A. PROPOSAL

To maintain the Zimbabwe population of the African elephant (*Loxodonta africana*) on Appendix II.

To amend Annotation °604 regarding the Zimbabwe population of *Loxodonta africana*) to read:

°604 for the exclusive purpose of allowing in the case of the population of Zimbabwe:

a) trade in registered stocks of raw ivory(whole tusks and pieces) of Zimbabwe origin stored at the Government Central Store for commercial purposes, to trading partners with adequate controls and enforcement measures; that will not re-export, and subject to a maximum annual quota of 10, 000 kg ivory;
b) trade in hunting trophies for non-commercial purposes;
c) trade in live animals for non-commercial purposes to appropriate and acceptable destinations;
d) trade in hides;
e) trade in leather goods and ivory carvings for non-commercial purposes.

Rationale for the Proposal

- Implementation of Decision 10.1 proved that, with adequate controls and strict enforcement measures, ivory can be traded legally, in such a way as to prevent any other ivory other than registered, legal stocks from entering such legal trade.
- Revenue from regulated trade is used exclusively to enhance elephant conservation and community conservation and development programmes within the elephant range.
- Controlled trade will directly benefit the survival of the Zimbabwe elephant population by making elephants valuable to the communities with which they share resources outside protected areas.
- Zimbabwe's elephant population is increasing (over 70,000 animals) and there is continuos accumulation of ivory from natural mortality from both within and outside Zimbabwe's national parks.
- There are high financial and security implications involved in managing ivory stockpile especially where accountability is of concern.

Precautions/conditions for quota

Zimbabwe agrees to abide by all conditions previously set out in Decision 10.1 and to operate in accordance with Resolution Conf. 10.10.

B. PROPONENT

Zimbabwe.

C. SUPPORTING STATEMENT

1. Taxonomy

1.1.	Class	Mammal
1.2.	Order	Proboscidea
1.3.	Family	Elephantidae
1.4.	Species	Loxodonta africana (Blumenbach, 1797)
1.5.	Common names	African elephant, Elephant d'Afrique, Elefante africano.
1.6.	Code number	CITES A-115.001. 002. 001 ISIS 5301415001002001001[1984(1)]

2. Biological Parameters

2.1 Distribution

Historical

It is widely agreed that elephants were distributed throughout southern Africa prior to the arrival of the first colonial settlers in the 17th century. From the early part of the 18th century, exploitation for ivory, expansion of human settlements and protection of agricultural crops combined to reduce populations throughout the region(1). Consequently, elephants in South Africa had largely been eliminated by the beginning of the 20th century except for a few remnant populations, the largest of which was in the (then) north-eastern Transvaal numbering at most a few hundred animals (2). Populations were similarly depleted in Zimbabwe (3,4), Botswana (5,6), Namibia (7), Zambia (8) and Malawi(9), and were extinct through most of their former range.

Current

The major range of the elephant in Zimbabwe can be considered in four major sub-regions locally known as: Matebeleland north-west, Zambezi Valley, Sebungwe and Gonarezhou (Figure 1; refer also to proposal submitted at COP 10). These sub-ranges cover all different land categories in Zimbabwe which include National Parks and Wild Life estate, privately-owned large-scale commercial farming areas, communal lands, and the indigenous forest areas managed by the Forestry Commission of Zimbabwe.

In addition to the main part of its range, within the four sub-regions identified above, the elephant in Zimbabwe is also found on privately-owned game farms and conservancies, isolated protected areas of the national parks estate and in some isolated Communal lands. The minor range is increasing as a result of population increases and habitat availability.

For data on the habitat types occupied over the major elephant range please refer also to the COP10 proposal.

2.2 Habitat Availability

Wildlife habitats in most of Zimbabwe's protected areas are being radically modified by elephants. Elephant population compression has been cited as the principal factor in the modification of habitats of protected areas of Zimbabwe including: Hwange National Park (10, 11), Chizarira National Park (12), Zambezi escarpment Parks areas (13), and Sengwa Wildlife Research Area (14, 15, 16). Susceptibility to modification is excerbated by the fact that most protected areas are located in areas characterised by low and erratic rainfall, limited surface water, and inherent low soil fertility.

Please refer also to proposal submitted at COP 10.

2.3 Population Status

The status of elephant population in the major range is determined by systematic aerial sample counts. The population estimate from the 1998 national aerial survey over the approximately 61 000 km^2 of the major elephant range is 67, 537 $\pm$ 10.9%. It is estimated that an additional 3,000 elephants exist in the unsurveyed minor ranges, giving a total of approximately 70,000 animals. There was no national aerial survey for 1999. Please refer to COP10 for more details.

