

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



Seventeenth meeting of the Conference of the Parties
Johannesburg (South Africa), 24 September - 5 October 2016

Species-specific matters

RHINOCEROSSES (RHINOCEROTIDAE SPP.)

1. This document has been submitted by the Secretariat and includes recommendations from the Standing Committee.

Background

2. At its 16th meeting (CoP16, Bangkok, 2013), the Conference of the Parties adopted Decisions 16.84 to 16.92 on *Rhinoceroses (Rhinocerotidae spp.)*, as follows:

Directed to all Parties

16.84 *All Parties should:*

- a) *immediately bring every seizure of illegal rhinoceros specimens made within their territories to the attention of authorities in countries of origin, transit and destination, as applicable, and to the attention of the Secretariat. Information on the seizure should be accompanied by available associated information, to enable follow-up investigations to take place;*
- b) *notify the CITES Secretariat of seizures of rhinoceros horn for which the origin cannot be determined. Such a notification should include information describing the circumstances of the seizure;*
- c) *enact legislation or use existing legislation to:*
 - i) *facilitate the use of specialized investigation techniques such as controlled deliveries and covert investigations in the investigation of wildlife-crime-related offences, as appropriate, in support of conventional investigation techniques;*
 - ii) *maximize the impact of enforcement actions by using other tools and regulations, such as anti-money laundering and asset forfeiture legislation, in support of wildlife legislation; and*
 - iii) *prosecute members of organized crime groups implicated in rhinoceros related crimes under a combination of relevant legislation which carry appropriate penalties that will act as effective deterrents, whenever possible;*
- d) *submit rhinoceros horn samples from specimens subject to criminal investigation, to designated accredited forensic laboratories as described in document CoP16 Doc. 54.2 (Rev. 1), for DNA analysis, in accordance with relevant legislation regulating the exchange of such specimens;*
- e) *prior to issuing permits or certificates, including pre-Convention certificates, authorizing the movement of specimens of rhinoceroses, consult with the country of destination, so that the true nature of the trade may be confirmed and monitored;*

- f) *introduce national measures, as appropriate, in support of CITES implementation, to regulate internal trade in specimens of rhinoceros, including any specimen that appears from an accompanying document, the packaging, a mark or label, or from any other circumstances, to be a rhinoceros part or derivative; and*
- g) *consider introducing stricter domestic measures to regulate the re-export of rhinoceros horn products from any source.*

16.85 *All Parties implicated in the illegal trade of rhinoceros horn as a range or consumer State, where applicable, should:*

- a) *develop and implement long-term demand reduction strategies or programmes and immediate actions aimed at reducing the illegal movement and consumption of rhino horn products, taking into consideration the draft demand-reduction principles included in the Annex to document CoP16 Doc. 54.1 (Rev. 1), to achieve measurable change in consumer behaviour;*
- b) *develop and implement strategies or programmes to enhance community awareness with regard to the economic, social and environmental impacts of illicit trafficking in wildlife crime, and to encourage the general public to report illegal activities related to wildlife trade to appropriate authorities for further investigation. Such strategies or programmes and immediate actions could include the involvement of local communities that live in the immediate vicinity of conservation areas, community policing projects or other strategies as may be appropriate; and*
- c) *provide information on the effectiveness of strategies or programmes referred to in paragraph a) and b) of this Decision, to the Working Group on Rhinoceroses, by 31 January 2015, to assist the Working Group in identifying best practices and challenges experienced, with the aim of developing ideas to further enhance the effectiveness of demand-reduction strategies, and to report on its findings at the 66th meeting of the Standing Committee.*

Directed to Viet Nam

16.86 *Viet Nam should:*

- a) *make progress with the development and implementation of the South Africa – Viet Nam 2012-to-2017 Joint Action Plan, including strengthening management of imported rhino horn trophies, and to improve investigations and prosecutions of Vietnamese nationals suspected of illegally possessing or trading in rhino horn, as referenced in document CoP16 Inf. 24; and specifically to include:*
 - i) *development of legislation on the domestic management of imported rhino horn trophies addressing the issue of alteration and transfer of rhino horn trophies pursuant to the national laws and CITES Resolutions; and*
 - ii) *establishment of a secure registration database to track legal rhino horn trophies;*
- b) *conduct consumer behaviour research to develop and implement demand reduction strategies or programmes aimed at reducing the consumption of rhino horn products; and*
- c) *provide a comprehensive report on progress made to the Secretariat by 31 January 2014, with regard to steps taken to effectively implement the requirements of Resolution Conf. 9.14 (Rev. CoP15), and include:*
 - i) *an update on arrests, seizures, prosecutions and penalties for offences related to illegal rhinoceros horn possession and trade in Viet Nam since CoP16;*
 - ii) *the effectiveness of Decision 11¹, reported in document CoP16 Inf. 24, to prevent illegal rhino horn trade; and*

¹ Note from the Secretariat: In January 2013, the Prime Minister of Viet Nam issued Decision 11 on the "Prohibition of the export, import, selling and buying of specimens of some wild animals listed in the CITES Appendices". See document CoP16 Inf. 24 for further information.

- iii) *any other on-going activities and measures implemented to combat illegal killing of rhinoceros and illegal rhinoceros horn trade.*

Directed to Mozambique

16.87 *Mozambique should:*

- a) *take steps to effectively implement the requirements of Resolution Conf. 9.14 (Rev. CoP15);*
- b) *give priority attention to the enactment and implementation of legislation with deterrent penalties to effectively combat wildlife crime, prevent illegal killing of rhinoceroses and illegal possession of and trade in rhinoceros horn, taking into consideration the content of Decision 16.84, paragraphs a)-g); and*
- c) *assist the Working Group on Rhinoceroses to implement its mandate by providing a comprehensive report on measures implemented, as specified in paragraph a) and b) of this Decision, and on any other activities conducted. This report should be submitted to the Secretariat by 31 January 2014.*

Directed to Mozambique and South Africa

16.88 *Mozambique and South Africa should further enhance bilateral cooperation with each other and with their neighbouring States, to enhance current efforts to combat illegal killing of rhinoceroses and illegal trade in rhinoceros horn, and should provide a comprehensive report to the Secretariat, by 31 January 2014, with regard to activities conducted in this regard.*

Directed to the Secretariat

16.89 *The Secretariat shall:*

- a) *subject to external funding, convene a CITES Rhinoceros Enforcement Task Force consisting of representatives from Parties affected by rhinoceros poaching and illegal trade in rhinoceros horn, the International Consortium on Combating Wildlife Crime partner organizations, EUROPOL and, as appropriate, other Parties and experts. The Task Force should develop strategies to improve international cooperation, taking into consideration ongoing initiatives [such as the Memorandum of Understanding (MoU) between South Africa and Viet Nam], and promote similar MoUs as appropriate;*
- b) *subject to external funding, develop, in conjunction with relevant institutions and experts, a manual containing guidelines on best practices, protocols and operational procedures, that will promote the use of wildlife forensic technology;*
- c) *examine the implementation of Resolution Conf. 9.14 (Rev. CoP15) in those range States where the illegal killing of rhinoceros poses a significant threat to the populations of these species, particularly South Africa and Zimbabwe, and share its findings with the Working Group on Rhinoceroses;*
- d) *examine progress with curtailing illegal trade in rhinoceros parts and derivatives by citizens of implicated States, particularly Viet Nam;*
- e) *seek external funding to undertake a technical mission to the Lao People's Democratic Republic to assess current enforcement activities relevant to illegal trade in wildlife, in particular in rhinoceros parts and derivatives, and the implementation of Resolution Conf. 9.14 (Rev. CoP15);*
- f) *revise Resolution Conf. 9.14 (Rev. CoP15), taking into consideration the contents of Decisions 16.84 and 16.85 and submit this revised version for consideration at the 17th meeting of the Conference of the Parties; and*
- g) *report at the 65th and 66th meetings of the Standing Committee on progress with regard to the implementation of paragraph a) to e) of this Decision.*

Directed to the Working Group on Rhinoceroses

16.90 *The Working Group on Rhinoceroses shall:*

- a) *evaluate the reports submitted in compliance with Decisions 16.86, paragraph c), 16.87, paragraph c), 16.88, and the findings of the Secretariat as per Decision 16.89,*

paragraph c); and report its findings and recommendations at the 65th meeting of the Standing Committee; and

b) evaluate the report submitted in compliance with Decision 16.85, paragraph c), and report its findings and recommendations at the 66th meeting of the Standing Committee.

