently rediscovered Peruvian species.

PSITTACIFORMES (excluding Melopsittacus undulatus, Nymphicus hollandicus, and Psittacula krameri)

All parrots except Budgerigar, Cockateil and Rose-ringed parakeet, in Appendix II

This proposal, which will help to control the increasing illegal trade in parrots in many parts of the world, was supported by nearly all exporting countries and by most consuming countries. The USA, which had originally proposed a similar proposal to the one under discussion, favoured a very diluted proposal listing only about 20 species. Switzerland was opposed to the proposal because of the identification problems and the difficulties of dealing with confiscated live specimens. A roll call vote resulted in 32 Parties in favour, 4 against and 2 abstentions.

Amazona arausiaca Red-necked amazon

Amazona barbadensis Yellow-shouldered amazon

Amazona brasiliensis Red-tailed amazon

Inclusion in Appendix I of these rare or locally distributed parrots.

Cyclopsitta (= Opopsitta) diophthalma coxeni

Coxen's double-eyed fig parrot. Transfer from Appendix II to Appendix I of this very rare Australian subspecies.

Rhynchopsitta terrisi Maroon-fronted parrot. Inclusion in Appendix I (as Rhynchopsitta spp.) of this species to clarify a taxonomic problem.

REPTILES

Dermatemys mawii Central American river turtle.

Inclusion in Appendix II (originally proposed for I) of this rapidly declining species.

Psammobates (=Testudo) geometricus Geometric tortoise.

Replaces P. geometrica in Appendix I * a nomenclatural clarification.

Cheloniidae spp. Marine turtles. Inclusion in Appendix I of the entire family. Previously some Australian populations were included in Appendix II which had led to some illegal trade through misdeclarations of species or country of origin. This anomaly should now be resolved.

Crocodylus acutus American crocodile.

Transfer from Appendix II to Appendix I of all populations. Previously only the USA population was included in Appendix I but all populations are scattered and declining.

Brachylophus spp. Fiji iguanas.

Inclusion in Appendix I of the two known species, one of which has only recently been discovered.

Cyclura spp. West Indian rock iguanas.

Transfer from Appendix II to Appendix I of these localized large lizards which are extensively hunted.

Sauromalus varius San Esteban Island chuckwalla.

Inclusion in Appendix I of this species that is being threatened by trade.

Cordylus spp. Girdled lizards.

Pseudocordylus spp. Crag lizards.

Inclusion in Appendix II of these African genera which are extensively used by the pet trade.

FISH

Caecobarbus geertsi African blind barb fish. Inclusion in Appendix II (originally proposed for I) of this very local Zaire cave fish.

INVERTEBRATES

ANTIPATHARIA spp. Black corals. Inclusion in Appendix II of this order containing many species, some of which are commercially harvested for the jewellery trade.

FLORA

Pachypodium namaquanum

Transfer from Appendix II to Appendix I of this restricted South African species.

Ariocarpus agavoides

Ariocarpus scapharostrus

Aztekium ritteri

Echinocereus lindsayi

Obregonia denegrii

Pelecypora aselliformis

Pelecypora strobiliformis

Transfer from Appendix II to Appendix I of these rare Mexican cacti.

Nepenthes rajah Kinabalu pitcherplant.

Inclusion in Appendix I of this Malaysian insectivorous plant.

Darlingtonia californica California pitcherplant. Inclusion in Appendix II

Sarracenia alabamensis alabamensis Alabama canebrake pitcherplant

Sarracenia jonesii Mountain sweet pitcherplant

Sarracenia oreophila Green pitcherplant

Inclusion in Appendix I for these three.

The last four are insectivorous plants from the USA.