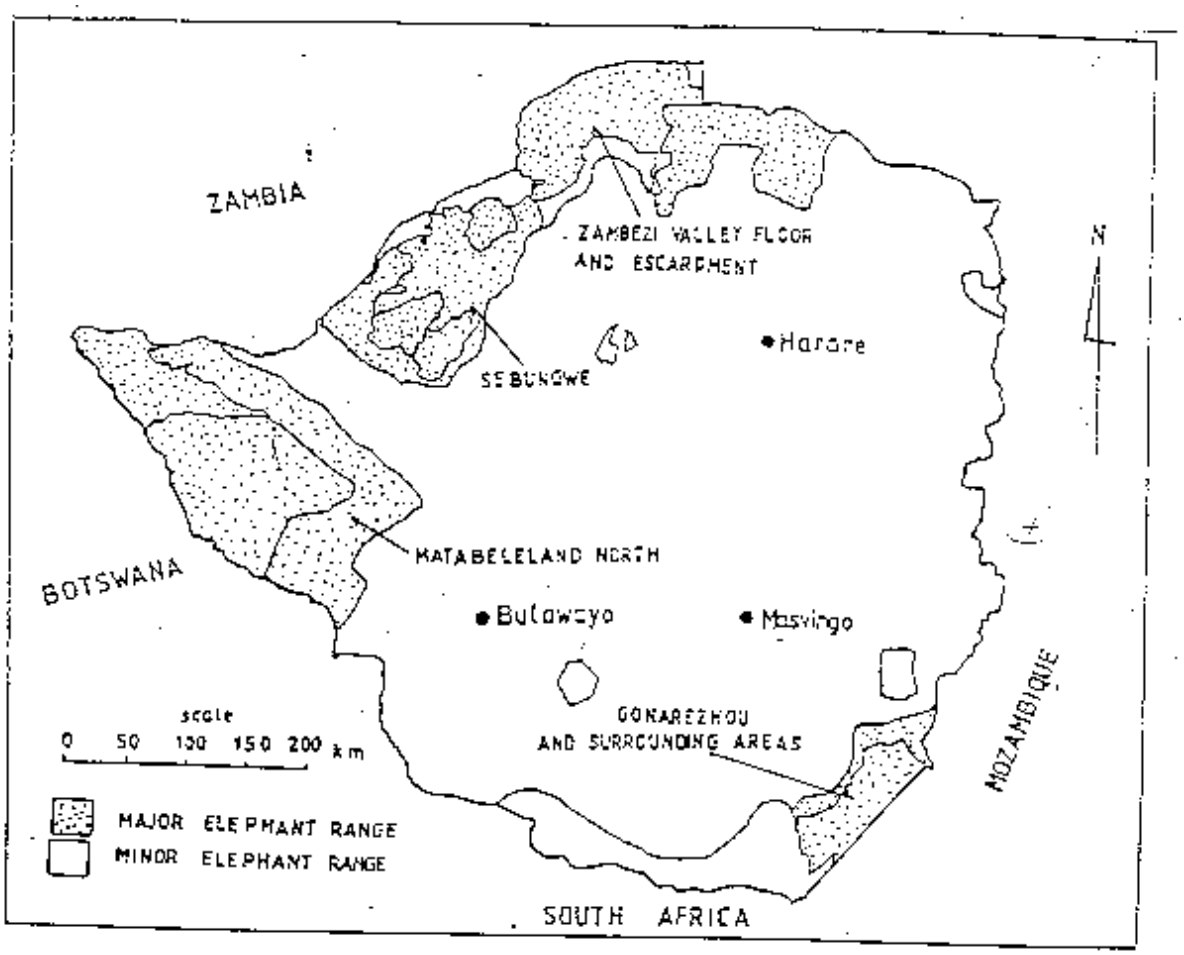

Figure 1. Elephant Range in Zimbabwe

2.4 Population Trends

The 1998 national estimate of 70,000 animals is the highest to date. Although elephant numbers have been surveyed over much of their range since 1980 (10) comparisons of national estimates between years are difficult because the precise area surveyed has differed from year to year. However, direct comparisons are available for 1980, 1983, 1989, 1993 and 1995 (Table 1). The area surveyed during these years was at least 80 % of the total range. The 1998 estimate for the population was the highest to-date showing that the population continues to grow despite large take-offs of elephants in population control exercises between 1980 and 1989.

Table1: elephant population trends in the major elephant range:1980-1995

Census Zone	1980	1983	1989	1993	1995
National estimate	46,426	49,082	58,672	58,185	64,478
95 %CL	±19%	±15%	±17%	±15%	±10%

Source: Price Waterhouse (17) and DNPWLM records

2.5 Geographical Trends

As reported in the COP10 proposal, the geographic range available to elephants and the number of sub-populations is constant within protected areas. The range in the privately owned large scale commercial farming areas continues to increase as most farmers realise substantial benefits from the key economic species (the elephant) from both consumptive and non-consumptive uses. The introduction of CAMPFIRE has helped stabilise, and in some places has reversed, the rate of conversion of wild habitat as rural communities in these areas have adopted wildlife production as a land use option and have designated land exclusively for wildlife while it remains economically profitable for them to do. There is also a noticeable expansion of elephants into previously used or rarely used parts of the country.

