

CITES World

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Convention on international Trade
in Endangered Species of Wild Fauna and Flora (CITES)

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The 92% of CITES that never gets in the news

Elephants, whales, rhinos, tigers... mention CITES, and these and many other species listed in Appendix I immediately come to mind, often with the suggestion of poaching or illegal trade. Species listed in Appendix II and traded legally rarely get into the headlines, yet these represent over 92% of the global CITES trade in wild fauna and flora – and most of the rest is in Appendix-III species. The regulatory provisions for Appendix-II species ensure that trade is not detrimental to their survival, that the specimens were obtained according to the country's wildlife protection laws and, in the case of living specimens, that risk of injury, damage to health or cruel treatment during transport is minimized. Away from the

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headlines, these provisions of Article IV of the Convention provide the basic structure for the main work of CITES.

Success in CITES invariably involves proving a negative – showing when species are not unsustainably exploited for international trade – and this is not easy to do. Instances of illegal trade, and the sad state of truly threatened species, are much easier to document, and make better news. But for CITES to be effective as a conservation tool, the regulation of trade in non-threatened species must work well and it must be seen to work well, particularly if legal CITES trade is to be considered as a form of certification or 'green labelling'.

As a 'safety net' for the provisions in Article IV regulating the vast majority of CITES trade, the Parties in 1992 adopted Resolution Conf. 8.9 (Rev.). This Resolution provides a mechanism for the Animals and Plants Committees to monitor the application of these provisions and identify problems with their implementation, and to make recommendations to Parties to address these problems. This is generally known as the Review of Significant Trade, and is the subject of this 10th edition of *CITES World*. This edition explains how the review works, and joins the Animals and Plants Committees and experts in exploring some recent examples. But ultimately CITES is about conserving biodiversity, and this edition also considers how legal, regulated CITES trade can be better integrated into national conservation plans and resource management.

Finally, the 12th meeting of the Conference of the Parties has successfully concluded in Santiago, Chile, and while we cannot package the excitement and cooperative spirit of the meeting, we can provide the outcome of proposals to amend the Appendices, once again as a detachable list for easy reference.

Stephen V. Nash

XII CONFERENCIA
DE LAS PARTES CITES
Santiago de Chile, 3 - 15 de noviembre 2002



“Significant Trade Review” – what is it?

No export permits should be issued for species included in Appendix II of CITES unless the Scientific Authority of the exporting State advises that the trade will not be detrimental to the survival of the species. These requirements are laid down formally in Article IV of the Convention.

Correct implementation of the provisions of Article IV is essential for the effectiveness of CITES. Since 1979 the Parties have been expressing concern that export permits are often granted for Appendix-II species to enter trade without the benefit of effective “non-detriment” findings. As a result, a process has evolved to ensure that the Parties can have confidence that the provisions of Article IV are being met and that any trade is sustainable. Today, both the Animals and Plants Committees of CITES have a specific mandate to identify Appendix-II species that are subject to significant levels of trade and to evaluate whether this trade could be detrimental or not.



Photo: F. Clauw

Furcifer lateralis

The mandate for the Committees to implement this process is contained in a newly adopted resolution entitled “Review of significant trade in specimens of Appendix-II specimens”, derived from the now repealed Resolution Conf. 8.9 (Rev.), “Trade in specimens of Appendix-II species taken from the wild”. The significant-trade review process is the guiding mechanism for remedial action when there is reason to believe that Appendix-II species are being traded at significant levels without adequate implementation of Article IV. The significant-trade review process, if implemented correctly, acts as a safety net by ensuring that species do not decline while they are listed on Appendix II.

The significant-trade review process for Appendix-II listed species comprises several stages. The Animals and Plants Committees rely on trade data from the CITES database held by UNEP-WCMC to first identify species that are traded at significant levels. Each Committee then uses information from the Secretariat, range States or other relevant experts to compile a list of species that are of priority concern. Range States of the species selected are notified and invited to provide comments regarding possible problems with implementing Article IV. If the relevant Committee is satisfied that Article IV is correctly implemented, the species is eliminated from the review.

In the event that the species is not eliminated from the review, the Secretariat, or a consultant engaged for this purpose, compiles and reviews information. The Secretariat or the consultant provides conclusions about the effects of international trade on the selected species. The Secretariat consults further with range States after which the Committees review all the available information and put the species into categories for action: “species of urgent concern” where data indicate that the provisions of Article IV are not being implemented; “species of possible concern” where it is unclear whether Article IV is being implemented; and “species of least concern” where trade is evidently not a problem (these are subsequently eliminated from the review).