Directed to the Standing Committee

16.91 The Standing Committee shall:

- a) at its 64th meeting, extend the mandate of the Working Group on Rhinoceroses established at its 61st meeting, to continue to work, primarily through electronic means; and
- b) at its 65th and 66th meetings, consider the reports and recommendations of the Working Group on Rhinoceroses as required in Decision 16.90, and of the Secretariat, and determine further actions to be implemented by Parties to reduce illegal supply and demand, including any necessary measures pursuant to Resolution Conf. 14.3.

16.92 The Standing Committee shall review the definition of 'hunting trophy' provided in Resolution Conf. 12.3 (Rev. CoP16), in relation to rhinoceros horn hunting trophies, and consider whether any revision is needed in order to eliminate the possible abuse of the definition to facilitate illegal trade in rhinoceros horn.

3. In Resolution Conf. 9.14 (Rev. CoP15) on *Conservation of and trade in African and Asian rhinoceroses*, the Conference of the Parties:

RECOMMENDS that the IUCN/SSC African and Asian Rhino Specialist Groups and TRAFFIC submit at least six months before each meeting of the Conference of the Parties a written report to the Secretariat on:

- a) the national and continental conservation status of African and Asian rhinoceros species;
- b) trade in specimens of rhinoceroses;
- c) stocks of specimens of rhinoceros and stock management;
- d) incidents of illegal killing of rhinoceroses;
- e) enforcement issues;
- f) conservation actions and management strategies with an evaluation of their effectiveness; and
- g) measures by implicated States to end the illegal use and consumption of rhinoceros parts and derivatives;

DIRECTS the Secretariat to:

- a) distribute the report of the IUCN/SSC African and Asian Rhino Specialist Groups and TRAFFIC to range and implicated States for any comments;
- b) on the basis of the report and the comments received from the range and implicated States, formulate recommendations and draft decisions for consideration by the Conference of the Parties as appropriate; and
- c) encourage the Parties to financially support the IUCN African and Asian Rhino Specialist Groups and TRAFFIC in the compilation of information from the range States and the reporting thereof to the Secretariat

4. As a result of strong conservation measures across range States, most notably in South Africa, there were over a period of several decades significant increases in the populations of the white and black rhinoceros (*Ceratotherium simum* and *Diceros bicornis*). These measures are however being undermined by ongoing rhinoceros poaching and illicit rhinoceros horn trafficking. Considerable efforts have been made to combat the poaching and trafficking, and while there has been progress, the number of rhinoceroses being killed illegally remains at unacceptably high levels.

5. The complexity of the challenges being faced by Parties in their fight against rhinoceros poaching and rhinoceros horn trafficking is illustrated by the multiple activities and diverse strategies being implemented

to apprehend those involved and bring them to justice. These include the execution of search warrants, the deployment of undercover agents, extraditions, and money laundering and tax fraud investigations.²

6. In January 2016 the South African Minister of Environmental Affairs announced that 1,175 rhinoceroses had been poached in South Africa in 2015. This total is 40 rhinoceroses fewer than the record number of 1,215 rhinoceroses poached in the country in 2014, and represents the first decrease in the annual number of rhinoceroses poached in South Africa since the poaching started escalating in 2008. It was further announced that South African authorities arrested 317 offenders in 2015 for rhinoceros-related crimes, a marked increase in the number of arrests from 258 in 2014.³ The reduction in the number of rhinoceroses poached in South Africa in 2015 is a positive sign, and suggests that the multiple and significant efforts that are being made to address rhinoceros poaching and rhinoceros horn trafficking are starting to have an impact in addressing the threat it poses to South African rhinoceros populations. However, continued and further enhanced efforts are needed to pull these rates back to 2007 levels.
7. One consequence of the enforcement efforts in South Africa could be an increase in poaching in other rhinoceros range States, as criminals seek out locations where rhinoceroses might be easier to target. Whilst the number of rhinoceroses poached in South Africa decreased in 2015, the number poached in other range States, such as Namibia and Zimbabwe, has been increasing. According to a recent media release issued by the African Rhino Specialist Group (AfRSG) of the International Union for Conservation of Nature's (IUCN) Species Survival Commission, the number of African rhinoceroses killed by poachers has increased for the sixth year in a row, with at least 1,338 rhinoceroses killed by poachers across Africa in 2015.⁴ For this reason, all range States must remain vigilant, and continue to enhance their efforts to combat these serious crimes. Measures implemented must remain current and must be adapted in a timely manner as may be needed to address any newly identified trends. In this context, the Secretariat has prepared a draft decision for consideration by the Conference of the Parties, presented as draft decision 17.B in Annex 1 to the present document.
8. A wide range of activities have been conducted by Parties, the Secretariat and the Standing Committee's Working Group on Rhinoceroses, in support of the implementation of the Decisions adopted by the Conference of the Parties at CoP16, and the recommendations adopted by the Standing Committee at its 65th⁵ and 66th⁶ meetings (SC65, Geneva, July 2014; SC66, Geneva, January 2016), as reported on in the present document.

Implementation of Decision 16.90, paragraphs a) and b), Decision 16.91, paragraphs a) and b), and Decision 16.92

9. At its 61st meeting (Geneva, August 2011), the Standing Committee established a Working Group on Rhinoceroses, consisting of China, the Democratic Republic of the Congo, India, Kenya, Namibia, South Africa, Uganda, the United Kingdom of Great Britain and Northern Ireland, the United States of America, Zimbabwe, IUCN, Safari Club International, Species Survival Network, TRAFFIC and WWF. At CoP16, the Conference of the Parties adopted Decision 16.90 directed to the Working Group on Rhinoceroses, and at its 64th meeting (Bangkok, March 2013), the Standing Committee extended the mandate of the Working Group on Rhinoceroses in accordance with Decision 16.91 paragraph a). The Working Group on Rhinoceroses continued its work during the current reporting period in accordance with Decision 16.90 paragraphs a) and b), and presented documents at SC65 and SC66.
10. As directed by the Conference of the Parties in Decision 16.91, paragraph b), at SC65 and SC66 the Standing Committee considered the reports and recommendations of the Working Group on Rhinoceroses and of the Secretariat. The Committee agreed a number of recommendations on rhinoceroses at its meetings, as well as a draft decision for consideration at the present meeting. The draft decision is further elaborated upon in paragraph 18 of the present document.

² <https://cites.org/sites/default/files/eng/com/sc/66/E-SC66-51-01.pdf>

³ https://www.environment.gov.za/mediarelease/molewa_highlightsprogress_againstrhinopoaching

⁴ https://www.iucn.org/media/news_releases/?22519/IUCN-reports-deepening-rhino-poaching-crisis-in-Africa

⁵ https://cites.org/sites/default/files/eng/com/sc/65/E-SC65-43-01_0.pdf; and

https://cites.org/sites/default/files/eng/com/sc/65/E-SC65-43-02_0.pdf

⁶ <https://cites.org/sites/default/files/eng/com/sc/66/E-SC66-51-01.pdf>; and

<https://cites.org/sites/default/files/eng/com/sc/66/E-SC66-51-02x.pdf>

11. To implement Decision 16.92, the Chair of the Standing Committee, at SC66, requested the Working Group on Rhinoceroses to consider whether there was any need to revise the definition of 'hunting trophy' provided in Resolution Conf. 12.3 (Rev. CoP16), in relation to rhinoceros horn hunting trophies, and to report back to the Committee. The Chair of the Working Group subsequently reported that they had considered the matter and concluded that no revision was needed. The Standing Committee agreed with this conclusion.