2.6 Role of the Species in its Ecosystem

Please refer to the proposal submitted at COP10.

2.7 Threats

The Panel of Experts , who reviewed Zimbabwe's elephant proposal(Pursuant to Resolution Conf.7.9) in 1992 and 1996 concluded that the were no threats to the survival of Zimbabwe's elephant population in the short to medium terms. Illegal killing incidents have remained low , as reported to the CITES Secretariat through use of the Incident Reporting Forms and the National Reporting form on illegal killing of elephants.

The most serious threat to the survival of viable populations of elephants is the expansion of human settlement and agriculture in the semi-arid areas where most elephant survive. Ultimately it leads to the eradication of elephants outside protected areas and to their overcrowding inside them. Viable populations inside government's protected areas are dependent on the survival of suitable habitat in the communal areas.

Please refer also to the proposal submitted to COP10 and the Panel of Experts' conclusions on the review of the Zimbabwe elephant proposals in 1992 and 1996.

3. Utilisation

3.1 National Utilisation

Zimbabwe does not exploit elephant directly for their products either for commercial trade or domestic consumption. Indeed, it is recognised that the direct harvest of elephants for their products is often the lowest valued use for the species - recreational hunting and photo-tourism can add a great deal of value to elephant populations. However, large numbers of elephants have been removed (during the period 1980-1989) to achieve specifically targeted population reductions for conservation purposes.

a) Recreational Hunting

The principle form of utilisation of elephant in Zimbabwe at the moment is recreational, or 'sport hunting'. Zimbabwe has established a national export quota of 400 trophy hunted animals per annum. The quota is allocated approximately as follows:130 from the state safari areas, 150 from communal lands, and 100 on private land, and 20 from indigenous forest areas. The DNPWLM has introduced a tag system to facilitate management of this export quota.

Elephant hunting contributes about 64 % of the total income earned by Rural District Councils involved in CAMPFIRE (18) and about 50 % of the income earned from recreational hunting on state safari areas.

b) Live Sales

There were no sales conducted apart from the ones reported in the COP 10 proposal.

c) Sale of elephant products(ivory, hides and meat)

The DNPWLM has sold raw ivory worth ZW$ 20.9 million (as of 30/10/99) to local registered Ivory Manufacturers since April 1998. In line with implementation of some of the provisions of annotation °604, Ivory Manufacturers can carve items for sale to tourists as personal effects. CAMPFIRE communities have been paid ZW$ 4.9 million for the ivory which was sold on their behalf and the rest was deposited in the National Parks Conservation Fund for exclusive use of conservation.

DNPWLM also sold 80 tonnes of elephant hide at an international auction in June 1998 and realised ZW$18.9 million. The major buyers were from Japan, the USA, and South Africa. Local registered Trophy dealers also participated in the auction but they mainly buy directly from CAMPFIRE communities and Private land holders. CAMPFIRE Communities and Private land holders need a permit from DNPWLM before they dispose their elephant hide.

Revenue realised from the sale of elephant hide was used to rehabilitate the Hwange game water supplies and revamping of the radio communication system in the major elephant range areas. Authorisation of trade in elephant products has benefited tremendously the wildlife authorities, land owners, wildlife industry and indeed elephant conservation.

Meat recovered from elephants destroyed on problem animal control (PAC) and on trophy hunting in CAMPFIRE areas is given to local communities and this provides the much needed protein.

e) Ivory and hide stocks

The current stock of ivory (as of 12th November 1999) held at Central Ivory Store is summarised in Tables 2,3 and 4.

Table 2. Ivory in the Central Store belonging to DNPWLM as of 12/11/99.

*Source	Whole Tusks			Pieces		
	No. of Tusks	**Weight (kg)**	**Average weight(kg)**	**No. of Pieces**	**Weight (kg)**	**Average weight(kg)**
NM	430	4,735.28	11.01	-	-	-
MP	53	871.85	16.45	-	-	-
MC	71	809.80	11.40	-	-	-
MO	51	739.75	14.50	-	-	-
LH	12	164.50	13.71	-	-	-
SC	179	919.35	5.14	-	-	-
PO	333	3,808.8	11.44	-	-	-
UN	209	2,178.5	10.42	-	-	-
NB	-	-		789	1,175.23	1.49
TOTAL	**1,338**	**14,227.83**	**11.51**	**789**	**1,175**	**1.49**

*Source codes are as per CITES Notification No. 984: NM= natural Mortality, MP= Management Mortality-Problem Animal Control(PAC); MC= Management mortality-culling; MO= Management Mortality-Other; LH= Legal Hunting; SC= Seizure/Confiscation; UN= Unknown; NB= Natural Breakage for Pieces

Table 3. Ivory in the Central Store belonging to CAMPFIRE Communities as of 12/11/99.