The Animals or Plants Committee then formulates recommendations for the remaining species. For species of urgent concern, recommendations propose specific short- and long-term actions to address problems with implementing Article IV provisions. These may include administrative procedures, cautious quotas or temporary export restrictions, application of adaptive management procedures, or conducting status assessments or field studies to provide the basis for non-detriment findings. For species of possible concern, recommendations specify the information required to determine whether the species should be categorized as either of special concern or of least concern, and provide interim short- and long-term measures appropriate for the regulation of trade. Deadlines for implementation of recommended actions are normally between 90 days and two years, as appropriate to the nature of the actions to be undertaken.

The Secretariat, in consultation with the Chairman of the Animals or Plants Committee, determines whether the recommendations have been implemented and reports to the Standing

Committee. The Standing Committee then decides on appropriate action and makes recommendations to the State concerned, or to all Parties.



Photo: F. Clauw

Mantella aurantiaca

When viewed in overall terms, the significant-trade review process ensures that the Convention can achieve its objectives through a multilateral process involving a high degree of consultation and co-operation with the range States concerned. Although the significant-trade review process can result in punitive measures where there are problems with the implementation of the provisions of Article IV, including as a last resort a suspension of trade in the affected species, implicit in the implementation of the process is the fact that the species remains in Appendix-II. This allows the range State to remain in control of trade in the species concerned. Furthermore, the use of the significant-trade review process generally removes the need for importing countries to apply stricter domestic measures (such as import bans or externally-imposed export quotas for range states) on a unilateral basis. Another positive feature associated with the process is the fact that it can result in individual exporting countries being assisted to undertake field studies as well as to develop the technical and administrative capacity necessary to implement the requirements of Article IV if these are lacking.

The Secretariat

Queen conch and the Review of Significant Trade

The queen conch *Strombus gigas* is one of the most important fishery resources in the Caribbean, both in terms of annual landings and with regard to its socio-economic importance, and the fishery's annual wholesale value has been estimated at USD 60 million. It also provides an important source of income for local communities and has created thousands of jobs. It is mainly harvested for its white tasty meat. The shells are sold as curios and tourist souvenirs and enter international trade, but are largely considered a by-product of the meat trade.

The United States of America is the largest consumer of queen conch meat, importing between 2,000-2,500 tonnes annually, equivalent to 75-95 per cent of the total annual exports recorded in international trade. The European Union (EU) is the second largest importer, with the French Overseas Departments of Martinique and Guadeloupe being the largest consumers within the EU.

Available landing figures from the late 1990s indicate that a total of up to 6,500 tonnes of queen conch meat was landed annually. However, the overall harvest is likely to be significantly greater owing to the high levels of illegal and unreported fishing and to queen conch taken as bait. The highest landings are reported from the Dominican Republic, Honduras and Jamaica, with each country declaring annual harvests of around 1,000 tonnes of meat. Other important producers are the Bahamas and the Turks and Caicos Islands, landing up to 680 tonnes and 780 tonnes respectively. The majority of these landings are destined for export, but in some countries local consumption can also be significant and greatly exceed exports, e.g. in the Bahamas and the Dominican Republic.

In recent years high levels of illegal fishing have been reported from various fishing grounds in the region. For example, considerable concerns have been raised regarding large landings declared by the Dominican Republic and Honduras. Anecdotal information suggests that a considerable amount of meat landed may in fact originate from Queen Conch stocks under the jurisdiction of other States.



At its 17th meeting in August 2001, the Animals Committee decided to reintroduce the queen conch into the Review of Significant Trade. Already the results of the first review undertaken in 1995 showed that several populations were severely affected by over-harvest, and it was concluded that local queen conch stocks and hence the commercial fisheries were threatened. These results and the evidence of illegal trade in queen conch products demonstrated the need for more effective management programmes and trade controls. Consequently, one of the Animals Committee's primary recommendations was to encourage the development of a regional management strategy for the species.



Photo: Stephanie Theile, TRAFFIC Europe

Most Queen Conch meat landed in Jamaica is destined for export.

