

CONVENTION ON INTERNATIONAL TRADE IN ENDANGERED SPECIES  
OF WILD FAUNA AND FLORA

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Fourteenth meeting of the Conference of the Parties  
The Hague (Netherlands), 3-15 June 2007

PROPOSAL TO SEEK EXPORT QUOTA OF UGANDA'S LEOPARD,  
(*PANTHERA PARDUS*) POPULATION

The attached information document has been submitted by Uganda.

**PROPOSAL TO SEEK EXPORT QUOTA OF UGANDA'S LEOPARD, (PANTHERA PARDUS) POPULATION**

Appendix I species subject to quota

**A Proposal**

In accordance with Resolutions (a) Conf. 9.21 (Rev. CoP13) on Interpretation and application of quota for species included in CITES Appendix I (b) and Conf. 10.14 (Rev. CoP13) paragraph e on any increase in a quota or any new quota (i.e. for a State not previously having one), the Republic of Uganda requests the Conference of the Parties at its 14<sup>th</sup> meeting (CoP14), at The Hague 3<sup>rd</sup> to 15<sup>th</sup> June 2007, to allow the hunting of Uganda's leopards (*Panthera pardus*) population for:

"1) the exclusive purpose of Sport Hunting for Skins for personal use to be exported as personal effects; and

2) with an Annual Export Quota of 28 Leopards for the whole Country."

**B. Proponent:**

The Republic of Uganda

**C. Supporting Statement**

**1. Taxonomy**

**Class:** Mammalia

**Order:** Carnivore

**Family:** Felidae

**Subfamily:** Patherinae

**Genus:** Pathera

**Species:** Panthera pardus (Linnaeus, 1758)

**Common name:** Leopard; Panther

**2. Overview.**

In Uganda the Leopard as species is protected by law, both in and outside Wildlife Protected Areas, An estimated populationj of 2843 individuals occur both in and outside Protected Areas (excluding forested ecosystems). In Uganda the Leopard population outside Protected Areas constitute a serious source of conflict with the surrounding rural communities as as vermine and/or problem animals.

The local rural communities countrywide incur a lot of economic and social costs, as loss of live stock and many times injury to human life. Because of this and owing to the fact that there are no realisable benefits but conflict, local rural communities kill leopard in return. This is done as a means of self protection and to that of property.

Livestock husbandry is the main source of local rural livelihoods in Uganda, supported by hand-hoe tilling of land in remote jungle areas. The same areas constitute the main habitat to one of the historically community-dreaded legendary Leopard of the African jungles. On average five (5)

Leopards are killed per year within the pastoral rangelands around Lake Mburo National Park (338km<sup>2</sup>) alone.

Experimental sport hunting quota for most common ungulates of the pastoral rangelands around Lake Mburo National Park have yielded reversal of declining trends population and built up the populations significantly. This is beside change of attitude and evident improved livelihood transformation trends for the local rural communities owing to dividends from the pilot program.

Currently, it is apparent that the Leopard is the only animal species, in the rangelands around Lake Mburo conservation area, as well as other similar rural set-ups, that remains with no value directly added. As a result, the species continues and will continue to suffer at the hands of the aggrieved rural community unless otherwise. In order to mitigate the threat to the Leopard population outside wildlife Protected Areas, Uganda proposes that a Hunting Quota of 28 Individual Leopards (2% of leopard population outside Protected Areas) be approved by CoP 14, as a value addition incentive strategy to protect the population. This is in line with the intentions under the preamble of Conf.10.14 (Rev.13).

### **3. Background information within the CITES Decision Making Process.**

The Leopard (*Panthera pardus*) is widely distributed in Africa in general and Uganda in particular. Leopard was included in CITES (Washington, D.C, 1973). However this listing was not based on scientific data and was done in the absence of any listing criteria (*Wijnstekers 2003*). Subsequent reviews of this listing and its inappropriateness led to a compromise Resolution on the trade in Leopard skins.

The purpose of the Resolution was not to open the trade in species listed in appendix I contrary to Article III of the convention but only to simplify the procedures provided by that Article especially regarding non-detriment determinations.

During COP4 (Gaborone, Botswana) in 1983 and COP5 (Buenos Aires, Argentina) in 1985, the Conference of the Parties to CITES recognised that the killing of specimen of Leopard may be sanctioned by Countries of export “in defence of life and property” and “to enhance the survival of the species”

It was also recognised that “the Leopard was in no way endangered in a number of Range States”. The Conference of the Parties accordingly agreed on the establishment of a quota system, and in 1985 increased quotas of three Countries, the United Republic of Tanzania, Zambia and Zimbabwe.