Source	Whole Tusks			Pieces		
	No. of Tusks	Weight (kg)	Average weight(kg)	No. of Pieces	Weight (kg)	Average weight(kg)
NM	123	1,098.63		-	-	-
MP	215	2,248.35		-	-	-
MC	5	42.60		-	-	-
MO	5	42.25		-	-	-
LH	59	198.25		-	-	-
SC	17	156.50		-	-	-
UN	44	397.9		-	-	-
PO	52	520.25		-	-	-
NB	-	-		100	110.7	
TOTAL	**520**	**8,921.86**		**100**	**110.7**	**1.11**

Table 4. Total Ivory Stock (as 0f 12/11/99) in the National Stockpile of the Management Authority of Zimbabwe.

	Parks (kg)	**Communities (Kg)**	**Total**
Whole Tusks	14,227.83	8,921.86	23,149.69
Pieces	1,175.23	110.70	1,285.93
TOTAL	**15,403.06**	**9,032.56**	**24,435.62**

Despite conducting weekly sales to the local ivory manufacturers and the experimental export to Japan, Zimbabwe has accumulated substantial amounts of ivory. Most of the accumulation is from natural mortality and PAC in the case of CAMPFIRE areas. The overall rate of accumulation without conducting major population reduction exercises is well above 5 tonnes of ivory per annum. The rate is set to increase as the elephant population continues to expand.

Growing stockpiles represent major management, administrative and security problems.

The cost of storing and managing these stocks is at least US$35 500 per year.

This is based on a cost of US$ 8 000 for recovery of ivory from stations, US$12 000 for a two person/24 hour police presence throughout the year, US$500 for the maintenance of security alarm system and humidifying equipment, US$15 000 for staff salaries for stock management. The international conservation community has to take cognisance of this situation and the predicament that conservation agencies find themselves in, especially in countries where elephant populations are expanding, where law enforcement is effective and where there is co-operation from the public.

Zimbabwe maintains a computer database of all specimens in storage, with source documentation, and all specimens are marked so as to make them individually recognisable. Zimbabwe undertakes to provide CITES with a complete inventory of all stocks of ivory each year, before 31 January as required by Resolution Conf. 10.10.

At present there are about 30 tonnes of elephant hide in the central store and the hide will be sold through an auction in mid December 1999. Hide is recovered mainly from animals destroyed on PAC

3.2 Legal International Trade

Since 1989, Zimbabwe conducted the first legal international trade in raw ivory in April 1999, as a highly regulated, experimental export of 19.9 tonnes to Japan. At the 42nd Meeting of the Standing Committee, the CITES Secretariat reported that the trade has taken place successfully, and that there was full compliance with the precautionary undertakings (DOC.SC.42.2.1). The revenue obtained from this auction was deposited in the National Parks Conservation Fund. The amount due to CAMPFIRE communities has been paid. The revenue will be used exclusively for projects that will benefit elephant conservation directly and support rural conservation programmes.

3.3 Illegal Trade

Illegal trade in ivory in the region is relatively low, but probably increasing. There are no obvious trends in reported cases of illegal killing of elephants since 1990 to the present date.(refer to the proposal submitted at COP 10 and annexes 1a-1d) There has been, however some increase in poaching in the Zambezi Valley in the last two months. There are no significant differences in the carcass ratios of the 1998 aerial counts of elephants from those reported in the last COP 10 proposal (annexes 1a-1d).

The relatively high incidence of seized ivory in Zimbabwe is not so much of the evidence of illegal killing in Zimbabwe or illegal trade in through Zimbabwe (annex 2). Seizure levels point to successful law enforcement and remarkable efficiency of the Law enforcement agencies.

Expenditure on the elephant conservation and protection by DNPWLM has increased significantly from the level reported in 1996 (Table 5). The current overall expenditure is at US$ 94 per km^2 compared to the 1996 figure of US 49 per km^2. The mean area covered per vehicle in 1996 was 702 km^2 compared to the current figure of 416 km^2. A fleet of 25 Patrol vehicles will soon be purchased, using ivory revenue, to boost the fleet in the Zambezi Valley.

Overall anti-poaching manpower densities are comparable to the ideal figure of one Scout to 20-30 km^2. However, in the Zambezi Valley, which is a high-risk area, manpower densities have to be increased to a level that is much closer to the ideal figure. The 1996 figure for the Zambezi valley was at one Scout per 240 km^2

Zimbabwe has contributed fully to the interim system to monitor the illegal trade in ivory and the illegal killing of elephants as outlined in the notification to the Parties 1998/10. Zimbabwe has also more recently implemented MIKE (Monitoring Illegal Killing of Elephants) system at its allocated sites, with the intention of eventually implementing the system throughout the elephant range in Zimbabwe.

