

AMENDMENTS TO APPENDICES I AND II OF THE CONVENTION

Quota Proposals

A. PROPOSAL

Transfer of the sub-Saharan population of (Panthera pardus) from Appendix I to Appendix II, subject to an annual export quota.

B. PROPONENTS

Botswana, Malawi, Namibia, Zambia and Zimbabwe.

C. SUPPORTING STATEMENT

1. Taxonomy

- | | |
|-------------------|--|
| 11. Class: | Mammalia |
| 12. Order: | Carnivora |
| 13. Family: | Felidae |
| 14. Species: | <u>Panthera pardus</u> (Linnaeus, 1758) |
| 15. Common names: | English: leopard
French: léopard, panthère
Spanish: Leopardo
German: Leopard, Panther
Portuguese: Leopardo |
| 16. Code numbers: | CITES A-115.001.002.001
ISIS 5301412007002004001 |

2. Biological data

21. Distribution

Historical: Leopard were once found in all parts of the African continent except the Sahara desert and their range in Asia and Asia Minor was considerably larger than it is today[1].

Current: Sub-Saharan Africa: Leopard are still widely distributed and appear to have a discontinuous range only within South Africa where they are now absent from large parts of the Cape Province[2], Natal, Orange Free State, and southern Transvaal[3].

Northern Africa: Leopard are now rare, if not extinct, in much of their former range in North Africa. In Morocco they occur only in the Atlas mountains and mountain forests of the Oulmes; in Algeria they probably survive only in the Akfadou National Park, and are likely to be extinct in Tunisia[1]. They may still be present on the Libyan Plateau in north-west Egypt and in the Sinai Peninsula.

Asia Minor: The Anatolian leopard (*P.p. tulliana*) is on the brink of extinction in Turkey[4,5], and appears to have gone extinct in Israel and Syria[5].

Asia: [The subspecies status needs re-examination for many of the races listed in this paragraph]. The Arabian leopard (*P.p. nimr*) still survives in Oman[6] and may survive in Israel[7], and the Persian leopard (*P.p. saxicolor*) occurs in low numbers in the Islamic Republic of Iran, Iraq, Jordan, Saudi Arabia, Syria and Yemen where habitat loss is the greatest factor threatening the species[8]. Other threatened subspecies are *P.p. orientalis* on the border of the Soviet Far East and northeast China[9], *P.p. ciscaucasia* occurring in limited areas in southwest Russia[10], *P.p. japonensis* in China and *P.p. kotiya* in Sri Lanka.

Leopards occur in Asia in Afghanistan, Bangladesh, Bhutan, China, India, Indonesia, the Islamic Republic of Iran, Iraq, Israel, Jordan, Kampuchea, Myanmar, North Korea, South Korea, Lao People's Democratic Republic, Malaysia, Nepal, Oman, Pakistan, Saudi Arabia, Singapore, Sri Lanka, Syria, Taiwan, Thailand, USSR, Viet Nam and Yemen[11].

22. Population: This section will be confined to the sub-Saharan leopard population. Previous attempts to estimate the leopard population of Africa[12] have been criticised[13] for being based on dubious models. In the table presented on the following page a minimum estimate has been attempted based on the most conservative assumptions.

The assumptions in the above estimates are as follows:

- a) Leopard occur only in the protected areas listed in the 1987 World Resources Yearbook[14]. This includes national parks and biosphere reserves.
- b) Countries not included in the Yearbook (e.g. Namibia) and countries listed as having no protected areas (e.g. Burundi) are assumed to have no leopard.
- c) Where leopard occur, the average density is 1 leopard/20km².

This gives the result that there are 50,000 leopards in an available range of 1 million km².

The range is underestimated in two ways. The same data source gives the area of natural forest in sub-Saharan Africa as over 2 million km² and the FAO Yearbooks give the amount of natural vegetation in sub-Saharan Africa as about 6 million km². Leopard occur almost everywhere there is natural habitat so that the estimate based on available range is likely to be far higher. The data source is also erroneous for many countries in the amount of land allocated for protected areas (e.g. Zimbabwe: 28,000km² versus the correct area of 50,000km²).