At the sixth meeting of the Conference of Parties (Ottawa, Canada) a report on the Leopard population of Sub-Sahara Africa was presented (*Martin and De Menlenaer, 1988*). This was based on the habitat available in each Country and average rainfall

Resolution Conf. 9.21 on the interpretation and application of quotas provided that “a Party desiring a quota for a species included in Appendix I should submit to the CITES Secretariat its Proposal, with supporting information, at least 150 days before a meeting of the Conference of the Parties”.

#### **4.0: Population status and distribution;**

The area population density of leopards for savannah lands is estimated at 3.9/ 100 Km<sup>2</sup>. This is reflected by results of field researches for sub-Saharan leopards where Uganda is a range state (IUCN/SSC Cat Specialist Group 1996. Cat Species Information; [http://lynx.uio.no/lynx/catsportal/cat-website/20\\_cat-website/home/index\\_en.htm](http://lynx.uio.no/lynx/catsportal/cat-website/20_cat-website/home/index_en.htm). Leopards

(males and females) require an average area of 27.4 Km<sup>2</sup> to survive. Data available at Uganda Wildlife Authority puts the total size of savannah areas of Protected Areas in Uganda at 18,247 Km<sup>2</sup>. The areas outside Protected Areas where leopards are expected is estimated to be equal to known protected savannah Protected Areas (i.e 18,247 Km<sup>2</sup>) making a total area habitable by Leopards at 36,494 Km<sup>2</sup> (18.5% of Uganda's total land area of 197,096 km<sup>2</sup> (Uganda Bureau of Statistics)).

Based on above average population density, Uganda's Leopard population in savannah areas is estimated at 1,423 and population outside Protected Areas is estimated to be the almost the same as in Protected Areas, making a total population of 2,846. Note that leopard population in forested areas covering 11,687Km<sup>2</sup> is not included and is expected to comprise significant numbers.

## **5.0 Threats to Leopard:**

### **5.1 Livestock farming;**

The major threat to the survival of Leopard in Uganda is its conflict with livestock farmers. The pastoralists and livestock ranchers share the same habitat with Leopard outside Protected Areas. Whenever it kills goats, sheep or calves (see table 2 in appendix) it is also killed by local people, either through hunting directly or mostly through poisoning. A survey carried out in Kiruhura District in the area surrounding Lake Mburo Conservation Area problem animal control unit reveals that a total of 19 Leopard were killed during the period 2003 to March 2006; as indicated in Table 1 in the Annex to this proposal.

### **5.2: Increase in human population;**

Uganda's Human population has been increasing and currently stands at over 27million. As a result, Leopard habitat has been fragmented and reduced considerably due to the establishment of modern livestock farms, crop cultivation and settlement. Whereas the Leopards used to live in vast wilderness areas, currently the leopards are found to living amongst human settlements. This has resulted into Human-Leopard-conflict.

### **5.3: Lack of tangible economic benefits as incentives;**

Whereas it is possible for most habituous wild animals to co-exist with livestock, cattle herders do not tolerate leopards on their farms. The main source of livelihood for the farmers are the cattle. Without tangible economic value from the leopards that prey on this source of livelihood, the local communities continue to look at the leopards as a menace that must be exterminated. Because of this many leopards have been poisoned, trapped or shot as reflected in table 1

## **6. Utilisation of Leopard in Uganda.**

For tourists, Uganda is a country well gifted by nature and a delight for those seeking re-assurance with mother earth. Leopard viewing is easy, but mostly carried out within Protected Areas. However, this is not easily possible to carry out for most of the population located on private land, owing to their regular stealth predatory behaviour, and being persistently harassed by the rural community.

## **7: Justification for the leopard hunting quota;**

The threat with extinction to Leopard population outside the Protected Areas in Uganda is by communities who are determined to eliminate them as a result of the high cost they incur with no

compensatory benefits accruing to them. The species stealth predatory behaviour has created an attitude within the communities that will potentially lead to extermination of the localised populations one by one, unless a firm and feasible strategy is put in place as intervention to save the species. The approach should add compensatory value that can remove the conflict through realisable and tangible benefits to the otherwise impoverished rural communities whose livestock now constitutes the Leopard's livelihood.

To address the above rather complicated conflict, Uganda proposed to this 14<sup>th</sup> Conference of Parties to CITES that the Leopard population in the Country be subjected to sport hunting for trophies and skins for personal use. The revenue generated from the program (animal fees) shall be used to offset costs incurred by livestock farmers and general support to its conservation, using the ongoing and already well tested National Pilot Program for the common ungulate species of the pastoral rangelands around Lake Mburo National Park.

