

Committee Reports and Recommendations

Animals Committee

REPORT OF THE CHAIRMAN

1. Terms of Reference

The Animals Committee was established by and received its mandate from Resolution Conf. 6.1, adopted at the sixth meeting of the Conference of the Parties (Ottawa, 1987). Annex 2 of Resolution Conf. 6.1 defined the following terms of reference for the Committee:

- i) Assist the Nomenclature Committee in the development and maintenance of a standardized animal names list;
- ii) assist the Identification Manual Committee in the preparation of an identification manual on animal species;
- iii) establish a list of those animal taxa included in Appendix II which are considered as being significantly affected by trade and review and assess all available biological and trade information including comments by range States on these taxa;
- iv) assess information on those taxa for which there is evidence of a change in the volume of trade or for which specific information is available to indicate the necessity for review;

- v) undertake a periodic review of animals species included in the appendices to CITES;
- vi) make available advice on management techniques and procedures for range States requesting such assistance;
- vii) draft resolutions on animals matters for consideration by the Conference of the Parties;
- viii) perform any other functions that may be entrusted to it by the Conference of the Parties or the Standing Committee; and
- ix) report to the Conference of the Parties and, if so requested, to the Standing Committee, on the activities it has carried out or supervised between meetings of the Conference.

Since its establishment in 1987, the activities and work load of the Committee have increased considerably by numerous resolutions adopted by subsequent meetings of the Conference of the Parties.

2. Membership

The composition of the Committee comprises representatives from the six regions.

Region	Regional Representative	Alternate Representative
Africa	Dr Jonathan Hutton (Zimbabwe)	M. Jean Ngong Nje (Cameroon)
Asia	Dr Nobuo Ishii (Japan)	Dr Wang Song (China)
Europe	Dr Rainer Blanke (Germany)	Mr David Morgan (United Kingdom)
North America	Prof. Humberto Salgado y Bonilla (Mexico)	Mr Charles Dauphiné (Canada)
Oceania	Mr Robert Jenkins (Australia)	Mr Ernest Bani (Vanuatu)
South and Central America and the Caribbean	Biol. Sixto Incháustegui (Dominican Republic)	Lic. Mirna Quero de Peña (Venezuela)

R. Jenkins was elected to chair the Committee with R. Blanke Deputy Chairman.

3. Administration and Finances

3.1 1992-1994 Work Programme

In addition to the ongoing review of Appendix-II animals subject to significant levels of international trade, the Committee's activities have been directed to fulfilling the tasks conferred on it at the eighth meeting of the Conference of the Parties.

Following that meeting the Animals Committee met on five occasions. A brief organizational meeting was held in Kyoto immediately following the closing ceremony of the eighth meeting of the Parties to review the decisions of the Parties and assign responsibilities for discharging the various tasks. The eighth meeting of the Committee was held in Harare, Zimbabwe, from 26 to 31 July 1992. The ninth meeting was held in Brussels, from 6 to 10 September 1993 immediately

following the joint meeting of the Standing, Animals and Plants Committees held pursuant to Resolution Conf. 8.20, to develop a draft resolution on criteria to amend Appendices I and II of the Convention. The tenth meeting of the Committee was organized in Beijing, China, from 16 to 18 May 1994 to finalize documents for consideration at the ninth meeting of the Conference of the Parties by the required deadline.

During the interval since the 1992 meeting of the Conference of the Parties, many of the Committee's activities (particularly those of the Chairman) have been focused on the process, specified by Resolution Conf. 8.20, of developing revised criteria for amending Appendices I and II of the Convention. A joint meeting of the Standing, Animals and Plants Committees (Brussels, 30 August to 3 September 1993) produced a first draft resolution on revised criteria for amending these appendices. This draft was circulated to all Parties for further comment. The Chairmen of the

Animals and Plants Committees participated in the 31st meeting of the Standing Committee (Geneva, 21 to 25 March 1994) to assist in reviewing comments received and amending the draft resolution in preparation for its consideration at the ninth meeting of the Conference of the Parties.

### 3.2 Financial Operation

During the period 1992-1994, the Animals Committee received the following annual budgetary allocation from the Trust Fund:

Year	Allocation (USD)	Expenditure (USD)
1992	12,819	12,819.00
1993	26,429	24,479.13
1994	25,000	17,124.61 *
* At this time the report was prepared, this figure was not final as some payments remained outstanding.		