Implementation of Decision 16.84, paragraphs a) to g), and Decision 16.89, paragraph f)

12. It is encouraging to note that a number of Parties have initiated activities to implement Decision 16.84. These include, for example, increased exchange of information between countries,⁷ covert investigations, money laundering and tax fraud investigations,⁸ collection and submission of DNA samples for forensic analyses, increased use of INTERPOL Notices,⁹ the extradition of offenders involved in rhinoceros related crimes,¹⁰ and the initiation of asset forfeiture proceedings.¹¹
13. These are excellent examples of the kinds of responses and collaboration needed to address rhinoceros poaching and rhinoceros horn trafficking, and demonstrate that such crimes are increasingly being treated as serious crimes. Although these examples show that positive action has been taken by some Parties, the activities described in Decision 16.84 are currently being implemented by only a limited number of Parties, and there is therefore significant room for improvement. The provisions of Decision 16.84 remain very relevant. If good overall implementation of the Decision by Parties can be achieved, the activities outlined in the Decision could contribute significantly to the fight against rhinoceros poaching and rhinoceros horn trafficking.
14. As directed in Decision 16.89, paragraph f), the Secretariat has prepared a draft revised version of Resolution Conf. 9.14 (Rev. CoP15) on *Conservation of and trade in African and Asian rhinoceroses*, taking into consideration the contents of Decision 16.84. The proposed revision is contained in Annex 2 to the present document, for consideration by the Conference of the Parties.

Implementation of Decision 16.85, paragraphs a) to c), Decision 16.89, paragraph f), and Decision 16.90, paragraph b)

15. At SC65, the Standing Committee requested the Working Group on Rhinoceroses to develop guidance to facilitate the provision of information requested in accordance with Decision 16.85, paragraph c), on the effectiveness of strategies or programmes referred to in Decision 16.85, paragraphs a) and b). The Secretariat made this guidance available to Parties as an Annex to Notification to the Parties No. 2014/058 of 2 December 2014. In response to the Notification, the Secretariat received reports from China, Greece, South Africa and Zimbabwe.
16. At SC65, the Standing Committee requested the Secretariat, subject to external funding, to convene an expert workshop to consider the reports provided in accordance with Decision 16.85, paragraph c). In the absence of funding to convene such an expert workshop, the Secretariat and the Chair of the Working Group on Rhinoceroses considered combining it with other planned events related to demand reduction. Unfortunately this was not possible. The Secretariat and the Chair of the Working Group concluded that a specific workshop to discuss the limited number of reports provided in accordance with Decision 16.85, paragraph c), might be of little value, and that a further request to Parties to provide information would probably also be of limited value. The Secretariat reported this to the Standing Committee at SC66.
17. At SC66, the Standing Committee requested the Working Group on Rhinoceroses to compile a list of relevant studies, workshops, campaigns and other initiatives on reducing demand for rhinoceros horn, taking into account the reports submitted by Parties pursuant to Decision 16.85 paragraph c), and to produce a brief synthesis covering approaches, methods, best practices and challenges experienced, to assist Parties in further enhancing the effectiveness of their demand-reduction strategies. The Committee requested the Working Group to report on the results of this work, including any findings and recommendations it may have, at its 67th meeting (SC67, Johannesburg, September 2016).

⁷ See paragraph 7 in SC66 Doc. 51.1

⁸ <http://www.justice.gov/usao/file/770921/download>

⁹ <http://www.interpol.int/en/News-and-media/News/2015/N2015-014/>

¹⁰ <http://www.justice.gov/opa/pr/irish-national-extradited-united-states-united-kingdom-trafficking-rhinoceros-horns>

¹¹ <https://cites.org/sites/default/files/notif/E-Notif-2015-009.pdf>

18. Also at SC66, the Secretariat reported that the work to be conducted in accordance with Decision 16.85, paragraph c), would not only be of benefit in the context of rhinoceroses, but that it could also benefit Parties in undertaking activities to reduce demand for illegal wildlife specimens, or to enhance community awareness about trafficking in wildlife more generally. The Standing Committee agreed a draft decision aimed at enhancing the effectiveness of strategies or programmes to reduce such demand and to enhance community awareness about the economic, social and environmental impacts of trafficking in wildlife. The Standing Committee requested the Secretariat to forward the draft decision to the present meeting for consideration by the Conference of the Parties. Whilst the draft decision was agreed under the agenda item on rhinoceroses at SC66, it addresses the reduction of demand for illegally traded wildlife specimens and increasing awareness about illegal trafficking in wildlife in general. For this reason the Secretariat included the draft decision in Annex 1 to document CoP17 Doc. 25 on *Enforcement matters* prepared for the present meeting, for consideration by the Conference of the Parties during the discussion of that agenda item.
19. Considering the activities to be conducted by the Working Group on Rhinoceroses and reported upon at SC67,¹² the Secretariat believes that Decision 16.85 has been implemented and that it can be deleted. As directed in Decision 16.89, paragraph f), the Secretariat drafted a revision of Resolution Conf. 9.14 (Rev. CoP15), which is presented in Annex 2 to the present document, and takes into consideration the contents of Decision 16.85.

Revision of Resolution Conf. 9.14 (Rev. CoP15)

20. In addition to the proposed amendments to Resolution Conf. 9.14 (Rev. CoP15) referred to in paragraphs 14 and 19 of the present document, the Standing Committee at SC66 agreed to propose the following amendments to the Resolution:

under the first *URGES* paragraph a)

- a) all Parties that have stocks of rhinoceros horn to identify, mark, register and secure such stocks and declare these to the Secretariat each year before 28 February, in a format to be defined by the Secretariat

under *DIRECTS* the Secretariat to

- d) make an aggregated summary of the rhinoceros horn stock declarations of Parties available to the IUCN/SSC African and Asian Rhino Specialist Groups and TRAFFIC for analysis and inclusion in their reporting to the Secretariat pursuant to the Resolution;

21. The above amendments have been included in the proposed revision of Resolution Conf. 9.14 (Rev. CoP15) for consideration by the Conference of the Parties. However, to achieve a more logical structure, the Secretariat proposes to insert a) above under the second *URGES* in the proposed revision, and d) above as paragraph c) under *DIRECTS* the Secretariat to, as presented in Annex 2.
22. To ensure a comprehensive revision of Resolution Conf. 9.14 (Rev. CoP15), the Secretariat took into consideration the recommendations on rhinoceroses agreed by the Standing Committee at SC65 and SC66 and, as appropriate, incorporated them into the revised version of Resolution Conf. 9.14 (Rev. CoP15), in Annex 2, for consideration by the Conference of the Parties. Given the significant nature of the proposed revisions to that Resolution, the Secretariat believes that it will be important for all Parties to review their implementation of this Resolution after CoP17, and has prepared a draft decision to propose this, presented as 17.A in Annex 1 to the present document.