Table 5: Resources available for law enforcement in protected areas (as of October 1999)

Law Enforcement Feature	**Matebeleland North**	**Zambezi Valley**	**Sebungwe**	**Gonarezhou**	**Totals**
Officers	18	16	11	7	52
Field Staff	277	192	113	96	678
Total Manpower	**295**	**208**	**124**	**103**	**730**
Salaries (approx.) (Z$)	927 073	678 912	466 352	329 048	2 4 01 385
Operational Budget (Z$)	61 664 272	43 529 568	23 130 960	23 078 136	151 402 936
Total Budget	**62 591 345**	**44 208 480**	**23 597 312**	**23 407 184**	**153 804 321**
4-wheel drive vehicles	33	28	19	15	95
5-ton trucks	3	1	4	-	8
Total vehicles	**36**	**29**	**23**	**15**	**103**
Air-Craft	1	1			2
Boats	1	3	4		8
Protected area (km^2)	19 400	12 000	6 200	5 250	42 850
Field staff density (men/km^2)	66	58	50	51	59
Area per vehicle (km^2)	539	413	270	350	416
Total Expenditure(US$/$km^2$)	**85**	**97**	**100**	**117**	**94**

How legal trade will affect illegal trade

The same precautionary measures and conditions that applied for the last experimental trade will apply in order to minimise impacts on other elephant populations. Trade will only take place with countries having comprehensive trade controls and sophisticated regulating systems for the management of ivory manufacturing industry, and that will not allow re-export for commercial purposes.

Please refer also to the proposal submitted at COP 10.

3. 4. Actual or Potential Trade Impacts:

Trade in elephant products will have a positive effect on the elephant populations concerned as has been shown from the experimental trade (see Rationale, in the introductory statement). The southern African countries see an absence of trade as the greatest threat to elephant survival in the region. Many people are concerned that any legal trade will encourage illegal trade, however illegal trade is re-growing and the biggest threat to elephant in the long run may be their lack of a legal value. Those concerned about elephant conservation must draw lessons from other species like the white rhino. The issue of ivory stockpiles in Africa is a fundamental problem which needs to be solved and with the success of the last experimental controlled trade there is need to continue with trade.

Zimbabwe supports the current systems that have been put in place to monitor illegal trade in ivory and illegal killing of elephants. The systems are an objective means of monitoring the effects of amending the listing of elephant in CITES.

3.4.1. Live Specimens:

There is very small trade in live elephant within the region. Since the authorisation of trade in live elephants at the last COP 10, no trade has taken place as there were no requests from suitable and acceptable range states.

3.4.2. Parts and Derivatives:

The proposals for trade in ivory and other elephant products have been dealt with fully in section 3.2.

3.5 Captive Breeding

There is no significant commercial captive breeding *of Loxodonta africana* anywhere in the world.

4. Conservation and Management

4.1. Legal Status

4.1.1. National

The laws which determine the application of CITES in Zimbabwe have been independently reviewed as part of a CITES process and Zimbabwe's legislation has been placed in category 1.

For more details please refer also to COP 10 proposal and conclusions of the 1996 Panel of Experts' conclusions on the subject.

4.1.2. International

The species is listed in Appendix I of CITES. In Zimbabwe the species was listed in Appendix II with trade provisions are outlined in annotation °604.

4.2 Species Management

4.2.1 Population Monitoring

DNPWLM has maintained its monitoring programme as reported in the proposal submitted at COP 10.

4.2.2 Habitat Conservation

According to the preamble of the Parks and Wild Life Act (1975) the objectives for which National Parks are established are to preserve and protect the natural landscape and scenery, and to preserve and protect wildlife and plants and the natural ecological stability of wildlife and plants. Until 1989, in order to conserve elephant habitat and to maintain biological diversity, the DNPWLM continually tried to reduce elephant densities in protected areas to levels not exceeding 1 elephant per square kilometre. These target densities were based on models of elephant woodland interactions derived by Craig (19). Unfortunately, since the transfer of the populations to Appendix II there are still pressures to reduce the numbers, however, due to the good rains received for the past two years resulting in abundant forage, reductions have not been done. It is however likely that with the continued increases in population, there is going to be reduction exercises to protect the habitat.

Fire is one of the key factor responsible for significant habitat modification. The DNPWLM does have a significant annual budget allocation for fire fighting and the construction and maintenance of access roads and fire guards to control bush fires, but this task is made increasingly difficult as elephants (together with fire itself) influence habitats to change from woodland to grassland which has a high fuel load.

4.2.3 Management Measures

Management measurers reported in the COP 10 proposal are still being applied.