The figures presented above suggest that the Committee has operated successfully within its annual budget allocation for the period 1992-1994. These figures do not indicate the substantial financial commitment by some Parties and the private sector in meeting the real costs associated with the Animals Committee discharging effectively the responsibilities conferred on it by the Conference of the Parties. In particular, implementation of Resolution Conf. 8.9 involves frequent and considerable communication between the Committee, the Secretariat and affected Parties. The costs associated with these activities are considerable and represent a significant financial burden to individuals and/or organizations. If the trend of the recent meetings of the Conference of the Parties continues and an increasing number of tasks are referred to the Animals Committee, it will be necessary to increase considerably the budget allocation to compensate particular Parties/organizations for meeting the hidden administrative and communication costs that are not covered by the Committee's approved budget. The Committee wishes to acknowledge, with gratitude, these additional contributions, which have enabled the Committee to function in a manner and at a level expected by the Parties.

A further ongoing activity for which the Committee is responsible is that of guiding the Secretariat on the expenditure of funds to support the Committee's work on reviewing Appendix-II species of animals that are subject to significant levels of international trade. The following funds (Swiss francs) have been committed from the Trust Fund for contract work on this important subject:

	1992	1993	1994
IUCN	-	48,850	14,630
WCMC	-	42,000	27,600
TRAFFIC	-	-	7,050
Total	-	90,850	39,280

The Committee acknowledges, with appreciation, the work that was undertaken in 1992 by the consultants in preparing detailed analyses of 27 priority species identified in paragraph b) of Resolution Conf. 8.9 in

order that the Committee could formulate primary and secondary recommendations, where appropriate, in accordance with the requirements of the Resolution. This work involved the commitment of substantial resources by the consultants, during 1992, without any compensation from the Parties.

### 4. Activities of the Committee

In addition to the ongoing activities of the Committee in relation to the review of Appendix-II species subject to significant levels of international trade and the Ten-Year Review of listed species, a number of tasks were referred to it by the Conference of the Parties at its eighth meeting of, the Standing Committee and the Secretariat.

The following ad hoc working groups were established to progress discussion of major issues between meetings of the Committee:

- Marine Turtle Ranching Guidelines (chaired by J. Perran Ross of IUCN)
- Return of Confiscated Specimens (two separate groups chaired by R. Blanke of Germany and Teresa Telecky of the Humane Society of the United States)
- Universal System for Tagging Crocodylian Skins (chaired by R. Blanke of Germany)
- Review of Appendix III (chaired by R. Blanke of Germany).

#### 4.1 Implementation of Resolution Conf. 8.9 (Significant Trade Review)

The review of Appendix-II species of animals subject to significant levels of international trade, which commenced in 1983 following the adoption of Resolution Conf. 4.7, became institutionalized in 1992 with the adoption of Resolution Conf. 8.9. In this regard, Resolution Conf. 8.9 represents a mechanism to identify problems in the implementation of Article IV of the Convention and to recommend corrective measures to improve implementation by range States. It provides an administrative procedure to address unsustainable use and international trade in Appendix-II species without resorting to including species in Appendix I of the Convention. The advantages of Resolution Conf. 8.9 become apparent where a taxon is being over-utilized in a particular part of its range but its global distribution and overall conservation status does not warrant its inclusion in Appendix I. Under Resolution Conf. 8.9, the Animals Committee has been mandated to undertake detailed reviews of 27 priority taxa, which had been identified as being most in need of corrective action. Primary and secondary recommendations were formulated at the 1992 meeting of the Committee, in Harare, and subsequently transmitted to the Management Authorities of the Parties concerned. A proposal to transfer *Felis bengalensis bengalensis* from Appendix I to Appendix II, to be considered at the ninth meeting of the Conference of the Parties is a result of a recommendation formulated under Resolution Conf. 8.9. The provisions of Resolution Conf. 8.9 required primary and secondary recommendations on the remaining non-prioritized taxa included in the Significant-Trade Review to be formulated and transmitted to the relevant Management Authorities before the ninth meeting of the Conference of the Parties. The Brussels meeting of the Committee, in 1993, reviewed the more-than-150 species involved and appropriate recommendations were subsequently transmitted by the Secretariat to the Parties concerned.