Implementation of Decision 16.86, paragraphs a) to c), Decision 16.87, paragraphs a) to c), Decision 16.88 and Decision 16.89 paragraphs c), d) and g)

23. The Secretariat sent letters to Mozambique, South Africa, Viet Nam and Zimbabwe in January 2014, reminding these Parties about the provisions of Decision 16.86, paragraphs a) to c), Decision 16.87, paragraphs a) to c), Decision 16.88 and Decision 16.89, paragraphs c) and d), and inviting them to submit their reports to the Secretariat. In the light of a number of media reports that came to the attention of the Secretariat suggesting that poaching of rhinoceroses had increased in India, the Secretariat at the same time also sent a letter to Indian authorities inviting them to submit information on the implementation of Resolution Conf. 9.14 (Rev. CoP15). In response to these letters, reports were received from South Africa,

¹² <https://cites.org/sites/default/files/eng/com/sc/66/Com/E-SC66-Com-07%28RevbySec%29.pdf>

Viet Nam and Zimbabwe. No reports were received from Mozambique and India. At the request of the Chair of the Working Group on Rhinoceroses, the Secretariat again wrote to Mozambique on 19 March 2014, inviting the Management Authority to submit its report, in accordance with Decisions 16.87 and 16.88. On 31 March 2014, the Secretariat received the report from Mozambique, which was made available to the Working Group. The reports received from these Parties are discussed in detail in document SC65 Doc. 43.1¹³ prepared by the Working Group on Rhinoceroses, and document SC65 Doc. 43.2¹⁴ prepared by the Secretariat, and were considered by the Standing Committee at SC65. The Secretariat also addressed the matter of laundering of horns from rhinoceros hunting trophies into illegal trade by hunters from the Czech Republic, in the document it prepared for SC65.

24. The Standing Committee at SC65 agreed recommendations b), c), e), g) and h) presented in document SC65 Com. 3,¹⁵ directed to the Czech Republic, Mozambique, India, South Africa and Viet Nam, requesting these Parties to report at SC66 on a variety of matters outlined in these recommendations. Reports were received from all the Parties mentioned and, at SC66, the Secretariat reported that it was clear from the reports that much had been done, and that a wide range of activities had been implemented by these Parties to combat rhinoceros poaching and rhinoceros horn trafficking, and that a number of activities were underway or planned. The reports received from these Parties are discussed in detail in document SC66 Doc. 51.1¹⁶ prepared by the Secretariat and document SC66 Doc. 51.2¹⁷ prepared by the Working Group on Rhinoceroses.
25. At SC66, the Standing Committee agreed a further set of recommendations¹⁸ addressed to India, Mozambique, South Africa, Viet Nam and Zimbabwe. In these recommendations, Mozambique, South Africa and Viet Nam were requested to report on a variety of matters to the Standing Committee at SC67. The Committee requested the Secretariat and the Working Group on Rhinoceroses to evaluate the reports from these Parties submitted for SC67, and to report their findings and recommendations to the Committee.
26. The Secretariat believes that it is appropriate to await the reports from these key Parties, before formulating any country-specific draft decisions for consideration by the Conference of the Parties. Once the reports are received, the Secretariat will consult with the Working Group on Rhinoceroses about the development of draft decisions. If appropriate, it will make any draft decisions available through an addendum to the present document.

Implementation of Decision 16.89, paragraphs a) and g)

27. The Secretariat convened a meeting of the CITES Rhinoceros Enforcement Task Force in Nairobi, Kenya, from 28 to 29 October 2013, in close cooperation with its partners in the International Consortium on Combating Wildlife Crime (ICWC).¹⁹ This meeting brought together a variety of experts, and 52 representatives from 21 countries affected by rhinoceros poaching and illegal rhinoceros horn trade (Botswana, Cambodia, China, the Czech Republic, Indonesia, Kenya, Lao People's Democratic Republic, Malawi, Malaysia, Mozambique, Namibia, Nepal, the Philippines, Poland, South Africa, Thailand, Uganda, the United Kingdom of Great Britain and Northern Ireland, the United States of America, Viet Nam and Zambia). As required by Decision 16.89, paragraph a), participants in the meeting developed strategies and proposed actions to improve international cooperation and combat the growing trends in rhinoceros poaching and the associated illegal trade in rhinoceros horn.²⁰
28. These strategies and proposed actions were made available to Parties as an Annex to Notification to the Parties No. 2014/006, of 23 January 2014.²¹ The Secretariat also requested ICCWC partner agencies, EUROPOL and the permanent missions of CITES Parties in Geneva, to disseminate the strategies and proposed actions to all relevant authorities through their respective channels.

¹³ https://cites.org/sites/default/files/eng/com/sc/65/E-SC65-43-01_0.pdf

¹⁴ https://cites.org/sites/default/files/eng/com/sc/65/E-SC65-43-02_0.pdf

¹⁵ <https://cites.org/sites/default/files/eng/com/sc/65/com/E-SC65-Com-03.pdf>

¹⁶ <https://cites.org/sites/default/files/eng/com/sc/66/E-SC66-51-01.pdf>

¹⁷ <https://cites.org/sites/default/files/eng/com/sc/66/E-SC66-51-02x.pdf>

¹⁸ <https://cites.org/sites/default/files/eng/com/sc/66/Com/E-SC66-Com-07%28RevbySec%29.pdf>

¹⁹ <https://cites.org/eng/prog/icwc.php>

²⁰ <https://cites.org/sites/default/files/notif/E-Notif-2014-006A.pdf>

²¹ <https://cites.org/sites/default/files/notif/E-Notif-2014-006.pdf>

29. The Secretariat reported on the implementation of these strategies and proposed actions at SC65 and SC66, and noted that positive progress was being made by a number of Parties in implementing them. The Secretariat also noted that there remained significant room for improvement in the overall implementation by all Parties, and that, in light of the continued high levels of rhinoceros poaching and trafficking in rhinoceros horn, it remained crucial for Parties to continue to enhance their implementation of the strategies and proposed actions developed by the CITES Rhino Enforcement Task Force. These strategies and proposed actions remain very relevant and, if implemented by all Parties, could contribute significantly to the fight against such poaching and illegal trade. In this context, the Secretariat has included appropriate text in draft decision 17.A presented in Annex 1 to the present document, for consideration by the Conference of the Parties.
30. At the request of South Africa, the Secretariat hosted a ministerial-level dialogue and senior officials meeting in February 2015, in Geneva, Switzerland,²² which brought together representatives from key States identified in CITES CoP Decisions as being affected by poaching and illegal trade in rhinoceros horn as range, transit or destination countries, namely the Czech Republic, Mozambique, South Africa and Viet Nam. Officials from China joined the Ministerial-level dialogue and Senior Officials meeting as observers. The aim of these events was to further enhance international cooperation between these key States in their fight against rhinoceros poaching and the associated trafficking in rhinoceros horn. A senior officials meeting was convened on 11-12 February 2015, during which national Customs, police and wildlife authorities worked with experts from ICCWC to prepare recommendations on well-targeted interventions and specific areas of cooperation.²³ During the ministerial dialogue that followed on 14 February 2015, ministers and high-level delegates discussed the actions recommended by the senior officials meeting, shared their national experiences with combating rhinoceros-related crimes, and reflected on the remaining challenges and highest priorities for enhanced cooperation. The ministerial dialogue was moderated by the CITES Secretary-General and concluded with the adoption of the Geneva Statement on Combating Rhinoceros-related Crimes.²⁴
31. To follow up on the short- and medium-term actions that were proposed at the senior officials meeting, a number of activities have been conducted or are ongoing. These include, among others, the establishment, in April 2015, of a Customs Enforcement Network Communication Platform (CENcomm)²⁵ closed user group for national rhinoceros focal points and relevant national competent authorities of key States. The Czech Republic developed a rhinoceros horn seizure data collection and sharing form. And, at the time of writing, South Africa was in the process of finalizing a brochure on Standard Operating Procedures for the collection of rhinoceros horn DNA samples.
32. The sharing of information about rhinoceros horn seizures and the increased use of forensic technology, as outlined in Decision 16.84, paragraphs a), b) and d) [now incorporated into the proposed revision of Resolution Conf. 9.14 (Rev. CoP15), presented in Annex 2 to the present document], is of particular importance. Seizures can often be valuable sources of information that could be used by authorities in countries of origin, transit and destination to initiate investigations. Further to this, the increased use of forensic applications could significantly contribute to efforts to combat rhinoceros poaching and rhinoceros horn trafficking. The Secretariat, in consultation with the Czech Republic and South Africa, has combined the rhinoceros horn seizure data collection and sharing form, and a rhinoceros horn DNA collection and sharing form developed by South Africa, into a single *Form for collection and sharing of data on rhinoceros horn seizures and on samples for forensic analysis*. This form provides a standard format that could be used by authorities, when appropriate, to collect and share relevant information about seizures of rhinoceros specimens with their counterparts at national level, as well as with authorities in countries of origin, transit and destination, as applicable. The use of the form will also support the collection of relevant data to accompany samples collected from seized rhinoceros specimens for forensic analyses. The Secretariat proposes that this form, as presented in Annex 3 to the present document, be included as an annex to the proposed revision of Resolution Conf. 9.14 (Rev. CoP15).
33. The Secretariat appreciates the funding provided by the European Union under a CITES project to support the implementation of CoP16 Decisions, as well as by the United Kingdom, which supported the convening