In 2000 the Government piloted a sport-hunting programme for ungulates in livestock ranches and rangelands surrounding Lake Mburo National Park, in an attempt to add value to the wildlife after years of massive decline. The population of impala, for example, had declined from 16,000 in 1992 to just 1600 in 1999 (Lamprey, 2006). Since the introduction of the programme, ungulate populations have been steadily rising both inside the Park and in the neighbouring ranches, and poaching has drastically reduced, with the sport-hunting operator and communities actively patrolling the hunting areas.

The above is to a large extent because the communities and land owners see value in the wildlife, with 65% of the hunting fees going to the communities and 10% going to the land owner. It is believed that the Leopard has not yet benefited from this protection because it is not included in the hunting quota and is still regarded only as a very serious scourge or vermin for the livestock, hence the continued killing.

If the current animal fee for a Leopard applied by Tanzania and Southern Africa, ranging from \$ 2000 – 2500 is considered, the nineteen Leopards killed around LMNP (see table 1) as a result of attacking and killing livestock would be US \$38,000 or 47,500, far much more compared to the loss incurred from livestock (table 3 in the appendix) equivalent of US \$ 4,029.

This simple calculation reveals that animal fee generated from utilization of problem leopard would definitely surpass the loss incurred by farmers, and as already demonstrated for ungulate species, is likely to motivate them to protect the Leopard as part of the pastoral rangelands, not only for Uganda but other countries with similar problem scenario.

Government Policy on wildlife utilisation is to encourage the general public, private sector and in particular the rural communities to engage in sustainable sport hunting as one of the ways to add sustainable value to wildlife resources. Therefore establishing a CITES COP14 Leopard approved quota will provide for the generation of economic benefits that will motivate the local communities and the local government protect it instead of regarding leopards as a menace and/or scourge. Farmers and pastoralists will tolerate Leopard on their property and shared range if it has a tangible commercial value for them.

The above is in line with the adoption principle for Conf. 10.14, (Rev. CoP13), that “the system adopted in the Resolution be continued, with any increase in a quota or *any new quota (i.e. for a States not previously having one) requiring the consent of the Conference of the Parties, in accordance with Resolution Conf. 9.21 (Rev. CoP13), adopted at the ninth meeting of the Conference of the Parties and amended at the 13th meeting (Bangkok, 2004)*”.

## **8: Control systems to regulate leopard hunting:**

### **8.1: Regional and International cooperation;**

As a Committed Contracting Party to CITES, Lusaka Agreement on cooperative enforcement directed at illegal trade in wild fauna and flora, IUCN, CBD, CMS, AEWA, Africa Convention and East African Community Permanent Sub-Committee on Wildlife Conservation, Uganda is guided by programs and the specific decision related obligations, designed contribute to conservation of Biodiversity and Species in general, and the Leopard in particular

### **8.2: National legislation;**

In Uganda, there is effective domestic legislation to penalise anybody engaged in illegal hunting of or/and trade in any wildlife. Already established are wildlife investment incentives to the wider stakeholder group/public for them to support wildlife conservation (except for leopards). Any form of wildlife utilisation in Uganda, including sport hunting, is subject to the evaluation process of granting of a Wildlife Use Right license under the Uganda Wildlife Act. Wildlife Use Right, such as hunting would only be granted to a professional hunter/operator with proven experience. This would ensure professionalism in the operations, and therefore effectiveness of the program and safety of the species.

### **8.3: Monitoring**

Uganda Wildlife Authority (UWA), the CITES Scientific Authority for animals of wild origin other than fish, has a Management Information System (MIST) that is capable of tracking levels of illegal activities e.g. Poaching, including where such incidences do occur. This enables management to execute operations aimed at controlling illegal hunting of wild animals. UWA carries out regular aerial and ground survey to establish wild animal populations. As the Mandated Institution and Scientific Authority designated, Uganda Wildlife Authority is able to determine trends in exploitation, carry out non-detriment findings and respond in time in case monitoring of impact of sport hunting on Leopard reveals that it is detrimental to its survival in the wild. Other monitoring measures also include:

- (i) Operational procedures for application and approval of wildlife use rights (sport hunting inclusive) are in place.
- (ii) Inspection checklist and procedures for monitoring/inspection of export or import wildlife consignments are in place.
- (iii) Under the running sustainable utilisation pilot program, Uganda Wildlife Authority already has in place an operational Wildlife Use Rights Technical Committee that verifies proposals and participates in setting quotas and conducting non-detriment findings.

### **8.4: Memorandum of understanding; as the basis for the wildlife resource Sustainable use Partnership,**

*(Between the Government of Uganda, Local Community, Wildlife Associations and Professional Hunter/Concessionaire)*

Uganda has for the last five years been running a sport-hunting pilot project outside Lake Mburo National Park, basing on ungulates in the area. The management of the project is based on a formal Memorandum of Understanding (M.O.U) between the Uganda Wildlife Authority, Local Governments and Local rural Communities on one hand and Game Trails (U) Ltd (a professional private hunting company) on the other.