The 1992 meeting of the Committee recognized the cyclic nature of the process established by Resolution Conf. 8.9 and recommended, to the Standing

Committee, an administrative framework for ongoing review of Appendix-II animals, which also incorporated field studies, sponsored by CITES, in a manner that permits the results and conclusions reached in these studies to be factored into the process of formulating recommendations under Resolution Conf. 8.9.

During the period following the 1992 Kyoto meeting, one contract was let by the Secretariat to the consultants, IUCN and WCMC, in 1993 to conduct desk-based reviews of the remaining non-prioritized species subject to significant levels of trade (1993). TRAFFIC provided valuable voluntary assistance to enable the consultants to complete these reviews within the required time frame. A second contract has been finalized for twenty-four species of Appendix-II animals (Annex 1) that have been selected as candidates for desk-based reviews during 1994 in accordance with the procedures of Resolution Conf. 8.9. In order to avoid any unnecessary expenditure of funds in reviewing international trade in Appendix-II species for which such trade may not

constitute a threat to the conservation of the species, the Committee has developed objective parameters and a standard procedure for selecting candidate species. Accordingly, the Committee recommends that the Parties adopt the procedure, as outlined in Annex 2, for reviewing taxa in accordance with Resolution Conf. 8.9.

#### 4.2 Ten-Year Review of Species Listed in the Appendices

The Committee, in collaboration, where necessary, with the Nomenclature Committee, continued its consideration of taxa under the Ten-Year Review of taxa listed in the appendices for which either identification problems exist or for which there has been no meaningful international trade recorded over a ten-year period. The Committee focused its activities on the small number of taxa for which definitive action remained outstanding following the 1992 meeting of the Conference of the Parties. The following summary presents status/recommended action as a result of the review undertaken by the Animals Committee:

Species	Responsibility	Recommended Action
<i>Equus hemionus</i>	Germany	unresolved (taxonomic problem)
<i>Ovis ammon hodgsoni</i>	Germany	unresolved (taxonomic problem)
<i>Odocoileus virginianus mayensis</i>	Secretariat	unresolved
<i>Rhynchotus rufescens</i>	Uruguay	delete from Appendix II
<i>Psittacus erithacus princeps</i>	UK	transfer subspecies to Appendix II
<i>Lissemys punctata punctata</i>	Switzerland	include species in Appendix II
<i>Anas aucklandica</i>	New Zealand	include species in Appendix I
<i>Probarbus jullieni</i>	UK	unresolved
<i>Pangasianodon gigas</i>	UK	retain in Appendix I
Unionidae spp.	United States	list family in Appendix II with exclusion of specific taxa.

#### 4.3 Tiger and Rhinoceros Conservation

Complementary to the related action taken by the Standing Committee on rhinoceros and tiger conservation, the Animals Committee examined the complex issues surrounding the continued use of rhinoceros horn and tiger parts in the Asian Region and the adverse impact such unregulated use continues to have on the conservation of the wild resource in range States. As a result, possible terms of reference for the Technical Mission that visited the Republic of Korea, China and its Province of Taiwan in December 1993 were prepared by the Committee in collaboration with the Secretariat.

In considering the subject, it was apparent that the various species of rhinoceros and the tiger are not isolated, but represent two examples of high-profile species which, although included in Appendix I of CITES, have become increasingly threatened with extinction by the continued use of their parts in the manufacture of traditional Asian medicines. The plight of these species could best be served by addressing the general question of the overall sustainability of the continuing and increased use of wild animals and plants by the Asian pharmaceutical industry. The 1994 meeting of the Committee agreed to establish an ad hoc working group, chaired by the representative for the Asian Region, to examine the issues in greater

detail and report its finding to a future meeting of the Committee.