All the revenues generated from wildlife products derived from natural mortality and management activities in the Parks Wild Life Estate are retained by the Department. The Government of Zimbabwe in January 1996 approved the establishment of the Parks and Wild Life Conservation Fund under section 30 of the Audit and Exchequer Act. (Chapter 168). All the revenues generated by DNPWLM are deposited in this fund and are for the exclusive use by the Department. The department is no longer receiving allocations from the Central Government.

Revenues from wildlife products derived from natural mortality and management activities in those communal lands with Appropriate Authority under the Campfire programme are retained by the Rural District Councils in their Campfire fund and used for conservation activities and for providing development benefits to rural people in line with the Campfire guidelines.

4.3 Control Measures

4.3.1 International Trade

Zimbabwe agrees to abide by all conditions previously set out in Decision 10.1 and to operate in accordance with the Resolution Conf. 10.10

Some changes have been made to the Control of Goods (Import and Export) (Wild Life Regulations 1998 (76) {S.I. 76 of 1998}) to reflect the new status of elephant and in compliance with Decision 10. 1 [paragraph, (a)]. Most of the changes have been done with the assistance of the CITES Secretariat.

Please refer to the COP10 Proposal for the mechanism to control international trade.

4.3.2 Domestic Measures

Please refer to the 1996 Proposal.

After the COP 10 decision some changes have been made to the legislation in compliance with Decision 10. 1 [paragraph, (a)]. Monitoring of the activities of the local carving industry has also been stepped up as well.

5. **Information on Similar Species**

Please refer to the COP 10 proposal.

6. **Other Comments**

7. Additional Remarks

Zimbabwe has contributed immensely to CITES, especially through promoting the philosophy of sustainable use. We believe that conservation in developing countries such as Zimbabwe is only likely to be viable if it is undertaken as a sustainable use programme. Zimbabwe's participation in the CITES Strategic Planning Working Group is a also a testimony of its effective contribution to the evolution of CITES. Authorisation of trade in raw ivory will enhance the efforts of Zimbabwe and indeed CITES to conserve the elephant.