²² https://cites.org/eng/2015_rhino_ministerial

²³ <https://cites.org/sites/default/files/eng/news/pr/2015/CITES-RhinoDialogue-Recommendations.pdf>

²⁴ <https://cites.org/sites/default/files/eng/news/pr/2015/CITES-RhinoDialogue-Statement.pdf>

²⁵ <http://www.wcoomd.org/en/topics/enforcement-and-compliance/instruments-and-tools/cen-suite/cencomm.aspx>

of the ministerial-level dialogue and senior officials meeting. The Secretariat would also like to thank Sweden for the funds it generously provided to enable the Secretariat to convene the CITES Rhinoceros Enforcement Task Force.

Implementation of Decision 16.89, paragraphs b) and g)

34. In consultation with rhinoceros range States, ICCWC identified as a priority the need for training on rhinoceros horn DNA-sampling for law enforcement officers. In support of the implementation of Decision 16.84, paragraph d), and Decision 16.89, paragraph b), the South African Department of Environmental Affairs (DEA) and the University of Pretoria's Veterinary Genetics Laboratory (VGL), in collaboration with ICCWC, hosted a rhinoceros DNA-sampling workshop²⁶ on 5 and 6 November 2013 at the Southern African Wildlife College (Hoedspruit, South Africa). The workshop included field training in the Kruger National Park. Law enforcement officers from the 11 African rhinoceros range States, as well as from China, Thailand and Viet Nam and the South African National Parks, participated in the workshop. It was designed as a train-the-trainer event, with a special focus on the increased use of rhinoceros horn DNA-sampling to combat illegal trade. The Secretariat would like to thank the Government of the Netherlands for the generous funding it made available to ICCWC, which made it possible to host this workshop.
35. The Secretariat, in its documents on rhinoceroses prepared for CoP16 and SC65, reported on a project that was approved by the Governing Council of the Global Environment Facility (GEF), to strengthen forensic capabilities in South Africa to combat wildlife crime.²⁷ In December 2013, the project document on "Strengthening Law Enforcement Capabilities to Combat Wildlife Crime for Conservation and Sustainable Use of Species in South Africa (target: Rhinoceros)" was endorsed by the GEF Chief Executive Officer and Chairperson. This GEF project responds to the immediate threat posed to the survival of rhinoceroses in South Africa through poaching and smuggling, and represents a creative and innovative response to this crisis. A wide variety of activities are being conducted as part of this GEF project and, in a statement released in January 2016²⁸, the South African Minister of Environmental Affairs stated that, on the specific issue of crime scene management, funding received from the GEF Rhinoceros Programme enabled South Africa to purchase forensic mobile crime-scene units, which will be particularly useful in crime-scene management in outlying areas.
36. The Secretariat believes that the brochure on Standard Operating Procedures for the collection of rhinoceros horn DNA samples, referred to in paragraph 31 above, will greatly assist Parties with the collection and submission rhinoceros horn samples for forensic analyses, and that it would promote the use of wildlife forensic technology to combat rhinoceros poaching and illegal rhinoceros horn trade. The Secretariat will provide a further update on this work at CoP17. The global review of laboratory capacity commissioned by the Secretariat in cooperation with the UNODC,²⁹ as discussed in more detail in document CoP17 Doc. 25 on *Enforcement matters*, also contributed to what was foreseen by Decision 16.89, paragraph b). The Secretariat considers that Decision 16.89, paragraph b) has been implemented.

Implementation of Decision 16.89, paragraphs e) and g)

37. At SC65, the Secretariat reported that, in accordance with Decision 16.89, paragraph e), it conducted a mission to the Lao People's Democratic Republic from 18 to 22 November 2013. From the findings of the mission, it was evident that national authorities faced a number of challenges in implementing CITES. Implementation challenges relate not only to enforcement matters, but also to compliance issues, such as issuance of permits, the monitoring of significant levels of trade, regulation of the activities of captive-breeding facilities and the making of non-detriment findings. Following this mission, the Secretariat initiated a process pursuant to Article XIII of the Convention. It reported on this orally at SC65, and at SC66 in document SC66 Doc. 28³⁰ on *Application of Article XIII*.
38. At SC66, the Standing Committee recommended that the Secretariat conduct a technical mission to the Lao People's Democratic Republic to follow-up the procedure under Article XIII. On 5 February 2016, the Secretariat met with representatives from the Permanent Mission of the Lao People's Democratic Republic

²⁶ https://cites.org/eng/news/pr/2013/20131106_forensics.php

²⁷ https://cites.org/eng/news/pr/2012/20120613_rhino_project.php

²⁸ https://www.environment.gov.za/mediarelease/molewa_highlightsprogress_againstrhinopoaching

²⁹ <https://cites.org/sites/default/files/notif/E-Notif-2015-061.pdf>

in Geneva, and presented an official letter copied to the CITES Management Authority, informing them of the Standing Committee's recommendation and the availability of the Secretariat to undertake a technical mission in good time before the next meeting of the Standing Committee. At the time of writing the present document (April 2016), the Secretariat had not received a response.

Resolution Conf. 9.14 (Rev. CoP15): African and Asian Rhino Specialist Groups of the International Union for Conservation of Nature's Species Survival Commission (IUCN/SSC) African and Asian Rhino Specialist Groups and TRAFFIC report

39. The Secretariat has been in contact with the IUCN/SSC African and Asian Rhino Specialist Groups regarding the report referred to in paragraph 3 of the present document, which was due on 24 March 2016. IUCN indicated that the report was in preparation. However, at the time of writing (late April 2016) no report had been received. Consequently, the Secretariat has not been able to distribute a report to range and implicated States for comment, nor to formulate its recommendations and draft decisions for the present meeting, as required by Resolution 9.14 (Rev. CoP15). As soon as the Secretariat receives a report, it will be made available to Parties as Annex 5 to the present document. The Secretariat proposes some amendments to the Resolution in Annex 2 to the present document, in order to minimize the risk of such a situation in future. The proposed amendments will have budgetary and workload implications for the Secretariat, as outlined in Annex 4 to the present document.

Final remarks

40. Rhinoceros poaching and trafficking in rhinoceros horn are increasingly being treated as serious crimes, and a wide range of commendable activities to combat them have been implemented, are ongoing and are being planned. Despite this, such poaching and trafficking continue to be a matter of great concern.