#### 4.4 Universal Tagging System for Crocodylian Skins

Resolution Conf. 8.14 on a Universal Tagging System for the Identification of Crocodylian Skins addresses the need to incorporate re-exported skins into the system. In order to accommodate this, the 1992 meeting of the Committee formulated an administrative procedure to implement Resolution Conf. 8.14. The procedure, particularly the requirement to inventory and tag legal stockpiles of skins, recommended in the form of an Animals Committee resolution, created some difficulties for certain Parties that are principal re-exporting countries in that the recommended implementation procedure extended beyond that required under Resolution Conf. 8.14. The matter was referred to the Standing Committee with the result that the Animals Committee was instructed to review the practicality of implementing the principal Resolution and to draft an amendment, if necessary, for consideration at the ninth meeting of the Conference of the Parties.

#### 4.5 Commercial Captive-Breeding and In Situ Conservation Programmes

Through Resolution Conf. 8.15, the Conference of the Parties instructed the Animals Committee to examine the issue of origin of founder breeding stock and the relationship between registered breeding operations

and in situ conservation programmes within countries of origin. These issues proved to be extremely difficult and problematical. Discussions addressed principles relating to loss of genetic resources, resource ownership and property rights which go beyond the scope of the Convention. Many of the concerns expressed by countries of origin about resource ownership and access to subsequent benefits derived from ex situ commercial captive-breeding operations are valid and important considerations. However, many of these issues may be better dealt with within the framework of the Convention on Biological Diversity, in collaboration with the CITES Secretariat. Unless a prior bilateral arrangement has been established between a range State and the breeding operation regarding subsequent benefits to the country of origin, ownership of a resource ended following authority to export specimens

In an effort to progress the subject productively, the Committee at its tenth meeting considered a discussion paper prepared by TRAFFIC International on the application of pricing and quotas as practical tools for conserving highly valued, rare species or frequently traded wildlife. It was recommended that the CITES Secretariat should arrange a meeting with its counterpart Secretariat of the Convention on Biological Diversity to explain the issues from the CITES viewpoint and discuss a possible collaborative approach to achieving greater equity sharing between range States and ex situ commercial use of wildlife. In the event that discussions yielded a level of agreement and support, TRAFFIC International would develop a detailed proposal for possible funding either as a joint venture or individually by CITES, as a result of consultation with the Biodiversity Convention Secretariat.

#### 4.6 Guidelines for Ranching Marine Turtles

The task of developing draft guidelines for ranching marine turtles involved considerable effort during the interval since the 1992 meeting of the Conference of the Parties and entailed extensive consultation with a wide range of specialists and interested Parties. An early draft of the guidelines was reviewed by the Committee and considered to be impossible for any Party interested in pursuing sustainable commercial management of marine turtles to achieve. The final draft is the product of pragmatic revision at the tenth meeting of the Committee and represents a management regime that is achievable within the context of the biological characteristics of the resource and that, if adhered to, would not impose any threat to the ecological viability of marine turtle populations.

#### 4.7 Review of Appendix III

In addressing the instructions given at the eighth meeting of the Conference of the Parties, the Committee established a working group to establish the

original aims and objectives of Appendix III, to review implementation to date, and to prepare a draft resolution that interprets the intent of Appendix III and establishes parameters for the guidance of Parties wishing to utilize Appendix III. If adopted, the draft resolution would provide the framework for the Animals and Plants Committees, in collaboration with relevant Parties, to undertake a review of taxa currently included in Appendix III, previously called for by Resolution Conf. 8.23. In this context, Parties are requested to note that the review called for in the draft resolution to be undertaken by the Animals and Plants Committees, is contingent on the availability of funds.

#### 4.8 Disposal of Confiscated Specimens

Following the withdrawal of this topic by the Netherlands at the eighth meeting of the Conference of the Parties and its referral to the Animals Committee, two ad hoc working groups were established to develop a practical system for the repatriation of confiscated specimens in compliance with Article VIII, paragraph 4(b), of the Convention, taking into account the biological and legal aspects of repatriation as well as the activities of the IUCN/SSC Reintroduction Specialist Group. The draft resolution submitted for consideration at the ninth meeting of the Conference of the Parties proposes the establishment of guidelines for the preparation of advice by Scientific Authorities and the development of national action plans to implement the Convention more effectively with regard to the disposal of confiscated specimens.

#### 4.9 Review of Scientific Authorities

The ability of a Party to implement the Convention effectively is very much contingent on the existence of a functional Scientific Authority. In the course of formulating primary and secondary recommendations pursuant to Resolution Conf. 8.9, it has become increasingly apparent that the exportation of many wild-caught specimens of Appendix-II animals does not appear to be in accordance with Article IV of the Convention. The role of the Scientific Authority in making a non-detriment finding for such exports is fundamental to the sustainable management of wildlife and the effective implementation of the Convention.