The assumption that average leopard densities are about 0.05/km² is also likely to be low. More than half the available range lies in high rainfall areas where leopard densities are likely to be over 0.1/km².

Numerous authors have testified to the very large numbers of leopard in Africa[3, 15, 16, 17, 18, 19, 20, 21, 22,].

COUNTRY	PROTECTED AREA	ESTIMATE
Angola	15,177	759
Benin	17,235	862
Botswana	116,440	5,822
Burkina Faso	8,459	423
Cameroon	30,782	1,539
C. A. Republic	55,442	2,772
Chad	1,140	57
Congo	14,631	732
Cote d'Ivoire	33,450	1,673
Ethiopia	30,275	1,514
Gabon	18,230	912
Ghana	11,829	591
Guinea	1,463	73
Kenya	39,567	1,978
Lesotho	681	34
Liberia	13,070	654
Malawi	10,815	541
Mali	16,471	824
Mauritania	14,830	742
Mozambique	18,150	908
Niger	3,720	186
Nigeria	8,686	434
Rwanda	2,771	139
Senegal	32,705	1,635
Sierra Leone	980	49
Somalia	3,340	167
South Africa	56,892	2,845
Sudan	38,167	1,908
Swaziland	400	20
Tanzania UR	129,397	6,470
Togo	4,726	236
Uganda	15,520	776
Zaire	91,247	4,562
Zambia	66,644	3,332
Zimbabwe	27,577	1,379
TOTALS	950,909	47,545

Under the most pessimistic set of assumptions, there are unlikely to be fewer than 50,000 leopards in sub-Saharan Africa. This does not rate as endangered with extinction by any objective criteria[23].

23. Habitat: Loss of habitat is probably a far more serious factor affecting leopard populations than any actual or potential exploitation. Annual losses of 0.5-5% for woodlands and rangeland are typical for most African countries[14] as a direct result of human population growth rates.

3. Trade Data

31. National Utilization: Leopard are killed in most countries in Africa to protect domestic livestock and in Botswana, Malawi, Namibia, South Africa, the United Republic of Tanzania, Zambia and Zimbabwe the species is taken by sport hunters.
32. Legal International Trade: The species is included with other large cats in Appendix I of CITES and commercial trade is prohibited. Sport hunting trophies and skins (maximum of two) as personal effects may be exported and imported under a quota system in Appendix I.

This proposal seeks to retain a quota system if the species is transferred to Appendix II. However, the quota should not be restricted to sport hunting trophies and personal effects, but should simply focus on the total number of skins exported for any purpose whatsoever.

The present limitation under the quota system to sport hunting trophies and personal effects does not stand up to close scrutiny. It implies that economic value should only be attached to leopards by international sport hunters and by tourists purchasing skins while visiting Africa. It condones leopards paid for "one-at-a-time" by sport hunters or skins purchased "one-at-a-time" by tourists. These transactions are as much commercial as would be a single shipment of 100 skins exported by a rural wildlife producers' association in Africa. We believe the distinction is artificial and should disappear. Provided the total exports are within the limits of an agreed quota, it is irrelevant whether the skins are exported singly or in batches. The question of exports which are "primarily for commercial purposes" has been addressed in the draft resolution included in document *Doc. 8.48* and the recognition of the benefits of commercial trade for wildlife conservation is addressed in the draft resolution in document *Doc. 8.49*.

33. Illegal Trade: Present levels of illegal trade in leopard skins are very low. This is not through any immediate effects of the Appendix I listing under CITES but because the market demand is absent. Illegal trade tends to be highest where there are no legal provisions for a controlled trade in leopard skins.

34. Potential Trade Threats:

- 34.1. Live Specimens: Live specimens of leopard can be exported under the present provisions of Article III of the Convention. There is a limited trade to international zoos: however, few zoos are seeking specimens of the sub-Saharan leopard because it is extremely common.