The first review played a valuable role in encouraging efforts to improve management of the queen conch fisheries at national and regional levels, and to assist Parties in improving CITES compliance. However, five years after the Animals Committee formulated its primary recommendations, many range States are still facing difficulties in implementing and enforcing the provisions of CITES for the species. For example, the requirement to make 'non-detriment' findings may yet not be adequately met by all Parties.

The first review also resulted in a recommendation made in 1999 to suspend imports of queen conch from Antigua and Barbuda, Barbados, Dominica, St. Lucia, and Trinidad and Tobago, because the Parties failed to respond to the Animals Committee's recommendations. Since March 2002, the recommendation has been withdrawn for St. Lucia after the country provided sufficient information in response to the Animals Committee's request, and it is hoped that the other four countries will soon be in a similar position.

To assist range States in achieving a regional management approach, the CITES Secretariat initiated in 2001 a project aiming to develop a model management strategy for queen conch. TRAFFIC Europe undertook the first phase of the project and examined the current status of the fishery for an overview of the management practices in place in the different countries.

In 2002, TRAFFIC Europe, in cooperation with IUCN/SSC and other experts, has been compiling and analysing information on the biological and trade status of the species and circulated a draft report to all range States and various experts with a request for their review and comments. Once completed the report will assist the Animals Committee in formulating recommendations to help range States to improve the management of the species and comply with Article IV of CITES. It is also hoped that this second review will encourage range States to develop a regional management strategy for the species, thereby ensuring the sustainability of this important resource and the fishery that depends on it.

Stephanie Theile
TRAFFIC Europe

Chameleons and the Review of Significant Trade

Chameleons are distributed all over mainland Africa and Madagascar, Arabia and eastward in southern Asia to India and Sri Lanka. One species occurs in some places in southern Europe, but so far it has not been established beyond doubt whether these are natural populations or have been introduced. Species formerly included in the genus *Chamaeleo*, now split into *Chamaeleo*, *Bradypodion*, *Furcifer* and *Calumma*, have been included in the CITES Appendices since 1977.

Chameleons as a group are easy to identify because of their extreme adaptations to an arboreal way of life. Their hands and feet are modified into very efficient grasping organs, and they have prehensile tails (some dwarf chameleons have diverted from the arboreal way of life, have a tail that is no longer prehensile, and inhabit the forest floor; these dwarf chameleons are not covered by CITES).

The eyes are bulging, mostly covered with skin and can move independently in all directions, thus enabling good binocular vision when focussing on a prospective prey. Another well-known characteristic of chameleons is their ability to change colour, either as a reaction to temperature and humidity, in reaction to other chameleons, or as an adaptation to the surroundings.

Chameleons may show all kinds of adornments to head and body, like crests, ear-flaps, tubercles, horns and sail-like structures on the body and tail, and they may vary in size from a few centimetres to about 60 cm for some giant species in Madagascar. Considering all these characters, it is not surprising that terrarium keepers have long been attracted to these strange lizards.

There are several areas where the number of species of chameleons is particularly high. Most evident among these areas are Cameroon, eastern Africa and Madagascar. In the early 1990s the Animals Committee, under the Review of Significant Trade, started to look into the trade of these lizards from Madagascar and came to the conclusion that this trade was not sustainable. It advised the Standing Committee to recommend stopping the trade in most species from that island, with the exception of four species (*Furcifer lateralis*, *F. oustaleti*, *F. pardalis* and *F. verrucosus*) which were widely distributed, known to have large populations and could probably support a certain level of trade. These four species in the past few years were traded on a regular basis, but illegal trade in other Malagasy species continued, among others to the Netherlands where confiscations involving hundreds of specimens were made a few years ago.

As a result of the partial closure of Malagasy trade in chameleons, other countries surfaced as main providers of chameleons for the pet trade. This concerned mainly the United Republic of Tanzania, but also Cameroon, Mozambique and to a lesser degree the Comores.