The M.O.U indicates stipulates roles and responsibilities of the Parties involved and puts in place strategies for monitoring hunting activities and ensuring species sustainability. This institutional framework shall be replicated and/or made available for hunting of Leopards.

### **8.5: Emphasis on Sport Hunting ethics:**

Sport hunting in Uganda is implemented based on strict code of conduct as an integral part of conservation legislation for example no person is allowed to;

- a) Use any firearm capable of firing more than one cartridge as a result of one pressure of the trigger.
- b) Hunt any animal during the dark hours i.e. period between sunset and sunrise.
- c) Hunt any female animal, which is pregnant or accompanied by its young, or hunt the young of any animal.
- d) Hunt with in National Park.
- e) The professional hunter is also obliged to fill in data sheets that capture information on sport hunting activities.

### **9: Precautionary Measures**

#### **9.1: Small quota proposed:**

Uganda is proposing, as a precautionary combined problem animal control and sport hunting based figure, a quota of twenty eight (28) Leopards. The small figure is taken as a management mitigation intervention; meanwhile deeper studies and planning are carried out into the program, to cover the other parts of the country. The figure will be subject to review, both internally and at the next CITES Conference of the Parties, depending on the outcome of the implementation of this particular Leopard population management intervention.

#### **9.2: Export quota management:**

The management of that quota will be in accordance with resolution Conf. 10.14 and Article 3 (a – c). The Management Authority of the State of import will first confirm that the skins are not to be used primarily for commercial purposes. In other words that they are legally acquired by the owner in the Country of export (Uganda) and are being imported as personal items that will not be sold in the Country of import.. The Leopard skins will be tagged with a self-locking tag, which will indicate Country of export (Uganda), the number of the specimen in relation to the annual quota and the calendar year in which the animal was taken from the wild (utilised).

### **Conclusion:**

Granting of a Sport Hunting quota for Uganda Leopard Population will definitely be required to add appreciable value and ensure that the harvest of specimens from the wild is otherwise not reducing the wild population to a level at which its survival is threatened by “continued conflict of livestock industry and subsistence cultivation and other forms of development land use alternatives. The 14<sup>th</sup> Conference of the Parties (CoP14) is requested to approve the proposal, as Uganda is convinced that the export will not be detrimental to the survival of species and that the purpose of the import will not be detrimental to the survival of species”.

**References:**

- (i) Lamprey, R. 2006. The Status of Large Mammals in Uganda. Nature and Wildlife Magazine, Vol. 1. No. 1. Nature Uganda, Kampala.
- (ii) Martin, R.B. & de Meulenaar, T. (1988). Survey of the status of the leopard (*Panthera pardus*) i owing to their regular stealth predatory behaviour, and being persistently harassed by the rural community.n sub Saharan Africa. CITES, Switzerland.
- (iii) Wijnstekers, W. (2003). The evolution of CITES (7th Edition). CITES Secretariat.
- (iv) Uganda Wildlife Authority (2006) Databse
- (v) Uganda Wildlife Act Cap 200 of 2000



**Annex;**

**Table 1. Recorded Leopards killed on private land outside Lake Mburo National Park**

Year	No. Poisoned	Trapped	Shot	Total
2003	4	0	1	5
2004	3	1	0	4
2005	2	3	0	5
Jan. – March 2006	2	1	2	5
<b>Total</b>	<b>11</b>	<b>5</b>	<b>3</b>	<b>19</b>

Uganda Wildlife Authority (2006)

**Table 2: Livestock killed by Leopard and reported to LMCA**

Year	Location	Animals killed			Remark
		Goat	Sheep	Calf	
2002	Kisozi Farm	2	1	6	
	Kabingo S/County	13	0	3	
	Kikatsi	4	3	10	One leopard was killed
2004	Nshara Gov't Ranch	0	0	3	Three leopards were killed in Rurambira
2005	Iyolwa-Tororo	5	4	0	
	Kashongi S/County	4	0	0	
	Sanga	3	0	0	Two leopards were killed (poisoned)
2006	Rurabira Parish	12	0	2	Two leopards were killed (poisoned)
	Sanga	4	0	0	
	Kanyaryeru	6	0	0	
	Masha	8	0		
		<b>61</b>	<b>8</b>	<b>24</b>	

**Table 3: Estimated revenue (value) from Livestock killed by leopard**

Animal	No. killed	Unit cost (Shs)	Estimated total cost
Goat	61	50,000=	3,050,000= (US \$1,773)
Sheep	8	35,000=	280,000= (US \$162.8)
Calf	24	150,000=	3,600,000= (US \$2,093)
<b>Total</b>			<b>6,930,000= (US \$4,028.8)</b>