41. The high value of rhinoceros horn makes it a lucrative and attractive commodity for transnational organized crime groups. At CoP16, the Secretariat reported that the structure of organized crime groups involved in rhinoceros-related crimes has different levels, from poachers to the individuals that deliver the illegal specimens to end consumers, and that the complexity of investigations required to investigate each of these levels differs significantly.³¹ Enforcement activities mostly continue to address criminal syndicate members at the level of the poacher, and national facilitators and buyers in range countries. However, these individuals are often easily replaced and the threat will continue to exist as long as enforcement activities do not address those individuals managing and organizing these illegal activities.

42. It is important for authorities to increasingly deploy the same tools and techniques used against other domestic and transnational organized crimes, as provided for in the United Nations Convention against Transnational Organized Crime³² and the United Nations Convention Against Corruption,³³ against the criminal groups involved in the illegal killing of rhinoceroses and the trafficking of rhinoceros horns, and in particular against those individuals managing and organizing these illegal activities. ICCWC is seeking to provide support to Parties to take these measures.

Recommendation

43. The Conference of the Parties is invited to:

- a) note this document;
- b) adopt the draft decisions in Annex 1 to the present document;
- c) adopt the proposed amendments to Resolution Conf. 9.14 (Rev. CoP15) in Annex 2 to the present document;
- d) adopt the proposed *Form for collection and sharing of data on rhinoceros horn seizures and on samples for forensic analysis*, as presented in Annex 3 to the present document, as a new Annex to Resolution Conf. 9.14 (Rev. CoP15);

³¹ <https://cites.org/sites/default/files/eng/cop/16/doc/E-CoP16-54-02.pdf>

³² <https://www.unodc.org/unodc/treaties/CTOC/>

³³ https://www.unodc.org/documents/treaties/UNCAC/Publications/Convention/08-50026_E.pdf

- e) agree to delete Decisions 16.84 and 16.85, as they have been incorporated into the proposed amendments to Resolution Conf. 9.14 (Rev. CoP15) in Annex 2 to the present document; and
- f) agree to delete Decisions 16.86, 16.87, 16.88, 16.89, 16.90, 16.91 and 16.92, as they have been implemented.

DRAFT DECISIONS

RHINOCEROSSES (RHINOCEROTIDAE SPP.)

Directed to all Parties

- 17.A All Parties should review their implementation of Resolution Conf. 9.14 (Rev. CoP17), and the strategies and proposed actions developed by the CITES Rhinoceros Enforcement Task Force contained in the Annex to Notification to the Parties No. 2014/006 of 23 January 2014, to achieve good implementation of the Resolution and the strategies and proposed actions, to increase the effectiveness of the law-enforcement response to rhinoceros poaching and rhinoceros horn trafficking.

Directed to all rhinoceros range States

- 17.B All rhinoceros range States should continuously review poaching and trafficking trends, to ensure that the measures they implement to prevent and combat rhinoceros poaching and rhinoceros horn trafficking remain effective and are quickly adapted to respond to any newly identified trends.

PROPOSED AMENDMENTS TO RESOLUTION CONF. 9.14 (REV. COP15)*

NB: Text proposed to be deleted is crossed out. Proposed new text is underlined.

Conservation of and trade in African and Asian rhinoceroses

CONCERNED that some rhinoceros populations have continued to decline drastically and that four of the five species are threatened with extinction;

RECALLING that the Conference of the Parties included all species of rhinoceroses in Appendix I of the Convention in 1977, and that the South African and Swaziland populations of *Ceratotherium simum simum* were transferred to Appendix II with an annotation in 1994 and 2004 respectively;

RECALLING further Resolution Conf. 3.11 and Resolution Conf. 6.10, adopted by the Conference of the Parties at its third and sixth meetings respectively (New Delhi, 1981; Ottawa, 1997), and Decision 10.45, adopted at its 10th meeting (Harare, 1997), all relating to the conservation of and trade in rhinoceroses;

COMMENDING the successful management and protection of rhinoceroses in some African and Asian range States, often under difficult circumstances;

COMMENDING further the measures taken by ~~Parties countries~~ to control and reduce use of rhinoceros horn, especially ~~Parties countries~~ where use is part of a cultural tradition extending back many centuries;

CONCLUDING that the above measures have not yet arrested the decline of most ~~all~~ rhinoceros populations;

RECOGNIZING that the illegal trade in rhinoceros horn is known to be a global law enforcement problem, extending beyond range States and traditional consuming countries, but that emphasis solely on law enforcement has failed to remove the threat to rhinoceroses;

NOTING the importance of well targeted strategies or programmes to reduce demand for illegally obtained rhinoceros specimens, and the importance of implementing strategies or programmes to enhance community awareness of the economic, social and environmental impacts of illegal killing of rhinoceroses;

RECOGNIZING the need to deploy the same tools and techniques as those used against other domestic and transnational organized crimes, provided for in the United Nations Convention against Transnational Organized Crime and the United Nations Convention Against Corruption, against the criminal groups involved in the illegal killing of rhinoceroses and the trafficking of rhinoceros horns, and in particular against those individuals managing and organizing these illegal activities;

NOTING the importance of using forensic science to the fullest extent possible in order to combat wildlife crime, and in particular rhinoceros poaching and illicit rhinoceros horn trafficking;

WELCOMING the strategies and proposed actions developed by the CITES Rhinoceros Enforcement Task Force at its meeting in Nairobi, in 2013;

WELCOMING the establishment of and support provided by the International Consortium on Combating Wildlife Crime (ICCWC);

AWARE of the important role of ICCWC in bringing coordinated support to the national wildlife law enforcement agencies and to the subregional and regional networks that, on a daily basis, act in defence of natural resources;

ENCOURAGING ICCWC to further increase its support to Parties;

~~CONSCIOUS that stocks of rhinoceros horn continue to accumulate in some countries and that the call for their destruction, as recommended in Resolution Conf. 6.10, has not been implemented, and is no longer considered appropriate by a number of Parties;~~

RECOGNIZING that some international measures may have unintended consequences, for example, on trade;

RECOGNIZING that there is a diversity of opinion as to the most effective approaches to the conservation of rhinoceroses;

CONCERNED that threats to rhinoceros populations and demand for rhinoceros horn parts and derivatives still exist, and that the cost of ensuring adequate security for rhinoceroses and rhinoceros horn stocks them is increasing and cannot easily be met by many range States;

THE CONFERENCE OF THE PARTIES TO THE CONVENTION

URGES all Parties to:

- a) ~~all Parties that have stocks of rhinoceros horn to identify, mark, register and secure such stocks;~~
- ab) all Parties to adopt and implement comprehensive legislation and enforcement controls, including internal trade restrictions and penalties;
 - i) aimed at reducing illegal trade in rhinoceros parts and derivatives; including any specimen that appears from an accompanying document, the packaging, a mark or label, or from any other circumstances, to be a rhinoceros part or derivative;
 - ii) incorporating specific provisions that apply to CITES-related offences, including the possession of rhinoceros specimens acquired in violation of the Convention, and to engage with the Secretariat as may be needed, for legal assistance in the development of legislative measures aimed at tackling illegal trade in rhinoceros specimens and to ensure effective domestic enforcement and prosecution of offenders;
 - iii) that make provision for strong penalties, including custodial sentences, to deter illegal killing of rhinoceroses and illegal possession of and trade in rhinoceros horn;
- b) adopt legislation or draw upon existing legislation to facilitate the use of specialized investigation techniques such as controlled deliveries and covert investigations, where appropriate, in support of conventional investigation techniques, in particular for offences related to the illegal killing of rhinoceroses and the trafficking of rhinoceros horns;
- c) maximize the impact of enforcement actions to combat illegal killing of rhinoceroses and the trafficking of rhinoceros horns, by using other tools and regulations, such as anti-money-laundering and asset forfeiture legislation, in support of wildlife legislation;
- d) prosecute members of organized crime groups implicated in rhinoceros-related crimes under a combination of relevant laws which carry appropriate penalties that will act as effective deterrents, whenever possible;
- e) immediately bring the seizure of illegal rhinoceros specimens made within their territories:
 - i) to the attention of authorities in countries of origin, transit and destination, as applicable, providing information associated with the seizure, for example on *modus operandi*, accompanying documentation, any identification marks on the seized specimens, the details of the offenders involved, and any other information that could assist the initiation of investigations as appropriate, in countries of origin, transit and destination; or
 - ii) to the attention of the CITES Secretariat in cases where sufficient information is not available to identify the countries of origin, transit and destination of the seized rhinoceros specimens, including information describing the circumstances of the seizure;
- f) collect samples from rhinoceros horn seized within their territories for forensic analysis, to link such horns to crime scenes and implicated suspects, and to promote successful prosecution;
- g) use the *Form for collection and sharing of data on rhinoceros horn seizures and on samples for forensic analysis* provided in the Annex to this Resolution, as a standard format to collect and share information about seizures of rhinoceros specimens, and for the collection of relevant data to accompany samples collected from seized rhinoceros specimens for forensic analyses, in support of the implementation of paragraphs e) i) and ii) and f) above;
- h) prior to issuing permits or certificates, including pre-Convention certificates, authorizing the movement of specimens of rhinoceroses, consult with the country of destination, so that the trade may be confirmed and monitored;
- i) consider introducing stricter domestic measures to regulate the re-export of rhinoceros horn specimens from any source;