The United Republic of Tanzania has 33 species of chameleons, and in the past decade has emerged as an important exporter of many species. This richness in chameleon species is due to the varied habitats available in the United Republic of Tanzania, ranging from dry lowland savannah to moist evergreen forest on several isolated mountains and mountain ranges. When a small delegation of the Animals Committee (AC) in 1998 visited the United Republic of Tanzania

in connection with the breeding programmes for tortoises in that country, the delegation also visited one establishment in Arusha that specialized in exporting chameleons. It became clear that here the same misunderstanding of the terms bred in captivity, ranched and farmed existed as in other sectors of the animal trade in this country (and other countries for that matter). It turned out that chameleons were collected in the wild and that pregnant females were kept separate until they had given birth to a litter of young (most species in the United Republic of Tanzania are ovoviviparous). These young were then fed for a short time before being exported with source



Furcifer pardalis

Photo: F. Glaw

code 'C' (bred in captivity) or 'R'(ranched) The members of the AC explained to the exporter and to the Tanzanian authorities that these specimens could not be considered 'C'

according to the definition of that source code in CITES, but should be considered as 'W' (wild). Since then Tanzania has maintained a separate quota for these captive born wild specimens, which they report as F1 (as defined in Resolution Conf. 10.2 (Rev.) under source code 'F') for several species.

Some Tanzanian species (*Chamaeles jacksoni* and *Bradypodion fischeri*) have also been the subject of the AC Review of the Significant Trade under Res. Conf. 8.9 (Rev.), but following inquiries by the Secretariat and answers from the United Republic of Tanzania, the Standing Committee at its 45th meeting decided that no further action was required provided the quota for these species remained at the 2001 level (500 and 3,000 specimens respectively).

Some West-African species (*Chamaeles gracilis* and *C. senegalensis*) in countries like Benin, Ghana and Togo are subject to trade in large numbers, mostly from ranching operations, and these have been reviewed by the Animals Committee under the Review of the Significant Trade. The review uncovered more misunderstandings about the use of source codes 'C', 'R' and 'F'.

Trade in chameleons will be closely monitored by the Animals Committee in coming years, in order to ensure that the trade in these attractive lizards remains sustainable and does not jeopardize wild populations or species.

Dr. M.S. Hoogmoed
Chairman of the CITES Animals Committee

Significant trade in medicinal plants

An estimated 35,000 species of plants are used for medicinal purposes worldwide, constituting the biggest spectrum of biodiversity used by people. Uncontrolled national exploitation of medicinal plants has often led to a significant decrease in the population size of many species. However demand and consumption are also often outside the countries of origin and many species are therefore traded internationally.



Photo: Copyright BfN

Whole dried branches of *Adonis vernalis*
(Spring adonis)

In November 1994, the Conference of the Parties decided at its ninth meeting to review the trade in CITES-listed medicinal and aromatic plant species. In January 1996, the Standing Committee approved a project proposal on trade in medicinal plants, which was subsequently carried out by the German CITES Scientific Authority in cooperation with the TRAFFIC Network. The German Federal Ministry for the Environment, Nature Conservation and Nuclear Safety provided funds for this study.

After an extensive international review involving many experts, a draft report was presented at the ninth meeting of the CITES Plants Committee (PC9, Darwin, Australia, June 1999). After this meeting, the report was revised in the light of additional information received. The final report and its recommendations was adopted at PC10 (Shepherdstown, United States of America, December 2000).

The main objectives of this study were to analyse the volumes and structure of the international trade in CITES-listed medicinal and aromatic plants, and to draft recommendations for an adequate implementation of CITES in countries of export and import. The study was mainly based on CITES

trade statistics obtained from the CITES Trade Database covering the years 1975-1997, and information provided by the TRAFFIC Network.

About 21,000 plant species, most of them orchid and cactus species, are included in the CITES Appendices. Of those, only 17 species were explicitly added to the Appendices because of the trade for medicinal products thereof. While these taxa have been specifically included in Appendix II owing to their potential over-exploitation for medicinal purposes, other species have entered this Appendix through the listing of whole families such as orchids or tree ferns. The number of species of medicinal plants included in the Appendices is therefore difficult to assess. In particular many orchids are used for medicinal purposes, many of them only locally, but others are traded internationally. Identifying the total number of CITES-listed medicinal plants has resulted in a draft list of more than 200 species, comprising mainly taxa listed in Appendix II.

From this list several species have been proposed for inclusion in a Review of Significant Trade. These are *Aloe ferox*, *Aquilaria malaccensis*, *Bletilla striata*, *Cibotium barometz*, *Dendrobium* spp., *Dioscorea deltoidea*, *Gastrodia elata*, *Guaiaacum officinale*, *G. sanctum*, *Panax quinquefolius*, *Podophyllum hexandrum*, *Prunus africana*, *Pterocarpus santalinus*, *Rauvolfia serpentina*, *Saussurea costus* (Appendix I) and *Taxus wallichiana*. These taxa were selected on the basis of known or inferred significant international trade in specimens, parts or derivatives. *Hydrastis canadensis*, *Nardostachys grandiflora*, *Picrorhiza kurrooa*, *Adonis vernalis*, *Cistanche deserticola* and *Panax ginseng* were only included in Appendix II at CoP10 in 1997 and trade data are as yet insufficient for inclusion in the review at this time.