342. Parts and Derivatives: Leopard skins are bought primarily for decorative purposes in private homes. Leopard skin garments are no longer fashionable and the fur trade has shifted largely to captive-bred species.

4. Protection Status

41. National: Leopard are protected under national legislation in very few sub-Saharan countries which is a reflection of their abundance. In West Africa several countries have listed the species as Protected (including Ghana) and in the remainder of sub-Saharan Africa it is protected in Rwanda, Somalia, Sudan and Zaire.
42. International: The species is listed in Appendix I of CITES.
43. Additional Protection Needs: In Africa the best protection the leopard could be accorded would for it to have a high economic value. At present, in those countries where leopards do not have such a value, they are treated as vermin by domestic livestock owners and there is little compunction about destroying them wherever possible. Leopard are extremely resilient but will disappear as their habitat is removed to make way for conventional agricultural land uses. Natural habitat needs to have a high economic value placed on it to conserve leopard and their food supplies. Wildlife can provide this economic value if it is not underpriced.

5. Information on Similar Species

There are two problems relevant in this section:

- a) the relationship between the sub-Saharan African leopard and other more threatened subspecies of leopard;
 - b) the relationship between the African leopard and other large spotted cats within the same family or genus.
- a) *Intraspecific issues*

Section 21 of this proposal lists a number of the threatened subspecies of *Panthera pardus* occurring in northern Africa and Asia. The technical guidelines for appropriate listing in the appendices are as follows:

- i) Article I, paragraph (a), of the Convention provides for recognition of geographically separate populations of a species;
- ii) Resolution Conf. 2.20, (b), however, provides that "where there are identification difficulties, the problem be approached by including the entire species in Appendix I or Appendix II, where inclusion in Appendix III is inappropriate;"

The proponents of this proposal realise that the arguments about which appendix the leopard should be listed in could be interminable. One group will argue that if any subpopulation or subspecies of the leopard is threatened then there is sufficient basis to list the entire species in Appendix I. Another group

(this group) will argue that if the bulk of the species is not threatened then it would be better to list the species in Appendix II or not in any appendix. Certainly, if it were not listed in any appendix then Parties with populations of rare species could list those in Appendix III. If the provisions of the draft resolution in document *Doc. 8.50* are accepted, then those populations could be listed in Appendix III while the remainder of the species is listed in Appendix II.

In the end, it is doubtful whether any technical guidelines can provide the solution because the problem is one of conservation philosophy. The proponents of this proposal believe that Appendix I should be reserved only for those species which are globally in danger of extinction according to objective criteria - and the leopard does not satisfy these.

b) *Interspecific issues*

Numerous other large spotted cats have skins which, to the layman, could be confused with leopard skins. Most of these species are included in the genus *Panthera* or at one time or another have been. The snow leopard (*Panthera uncia*) occurs in limited numbers in Central Asia. The clouded leopard (*Neofelis nebulosa*), which has alternatively been named *Panthera nebulosa*, has an extensive range in South-East Asia and is rated as endangered in the Red Data Book. The jaguar (*Panthera onca*) occurs throughout much of Central and South America and is probably far less endangered than originally thought.

These and other "look-alikes" are part of the reason for listing the entire genus *Panthera* in Appendix I.

- i) Article II(1) of the Convention does not provide for "look-alikes" in Appendix I and Article II(2) only provides for "look-alikes" of Appendix II species to be listed in Appendix II. Wijnstekers[24, notes 12a-c] believes that Article II(2)(b) should have been worded "Appendix II shall include ... other species which must be subject to regulation in order that trade in specimens of certain species referred to in paragraph 1 and in subparagraph (a) of this paragraph may be brought under effective control."
- ii) Resolution Conf. 1.1 nevertheless provides for an entire taxon to be included in Appendix I (subspecies and all) by virtue of the fact that some of the species are in danger of extinction. The Resolution does, however, state that genera should be listed "if most of their species are threatened with extinction".

This raises a point for debate: should it simply be a majority count of species within a genus which determines Appendix-I listing or should the decision take into account the numbers of animals within each species of the genus? The fact is that the leopard was listed in Appendix I before the Berne Criteria had been adopted and it is doubtful whether any such issue was taken into account.