To assist in preparing the guidelines, the Secretariat drafted a questionnaire on the activities and functions of Scientific Authorities and referred it to the tenth meeting of the Committee for comment and advice. When finalized, the questionnaires will be communicated to Management Authorities by the Secretariat to help in the preparation of guidelines, in accordance with Resolution Conf. 8.6, to assist Scientific Authorities in undertaking scientific reviews to make findings as required under the Convention.

July 1994

Robert W G Jenkins  
Chairman

## Appendix-II Animal Species for Review in 1994 Under Resolution Conf. 8.9

1. Mammalia

*Cercopithecus aethiops*  
*Cercopithecus petaurista*  
*Monodon monoceros*

2. Aves

*Alisterus chloropterus*  
*Aratinga wagleri*  
*Chalcopsitta duivendobei*  
*Chamosyna papou*  
*Loriculus pusillus*  
*Poicephalus gularis*  
*Psittacula alexandri*  
*Psittacula finschii*

3. Reptilia

*Geochelone sulcata*  
*Chamaeleo gracilis*  
*Varanus indicus*

4. Mollusca

*Strombus gigas*  
*Tridacnidae spp.* - 9 species  
*Tridacna gigas*  
*Tridacna maxima*  
*Tridacna crocea*  
*Tridacna tevoroa*  
*Tridacna squamosa*  
*Tridacna rosewateri*  
*Tridacna derasa*  
*Hippopus hippopus*  
*Hippopus porcellanus*

## Implementation of Resolution Conf. 8.9

- i) A normally "safe" level of trade for Appendix-II species should be chosen by the Animals Committee (e.g. an average of 100 animals taken from the wild globally and entering international trade each year).
- ii) WCMC should produce a print-out from the CITES database showing the recorded net levels of trade in all Appendix-II species over the five most recent years for which reasonable data are available.
- Species for which the average net trade over this period has exceeded the "normally safe" level should be selected and a print-out should be produced showing the levels of export and re-export of these species, by country. This will constitute the list of taxa that might be subject to significant levels of trade, for consideration in the current period of the cycle.
- iii) On the basis of common knowledge in the Animals Committee and other relevant experts:
- species should be eliminated from the list if it is clear that the level of trade does not adversely affect their populations; and
  - species should be added if there is evidence that the low volume of trade could adversely affect their populations or if there is evidence that there has been a recent increase in trade or that the trade data do not correctly reflect the true level of trade.
- iv) Consultants should be engaged to compile information about the biology and management of species remaining in the list and should contact the range States to obtain information for inclusion in the compilation. The consultants should summarize their conclusions about the effects of the international trade and should divide the species into three categories:
- a) those for which the information indicates that the global population or the population in a particular range State is being adversely affected by international trade;
  - b) those for which there is insufficient information on which to base a judgement; and
  - c) those for which the level of trade is evidently not a problem.
- v) The Animals Committee should review the information and, if appropriate, revise the categorization.
- vi) Species in Category c) should be eliminated from the list for the current period.
- vii) With respect to species in Categories a) and b), the Secretariat, on behalf of the Animals Committee, should request the range States that have authorized exports of more than a few specimens to advise on the scientific basis for permitting the recorded levels of trade, if it is not already clear. Range States should be given six weeks to respond.
- viii) If a response satisfactory to the Animals Committee is received, the species may be eliminated from the list for the current period with respect to the State concerned.
- ix) Otherwise, the Animals Committee shall, in consultation with the Secretariat, formulate recommendations in accordance with Resolution Conf. 8.9, relating to species in Categories a) and b).
- x) These recommendations shall be transmitted to the States concerned by the Secretariat which shall, in consultation with the Animals Committee, determine whether the recommendations have been implemented and report to the Standing Committee.
- Species that have been subject to primary recommendations will normally be subject to further review after two consecutive periods between meetings of the Conference of the Parties.
- Note: The foregoing procedure should be regarded as cyclical in nature with each cycle extending for the period between two consecutive meetings of the Conference of the Parties.