Photo: Copyright BfN

Dried rootstocks of *Gastrodia elata* (Gastrodia) are thinly sliced before use.

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Proposals for amendment of Appendices I and II

Results

Twelfth meeting of the Conference of the Parties
3 to 15 November 2002, Santiago (Chile)



No.	Proponent	Proposal	Result
1	Switzerland	Amendment of Annotation °607 to exclude from the Convention synthetically derived DNA that does not contain any part of the original; urine and faeces; synthetically produced medicines and other pharmaceutical products such as vaccines that do not contain any part of the original genetic material from which they are derived; and fossils	Withdrawn
FAUNA			
2	Switzerland	Annotation to exclude colour morphs produced by captive breeding	Rejected as amended (vote 21/31)
3	Georgia	Black Sea bottlenose dolphin <i>Tursiops truncatus ponticus</i> Transfer from Appendix II to Appendix I	Accepted as amended to retain in Appendix-II with zero export quota for live specimens from the Black Sea population of <i>Tursiops truncatus</i> removed from the wild and traded for primarily commercial purposes. (vote 86/26, 10 abstentions)
4	Japan	Minke whale <i>Balaenoptera acutorostrata</i> Transfer from Appendix I to Appendix II of northern hemisphere populations (except the Yellow Sea, East China Sea and Sea of Japan populations), with annotation *	Rejected in Committee I (vote 54/41, 5 abstentions) and in Plenary as amended (Okhotsk Sea-West Pacific stock only) (vote 53/66, 5 abstentions)
5	Japan	Bryde's whale <i>Balaenoptera edeni</i> Transfer from Appendix I to Appendix II of the western North Pacific population, with annotation *	Rejected (vote 43/63, 3 abstentions)
6	Botswana	African elephant <i>Loxodonta africana</i> Amendment of annotation °604 *	Accepted as amended (vote 59/26, 21 abstentions)
7	Namibia	African elephant <i>Loxodonta africana</i> Amendment of annotation °604 *	Accepted as amended (vote 65/28, 22 abstentions)
8	South Africa	African elephant <i>Loxodonta africana</i> Amendment of annotation °604 *	Accepted as amended (vote 64/24, 25 abstentions)
9	Zambia	African elephant <i>Loxodonta africana</i> Transfer of the Zambian population from Appendix I to Appendix II for the purpose of allowing trade in raw ivory under a quota of 17,000 kg of whole tusks obtained from management operations; and live sales under special circumstances	Rejected (vote 57/54, 7 abstentions)
10	Zimbabwe	African elephant <i>Loxodonta africana</i> Amendment of annotation °604 *	Rejected (vote 60/45, 10 abstentions)
11	India, Kenya	African elephant <i>Loxodonta africana</i> Transfer to Appendix I of populations currently included in Appendix II	Withdrawn