The proponents of this proposal believe that the leopard could not satisfy the requirements of the Berne Criteria for listing in Appendix I and that the issue of "look-alike" species can be overstated. The opportunity costs to wildlife

producer states could be considerable if too sweeping an approach is taken to listing "look-alikes" in Appendix I.

6. Comments from Countries of Origin

Comments have not been solicited from all the countries which have leopards within their borders.

7. Additional Remarks

Resolution Conf. 2.23 provided special criteria for the deletion of species and other taxa included in the appendices without the application of the Berne Criteria. These special criteria provided for proposals submitted on the basis of a review of available information, rather than rigorous scientific surveys. Resolution Conf. 5.21 recommended that the transfer of a species listed prior to the adoption of the Berne Criteria from Appendix I to Appendix II could be facilitated if the proposing Parties were agreeable to the transfer being subject to a quota system. Resolution Conf. 7.14 developed this approach further and laid down more rigorous conditions for the transfer.

It is under the provisions of Resolution Conf. 7.14 that the proponents of this proposal seek the transfer of the sub-Saharan leopard to Appendix II. The paragraphs of the Resolution are dealt with individually below:

- a) It has been argued in this proposal and elsewhere that the leopard does not meet the Berne Criteria for listing in Appendix I;
- b) The geographical unit to which the transfer applies is the sub-Saharan region of Africa: migration between the leopard populations in this range and the remaining leopard populations of the world is negligible;
- c) The proposing Parties have been managing leopard under a quota system on Appendix I to the satisfaction of the Conference of the Parties since 1983;
- d) Controls on trade in the exporting Parties will be sufficiently rigorous to ensure that other species are not affected: it will require the assistance of importing Parties to ensure that these same controls are maintained after the specimens have been exported;
- e) Leopard skins entering trade will continue to be tagged as they were when the species was listed in Appendix I;
- f) The requirements of Management and Scientific Authorities defined in paragraphs 2(b) and 3 of Article IV of the Convention will be observed;
- g) Annual reports will continue to be submitted as required under paragraph 7 of Article VIII of the Convention;
- h) None of the Parties in sub-Saharan Africa have entered reservations in respect of leopard.

On the general rules included in the fourth part of the Resolution, it is understood that the following applies:

- a) The transfer is effective for a period of two intervals between regular meetings of the Conference of the Parties after which the species will be returned to Appendix I if a full proposal according to the Berne Criteria [or any other criteria which replace them - see draft resolution in document *Doc. 8.50*] has not been approved by the Parties;
- b) Quotas should be established, confirmed, or changed only by the Conference of the Parties (the proposed quotas for the proponents of this proposal are included as Annex 1);
- c) This paragraph relating to crocodylians is not applicable;
- d) It is noted that, where Parties with approved quotas have no intention to seek an alteration of the quotas, no supporting statement is required at a meeting of the Conference of the Parties provided reporting requirements have been met;
- e) The provisions of this paragraph are addressed in Annex 1;
- f) The reporting requirements on the information required by the Secretariat annually are noted.

8. References

1. Fisher J., Simon N. and J. Vincent, (1969). THE RED BOOK, WILDLIFE IN DANGER. Collins, London.
2. Norton P.M., (1986). Ecology and conservation of the leopard in the mountains of the Cape Province. Cape Dept. of Nature & Env'tal. Conservation.
3. Smithers, Reay H.N., (1983). THE MAMMALS OF THE SOUTHERN AFRICAN SUBREGION. Univ. of Pretoria, Pretoria.
4. Akin, Ayden, (1989). Anatolian Leopard on the Brink. Cat News 11:10.
5. Mendelssohn, Heinrich, (1990). Anatolian leopard. Cat News 12:4
6. Daly, Ralph H., (1990). Arabian leopard. Cat News 12:4.
7. Ilany, Giora, (1990). Leopard *Panthera pardus* in Israel. Cat News 12:4.
8. Joslin, Paul, (1988). Leopards (*Panthera pardus*) in Iran. In: International Leopard Studbook 1988 (Ed. Alan H. Shoemaker), Herausgegeben.
9. Medyedev, Aleksey. D., (1989). Russian Scientists Plan Rescue of Amur Leopard. Cat News 11:9.
10. Bragin, Anatoley P., (1991). Leopard in the Southwest USSR. Cat News 15:8.