8. References

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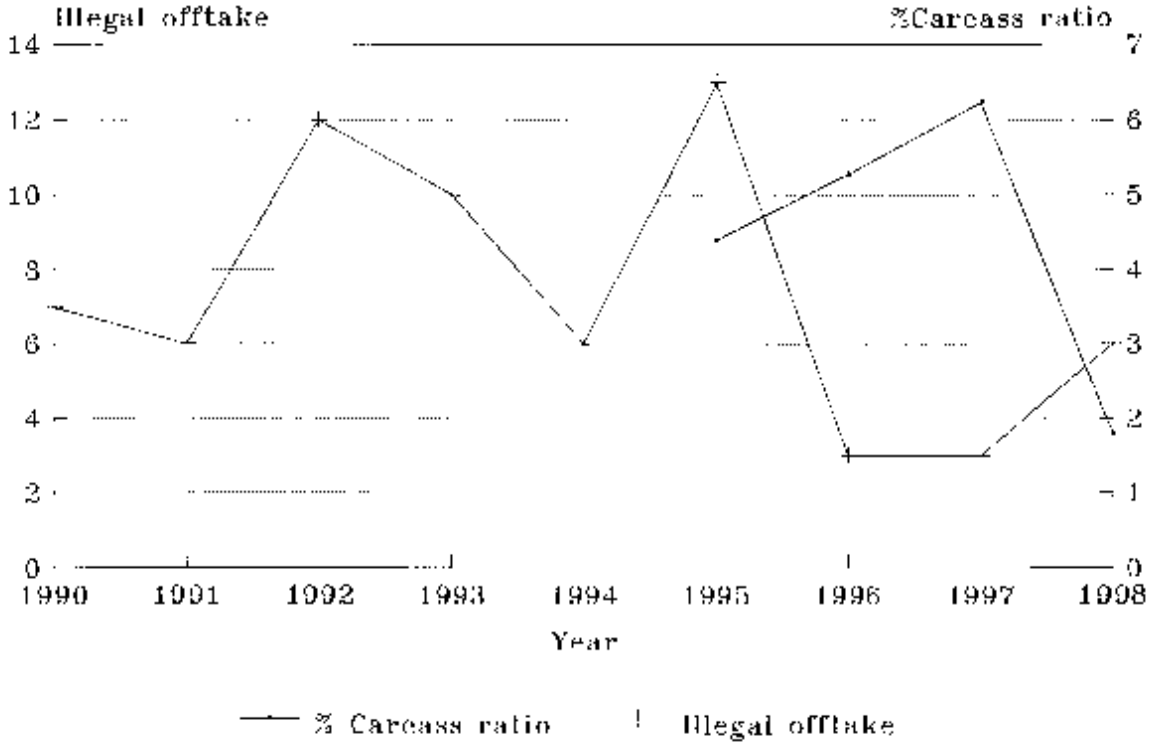
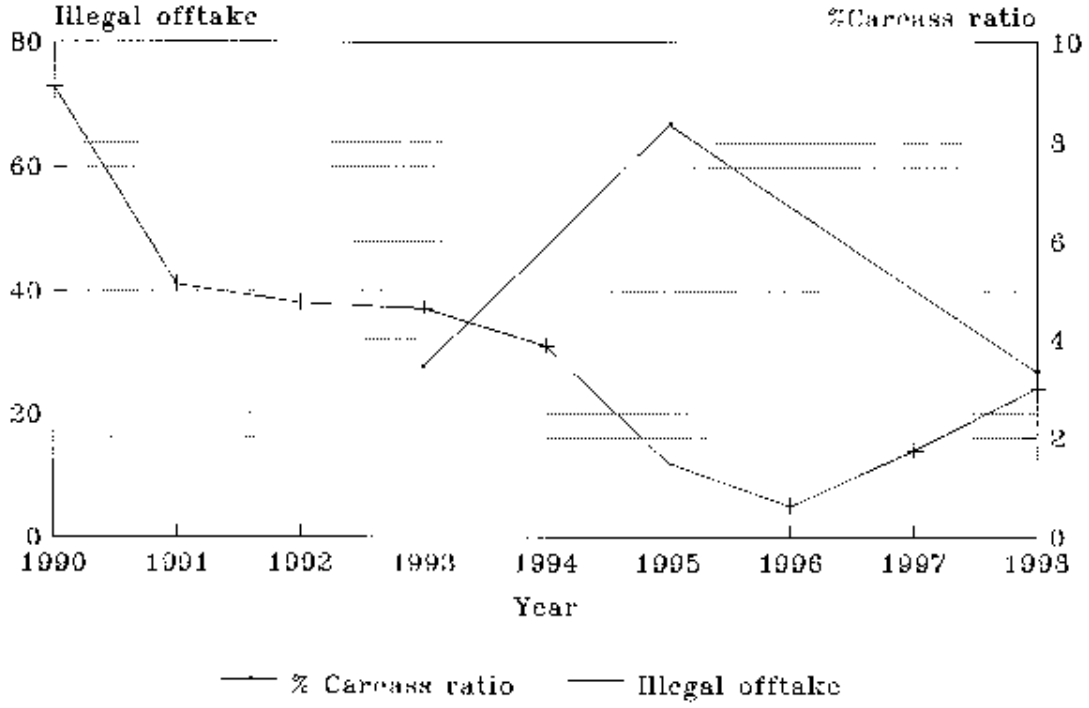
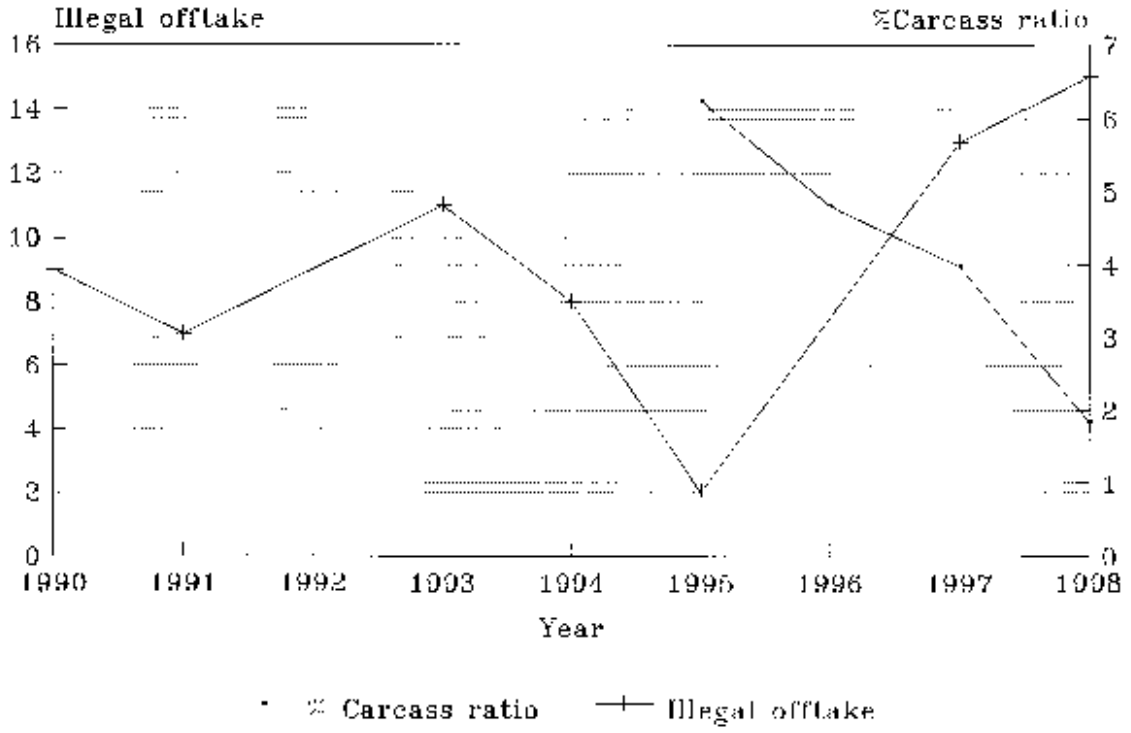
Annex 1a. ELEPHANT CARCASS RATIOS AND ILLEGAL OFFTAKE FOR N.W. MATEBELELAND