No.	Proponent	Proposal	Result
12	Argentina	<i>Vicuna Vicugna vicugna</i> Transfer from Appendix I to Appendix II of the population of the province of Catamarca	Accepted by consensus
13	Bolivia	<i>Vicuna Vicugna vicugna</i> Transfer to Appendix II of the populations of Bolivia that are in Appendix I	Accepted by consensus
14	Chile	<i>Vicuna Vicugna vicugna</i> Transfer from Appendix I to Appendix II of the population of the <i>Primera Región</i> of Chile	Accepted by consensus
15	Chile	<i>Lesser rhea Rhea pennata pennata</i> Transfer from Appendix I to Appendix II of the Chilean population	Accepted by consensus
16	Costa Rica	<i>Yellow-naped parrot Amazona auropalliata</i> Transfer from Appendix II to Appendix I	Accepted by consensus
17	Mexico	<i>Yellow-headed parrot Amazona oratrix</i> Transfer from Appendix II to Appendix I	Accepted by consensus
18	Germany	<i>Blue-headed macaw Ara couloni</i> Transfer from Appendix II to Appendix I	Accepted by consensus
19	South Africa	<i>Cape parrot Poicephalus robustus</i> Transfer of the South African population from Appendix II to Appendix I	Withdrawn
20	China, United States of America	<i>Big-headed turtle Platysternon megacephalum</i> Inclusion in Appendix II	Accepted by consensus
21	China, Germany,	<i>Annam pond turtle Annamemys annamensis</i> Inclusion in Appendix II	Accepted by consensus
22	China, Germany	<i>Heosemys</i> spp. Inclusion in Appendix II	Accepted as amended, to refer to <i>Heosemys depressa</i> , <i>H. grandis</i> , <i>H. leytensis</i> , and <i>H. spinosa</i> (and not <i>Heosemys</i> spp.), by consensus
23	China, United States of America	<i>Yellow-headed temple turtle Hieremys annandalii</i> Inclusion in Appendix II	Accepted by consensus
24	India, United States of America	<i>Kachuga</i> spp (except <i>K. tecta</i>) Inclusion in Appendix II	Accepted by consensus
25	China, Germany	<i>Sulawesi forest turtle Leucocephalon yuwonoi</i> Inclusion in Appendix II	Accepted by consensus
26	China, United States of America	<i>Yellow pond turtle Mauremys mutica</i> Inclusion in Appendix II	Accepted by consensus
27	China, Germany	<i>Malaysian giant turtle Orlitia borneensis</i> Inclusion in Appendix II	Accepted by consensus

No.	Proponent	Proposal	Result
28	China, United States of America	Keeled box turtle <i>Pyxidea mouhotii</i> Inclusion in Appendix II	Accepted by consensus
29	China, United States of America	Black marsh turtle <i>Siebenrockiella crassicollis</i> Inclusion in Appendix II	Accepted by consensus
30	Cuba	Hawksbill turtle <i>Eretmochelys imbricata</i> Transfer of the population in Cuban waters from Appendix I to Appendix II, for the exclusive purpose of exporting 7,800 kg of shell plates, with annotation *	Withdrawn before CoP12
31	China, United States of America	Chitra spp. Inclusion in Appendix II	Accepted by consensus
32	China, United States of America	Giant softshell turtles <i>Pelochelys</i> spp. Inclusion in Appendix II	Accepted by consensus
33	New Zealand	Hoplodactylus spp. and Naultinus spp. Inclusion in Appendix II	Rejected (vote 30/39, 26 abstentions)
34	United States of America	Orange-throated whiptail lizard <i>Cnemidophorus hyperythrus</i> Deletion from Appendix II	Accepted by consensus
35	India, the Philippines	Whale shark <i>Rhincodon typus</i> Inclusion in Appendix II	Accepted (vote 81/37, 3 abstentions)
36	United Kingdom of Great Britain and Northern Ireland	Basking shark <i>Cetorhinus maximus</i> Inclusion in Appendix II	Accepted (vote 82/36, 3 abstentions)
37	United States of America	Seahorses <i>Hippocampus</i> spp. Inclusion in Appendix II	Accepted as amended, to become effective on 15 May 2004 (vote 75/24, 19 abstentions)
38	United States of America	Humphead wrasse <i>Cheilinus undulatus</i> Inclusion in Appendix II	Rejected (vote 65/42, 5 abstentions)
39	Australia	Patagonian toothfish <i>Dissostichus eleginoides</i> , Antarctic toothfish <i>D. mawsonii</i> Inclusion in Appendix II, with annotation *	Withdrawn
40	Germany	Sri Lankan rose <i>Atrophaneura jophon</i> , and <i>A. pandiyana</i> Inclusion in Appendix II	Accepted (vote 58/14, 28 abstentions)
41	Germany	Papilio aristophontes , <i>P. nireus</i> and <i>P. sosia</i> Inclusion in Appendix II	Withdrawn
FLORA			
42	Argentina	Monkey puzzle tree <i>Araucaria araucana</i> Inclusion in Appendix I (all populations)	Accepted by consensus