11. Dollinger, Peter, (1982). CITES Identification Manual: Panthera pardus.
12. Martin R.B. and T. de Meulenaer, (1988). Survey of the status of the leopard (*Panthera pardus*) in sub-Saharan Africa. CITES Secretariat, Lausanne, Switzerland.
13. P. Jackson (Ed.), (1989). The Status of the Leopard in Sub-Saharan Africa. Cat News 11:4-9.
14. International Institute for Environment and Development & World Resources Institute, (1987). WORLD RESOURCES 1987. Basic Books Inc., New York.
15. Macdonald, David, (Ed.), (1984). THE ENCYCLOPEDIA OF MAMMALS: 1. George Allen & Unwin, London, Sydney.
16. Cobb, Stephen, (1981). The leopard - problems of an overabundant, threatened terrestrial carnivore. In: PROBLEMS IN MANAGEMENT OF LOCALLY ABUNDANT WILD ANIMALS. Academic Press, New York.
17. Eaton, Randall L., (1978). The conservation of leopard in Africa: towards an authentic philosophy of conservation. Carnivore 1(3/4).
18. Hamilton P.H., (1981). The leopard (*Panthera pardus*) and the cheetah (*Acinonyx jubata*) in Kenya. Ecology Status Conservation Management. Report for the US Fish and Wildlife Service. The African Wildlife Leadership Foundation and the Government of Kenya.
19. Joubert E. and P.M.K. Mostert, (1975). Distribution patterns and status of some mammals in South West Africa. Madoqua 9(1): 19.
20. Bell R.H.V., (1989). Letter to the Cat Specialist Group commenting on Martin and De Meulenaer's study[12]. Cat News 11:4.
21. Mills M.G.L., (1989). Letter to the Cat Specialist Group commenting on Martin and De Meulenaer's study[12]. Cat News 11:5.
22. Caughley, Graeme, (1989). Letter to Peter Jackson commenting on Martin and De Meulenaer's study[12]. 22 Jan 1989.
23. Mace G.M. and R. Lande, (1991). Assessing extinction threats: towards a re-evaluation of IUCN threatened species categories. Cons. Biol. (in press).
24. Wijnstekers, Willem, (1990). THE EVOLUTION OF CITES. CITES Secretariat, Lausanne, Switzerland.

SUBMISSION OF QUOTAS FOR LEOPARD

pursuant to Resolution Conf. 7.14

for the approval of the Conference of the Parties
at the 8th meeting in Kyoto, Japan

STATE	QUOTA
Botswana	100
* Central African Republic	40
* Ethiopia	500
* Kenya	80
Malawi	50
Namibia	100
* Mozambique	60
* South Africa	50
United Republic of Tanzania	250
Zambia	300
Zimbabwe	500

* - Party is not one of the proponents of this proposal;
quota listed is as approved in Resolution Conf. 7.7

NOTES: Resolution Conf. 7.14 Part II(e) requires the following to be indicated in the supporting statement:

- i) the proposed total annual wild harvest, including the offtake from cropping, trophy hunting and ranching;**

The above quotas include both sport hunting trophies and animals likely to be killed as problem animals to protect domestic livestock. None of the proponents of this proposal intend to harvest leopards for their skins (i.e. there will be no cropping or ranching).

- ii) the proposed number and type of wild-collected specimens to be exported;**

All animals on the quota will be wild-collected specimens. Parts and derivatives to be exported will include the skins and, possibly, parts of the skeletons.

- iii) the proposed number and type of captive-born specimens.**

It is not envisaged that any of the proponents are intending to breed leopard in captivity for purposes of exporting either live specimens or parts and derivatives.