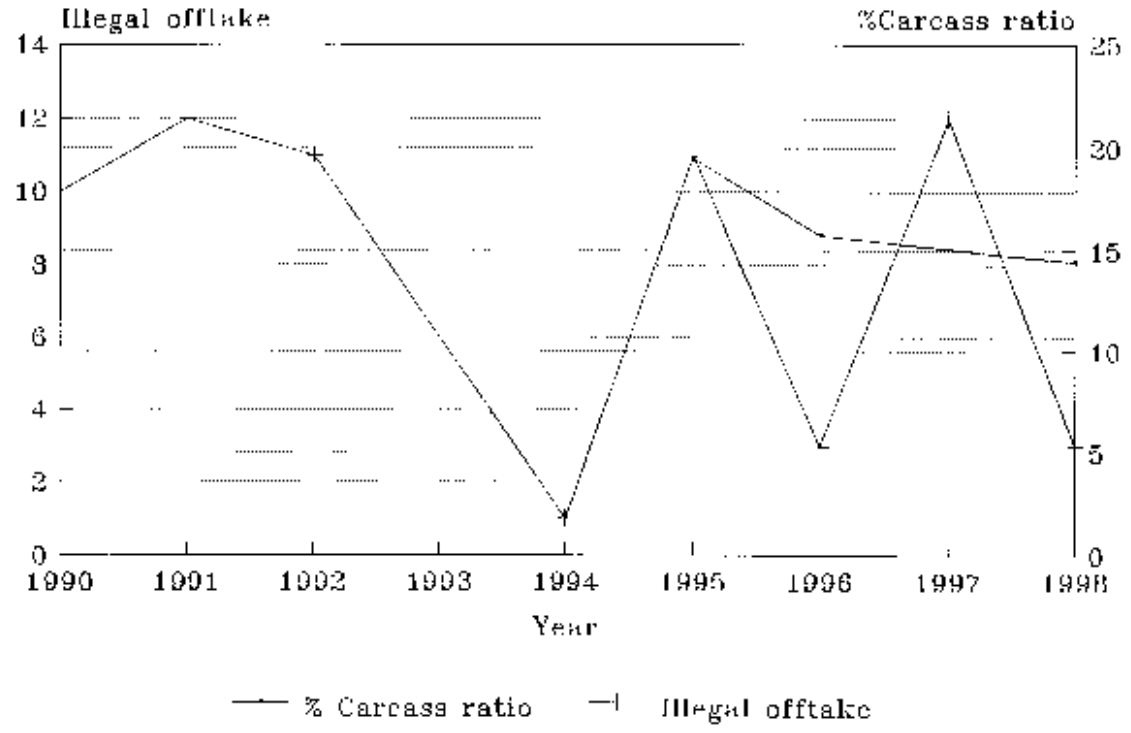
Annex 1b ELEPHANT CARCASS RATIOS AND ILLEGAL OFFTAKE FOR ZAMBEZI VALLEY



Annex 1c. ELEPHANT CARCASS RATIO AND ILLEGAL OFFTAKE FOR SEBUNGWE REGION



Annex 1d. ELEPHANT CARCASS RATIO AND ILLEGAL OFFTAKE FOR GONAREZHOU



Annex 2. **SUMMARY OF IVORY SEIZURES IN ZIMBABWE**

YEAR	NUMBER OF SEIZURES	TOTAL No. OF TUSKS SEIZED	MEAN No OF TUSKS/SEIZURE	TOTAL WEIGHT SEIZED (kg)	MEAN WEIGHT SEIZED (kg)
1988	1	1	1	8.25	8.25
1989	2	5	2.25	72	14.44
1991	3	4	1.33	27.75	6.94
1992	3	6	2	83.75	13.83
1994	1	1	1	5.75	5.75
1995	3	5	1.67	39.25	7.85
1996	3	23	7.67	146.10	6.35
1997	4	43	10.75	152	3.53
1998	17	41	2.41	191	4.66
1999 Jan.-Oct.	9	65	7.2	352.25	14.08