j) ensure that national level measures are in place for the management of imported rhinoceros horn trophies, including addressing the issue of alteration and transfer of such trophies, to ensure that rhinoceros horns acquired as legal hunting trophies remain in lawful possession;

URGES

a) all Parties that have stocks of rhinoceros horn to identify, mark, register and secure such stocks, and declare these to the Secretariat each year before 28 February, in a format to be defined by the Secretariat;

b) the Secretariat and other appropriate bodies, where possible, to assist those Parties with inadequate legislation, enforcement, or control of stocks, by providing them technical advice and relevant information;

c) range States to be vigilant in their law-enforcement efforts, including the prevention of illegal hunting, the early detection of potential offenders and the application of appropriate penalties to act as effective deterrents;

d) that law enforcement cooperation between and among range and implicated States be increased through the existing international, regional and national law-enforcement mechanisms and, where necessary, for example, through the establishment of treaties on extradition and Mutual Legal Assistance in criminal matters, creation of such mechanisms in order to curtail rhinoceros poaching and illegal trade in rhinoceros horn; where an implicated State in this Resolution is a State or citizen(s) of a State significantly implicated or involved in legal and/or illegal trade in parts and derivatives; and

e) the Parties that are affected States, as by illegal killing of rhinoceroses and the trafficking of rhinoceros horns, either as range or destination States, to:-

i) as a matter of priority, to work with all user groups and industries to develop and implement well targeted strategies for reducing the use and consumption of rhinoceros parts and derivatives, and to with the aim of achieving measurable change in consumer behaviour;

ii) develop and implement strategies or programmes to enhance community awareness of the economic, social and environmental impacts of illicit trafficking in wildlife crime, and to encourage the general public to report activities related to the illegal killing of rhinoceroses and the trafficking of rhinoceros horns to appropriate authorities for further investigation; and

iii) provide information on the effectiveness of strategies or programmes referred to in subparagraphs e) i) and ii) above, to the IUCN/SSC African and Asian Rhino Specialist Groups and TRAFFIC, to assist in identifying best practices and challenges experienced, and report on progress for inclusion into the joint IUCN/TRAFFIC reports;

DIRECTS the Standing Committee to continue to pursue actions aimed at ending rhinoceros poaching and illegal trade in rhinoceros parts and derivatives, ensuring that:

a) all such actions are accompanied by evaluations of their effectiveness and appropriate recommendations; and

b) the policies that guide interventions are responsive and adaptive to the outcome of the evaluations;

RECOMMENDS that those range States without a budgeted conservation and management plan for rhinoceroses should develop and implement one as expeditiously as possible, utilizing all available relevant expertise and resources;

RECOMMENDS further that those range States with an existing, budgeted plan for rhinoceroses should endeavour to implement the plan as expeditiously as possible, and should undertake a review of the effectiveness of enforcement and trade control measures therein;

RECOMMENDS that DIRECTS the Secretariat, prior to each meeting of the Conference of the Parties, and pending external funding, to:

a) commission the IUCN/SSC African and Asian Rhino Specialist Groups and TRAFFIC to submit at least six months before each meeting of the Conference of the Parties a written report to the Secretariat on:

ai) the national and continental conservation status of African and Asian rhinoceros species;

bii) trade in specimens of rhinoceroses;

ciii) stocks of specimens of rhinoceros and stock management;

- d~~iv~~) incidents of illegal killing of rhinoceroses;
- e~~y~~) enforcement issues;
- f~~vi~~) conservation actions and management strategies, with an evaluation of their effectiveness; and
- g~~vii~~) measures implemented by implicated States to end the illegal use and consumption of rhinoceros parts and derivatives;

DIRECTS the Secretariat to:

- ~~ba) distribute the report of the IUCN/SSC African and Asian Rhino Specialist Groups and TRAFFIC to range and implicated States for any comments; request the IUCN/SSC African and Asian Rhino Specialist Groups and TRAFFIC to engage with range and implicated States as appropriate, as well as with the UNEP World Conservation Monitoring Centre, when producing the report, and to reflect the outcomes of these consultations in their reporting pursuant to this Resolution;~~
- c) make an aggregated summary of the rhinoceros horn stock declarations of Parties available to the IUCN/SSC African and Asian Rhino Specialist Groups and TRAFFIC for analysis and inclusion in their reporting to the Secretariat pursuant to the Resolution;
- d) make the report of the IUCN/SSC African and Asian Rhino Specialist Groups and TRAFFIC available at each meeting of the Conference of the Parties; and
- ~~eb) on the basis of the report and the comments received from the range and implicated States, formulate recommendations and draft decisions for consideration by the Conference of the Parties as appropriate; and~~
- ~~e) encourage the Parties to financially support the IUCN African and Asian Rhino Specialist Groups and TRAFFIC in the compilation of information from the range States and the reporting thereof to the Secretariat;~~

ENCOURAGES the Parties to support the Secretariat financially, to enable it to commission a report from the IUCN African and Asian Rhino Specialist Groups and TRAFFIC for each meeting of the Conference of the Parties;

URGES range States of African and Asian rhinoceroses, implicated States, other Parties and other stakeholders to ~~provide financial support to and cooperate with the IUCN/SSC African and Asian Rhino Specialist Groups and TRAFFIC in collecting information and producing the report called for in this Resolution for their reporting to the Secretariat on trade in and conservation of rhinoceroses;~~

CALLS upon all governments and intergovernmental organizations, international aid agencies and non-governmental organizations to provide funds to implement rhinoceros conservation activities and the present Resolution, especially efforts to prevent the illegal killing of rhinoceroses and end the illegal trade in rhinoceros horn, and to enable IUCN and TRAFFIC to undertake effectively their reporting to the Secretariat before each meeting of the Conference of the Parties;

CALLS for constructive engagement amongst all Parties to the Convention and synergy between the Convention and the IUCN/SSC Rhino Specialist Groups to achieve the aims of this Resolution; and

REPEALS the Resolutions listed hereunder:

- a) Resolution Conf. 3.11 (New Delhi, 1981) – *Trade in Rhinoceros Horn*; and
- b) Resolution Conf. 6.10 (Ottawa, 1987) – *Trade in Rhinoceros Products*.

PROPOSED NEW ANNEX TO RESOLUTION CONF. 9.14 (REV. COP15)*

NB: This Annex presents the proposed new Annex to Resolution Conf. 9.14 (Rev. CoP 15). All text is new and therefore not underlined.

Annex

Form for collection and sharing of data on rhinoceros horn seizures and on samples for forensic analysis

This form consists of six pages and is divided into Parts A, B and C. Please complete all three parts.

It has been developed to assist authorities to immediately bring every seizure of rhinoceros specimens that illegally entered their territories to the attention of authorities in countries of origin, transit or destination of such specimens, to where appropriate, enable follow-up investigations to take place in these countries. For this purpose, Parts A, B and C.1 of this form should be completed when a seizure of illegally traded rhinoceros specimens is made. If the country of origin, transit or destination cannot be determined, the completed form should be sent to the CITES Secretariat.

Parts C.1 and C.2 of this form should also be completed if samples are collected from seized rhinoceros specimens for forensic analysis. In this case, parts C.1 and C.2 should be completed and sent to the laboratory where the analysis will be conducted, together with the collected samples.

Part A

1. **Record (case, file) number:** _____
2. **Date of seizure:** _____
3. **Country of seizure:** _____
4. **Place of seizure (e.g. airport name, residential address, etc.):**

5. **Reporting agency (name and address):** _____

6. **Contact officer (name, telephone number, email, address):** _____

7. **Reason for seizure (please tick):** Illegal: Export Re-export Import
Transit Possession (Offer for) Sale Other (*specify*) _____
8. **Country of origin ³⁴:** _____

³⁴ If the country(ies) of origin, transit or destination is not known, please state **Unknown**, otherwise please state whether the country(ies) mentioned is the **Known** or **Suspected** country(ies) of origin, transit or destination.

Country(ies) of transit¹: _____

Country of final destination¹: _____

9. Means of transport (please tick): Air Land Post/Courier Sea

Other If your answer is "other", please specify: _____

10. Accompanying documentation (please tick): None Falsified Other

If your answer is "other", please specify: _____

11. Species of rhinoceros (if known): _____

12. Type of rhinoceros specimen³⁵ and quantity:

	Number of horns	Weight (kg/g)
Whole raw horn		
	Number of pieces	Weight (kg/g)
Worked horn ³⁶		
Pieces of horn		
Skin		
		Weight (kg/g)
Powdered horn		
		Weight (kg/g)
Other		

³⁵ For "Worked horn", "Powdered horn" and "Other", please provide detailed information about what was seized in Part B under **Additional information**.

³⁶ Worked horn should be interpreted to mean rhinoceros horn that has been carved, shaped or processed into a product, for example into a libation cup, jewellery, etc.

Part B

Record (case, file) number (as provided in Part A): _____

Particulars of arrested offender included below

Particulars of suspected offender included below

No information about offenders available

Other

If your answer is 'Other,' please specify: _____

Identity of person(s) involved:³⁷

a) Family name / Surname _____

b) First name (s) _____

c) Alias(es) _____

d) Sex _____

e) Nationality _____

f) Passport or ID number _____

g) Date of birth _____

h) Permanent address _____

i) Profession _____

j) Other information (telephone number, vehicle, etc.) _____

k) Subject's role in the offence, e.g. unknown, courier, dealer, etc. _____

³⁷ Please complete a separate copy of this page for each person.

Method of discovery:

Circumstances under which the seizure was made and method of discovery, e.g. a random check, a long term investigation, X-ray, house search, road check etc.

Modus operandi

Technique of concealment, type of packaging, etc.

Additional information

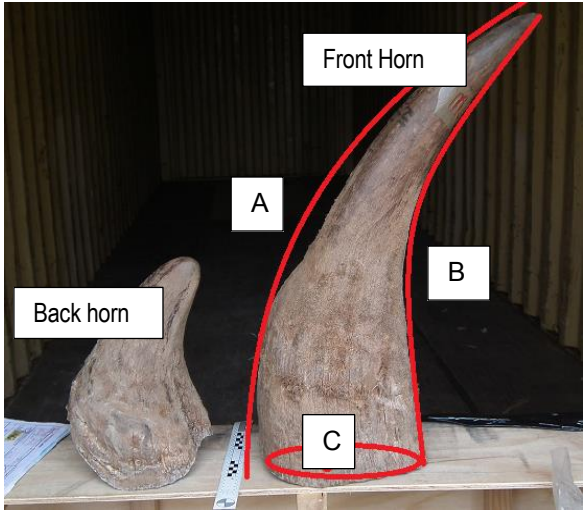
Please provide any additional information concerning the seizure deemed to be relevant, for example if there is a connection to other cases, for worked horn, what types of items were seized, e.g. libation cup, jewellery, etc.

Part C

Record (case, file) number <i>(as provided in Part A)</i>	
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- Note:**
- Please complete a separate copy of this page for each whole raw rhinoceros horn seized.
 - For worked horn, pieces of horn, skin, powdered horn or other specimens, please include as an Annex to Part C, detailed information about what was seized and, as applicable, information on the weight, length, breadth and height of each seized item.
 - Please provide information about any marks, microchip number(s), or any other relevant information about the seized specimens, where available.
 - Include a photograph of each seized rhinoceros specimen.

Part C.1

Whole Raw Horn		
	Front horn or back horn? ³⁸	
	A ³⁹ - Outer length (indicate measurement unit)	
	B - Inner length (indicate measurement unit)	
	C - Circumference base (indicate measurement unit)	
	Weight (indicate weight unit)	
	Microchip number(s) *	
	Images taken (Y/N)	

**If possible, check whether a microchip is present in the horn by using an appropriate microchip reader.*

Inspect the rhinoceros horn for any numbering that might be punched or written on it, and for any other relevant markings. Record these in detail.

Have samples been or will they be collected from any of the seized rhinoceros specimens for forensic analysis?	Yes	No
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Note:
If your answer is "Yes", please complete Part C.2 below. After completion, please make a copy of Parts C.1 and C.2 of this form. These copies should be sent together with the collected samples, to the laboratory where the analysis will be conducted.

³⁸ Please refer to the image for guidance.

³⁹ For outer length, inner length and circumference, please refer to the image for guidance.

Part C.2

Record (case, file) number <i>(as provided in Part A)</i>	
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Please provide the following:

a) Name of the laboratory to which the samples will be sent:	
b) Date of sampling	

c) Details of the officer investigating the case	
Name	
Department and designation	
Telephone number	
Email address	

d) Details of the person who collected the samples:	
Name	
Department and designation	
Telephone number	
Email address	

e) DNA sample reference number:

f) Evidence bag number:

g) Signature of the person that collected the samples:	
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TENTATIVE BUDGET AND SOURCE OF FUNDING
FOR THE IMPLEMENTATION OF DRAFT RESOLUTIONS OR DECISIONS

RHINOCEROSSES (RHINOCEROTIDAE SPP.)

In Resolution Conf. 4.6 (Rev. CoP16) on *Submission of draft resolutions, draft decisions and other documents for meetings of the Conference of the Parties*, the Conference of the Parties decides that any draft resolutions or decisions submitted for consideration at a meeting of the Conference of the Parties that have budgetary and workload implications for the Secretariat or permanent committees must contain or be accompanied by a budget for the work involved and an indication of the source of funding.

The proposed amendments to Resolution 9.14 (Rev. CoP15), directing the Secretariat to commission a report from the IUCN African and Asian Rhino Specialist Groups and TRAFFIC for each meeting of the Conference of the Parties, will have budgetary and workload implications for the Secretariat. The workload implications should be a core part of the Secretariat's work and accommodated within its regular work programme. However, the Secretariat estimates that external funding of approximately USD 50,000 will be required to commission the report required from the IUCN African and Asian Rhino Specialist Groups and TRAFFIC. At the time of writing, the Secretariat was not aware of any donor prepared to fund this activity.