No.	Proponent	Proposal	Result
43	Switzerland	All CACTACEAE taxa listed in Appendix II Amendment of the text of the annotation °608 that refers to artificially propagated specimens (cultivars) of <i>Gymnocalycium mihanovichii</i> forms lacking chlorophyll *	Accepted by consensus
44	Switzerland	Opuntioideae spp. Deletion from Appendix II	Withdrawn
45	Switzerland	Pereskioideae spp., <i>Peresklopsis</i> spp. and <i>Quiabentia</i> spp. Deletion from Appendix II	Withdrawn
46	United States of America	<i>Sclerocactus nyensis</i> Transfer from Appendix II to Appendix I	Accepted by consensus
47	United States of America	Blaine's pincushion <i>Sclerocactus spinosior</i> ssp. <i>blainei</i> Transfer from Appendix II to Appendix I	Withdrawn
48	United States of America	Santa Barbara Island dudleya <i>Dudleya traskiae</i> Transfer from Appendix I to Appendix II	Accepted by consensus
49	South Africa	<i>Aloe thorncroftii</i> Transfer from Appendix I to Appendix II	Accepted by consensus
50	Nicaragua	Bigleaf mahogany <i>Swietenia macrophylla</i> Inclusion in Appendix II of the neotropical populations, including logs, sawn wood and veneer sheets	Accepted as amended, to become effective on 15 November 2003 (vote 68/30, 14 abstentions)
51	United States of America	Annotation of Orchidaceae in Appendix II, to exclude artificially propagated specimens of hybrids within the genera <i>Cattleya</i> , <i>Cymbidium</i> , <i>Dendrobium</i> (<i>phalaenopsis</i> and <i>nobile</i> types only), <i>Oncidium</i> , <i>Phalaenopsis</i> and <i>Vanda</i> , including their intergeneric hybrids	Accepted as amended for hybrids within the genus <i>Phalaenopsis</i> only (vote 48/20, 45 abstentions)
52	China	<i>Cistanche deserticola</i> Deletion of the annotation to <i>Cistanche deserticola</i> in Appendix II	Accepted by consensus
53	United States of America	Maguire's bitter-root <i>Lewisia maguirei</i> Deletion from Appendix II	Accepted by consensus
54	Germany	Lignum vitae <i>Guaiaacum</i> spp. Inclusion in Appendix II of all parts and derivatives, including wood, bark and extract.	Accepted as amended to replace the proposed annotation with existing Annotation #2, by consensus

Madagascar Proposals

No.	Proponent	Proposal	Result
FAUNA			
55	Madagascar	<i>Pyxis planicauda</i> Transfer from Appendix II to Appendix I	Accepted by consensus
56	Madagascar	<i>Brookesia perarmata</i> Inclusion in Appendix I	Accepted by consensus
57	Madagascar	<i>Brookesia</i> spp. (except <i>B. perarmata</i>) Inclusion in Appendix II except for <i>Brookesia perarmata</i>	Accepted by consensus
58	Madagascar	<i>Scaphiophryne gottlebei</i> , <i>S. madagascariensis</i> , <i>S. marmorata</i> and <i>S. pustulosa</i> Inclusion in Appendix II	Accepted by consensus as amended (<i>Scaphiophryne gottlebei</i> only in Appendix II)
FLORA			
59	Madagascar	<i>Aerangis alata</i> / <i>Aerangis platyphylla</i> Transfer from Appendix II to Appendix I	Accepted by consensus
60	Madagascar	<i>Beccariophoenix madagascariensis</i> , <i>Lemurophoenix halleuxii</i> , <i>Marojejya darianii</i> , <i>Ravenea rivularis</i> , <i>R. louvelii</i> , <i>Satranala decussilvae</i> and <i>Voanioala gerardii</i> Inclusion in Appendix II	Accepted by consensus

* For details of the relevant annotations, please consult our website www.cites.org

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For many of the target taxa the utilization for medicinal purposes is only one of various uses. Only *Gastrodia elata*, *Podophyllum hexandrum* and *Rauvolfia serpentina* have been found to be exclusively used for medicinal purposes. CITES-listed medicinal plants are predominantly traded as roots and rhizomes. Only in a few cases wood and bark are the major commodities. A number of taxa are traded also as extracts. Primary extracts are quite easy to produce and there is a growing tendency to do this processing already in the country of origin, prior to export. Although the manufacturing of value-added products in the resource countries is welcome from a development perspective, it clearly makes CITES monitoring and control of trade even more difficult than it already is for raw products.

The results of the study confirm that reporting on medicinal plant species included in the CITES Appendices is generally poor in importing and exporting countries. In those cases where Customs statistics are available, they usually do not correlate with the CITES annual report data. Trade in CITES species is least recorded for the more processed products. Customs authorities are in many cases not able to identify the processed material as being derived from CITES species. There is an urgent need for the preparation of identification sheets for all significantly-traded medicinal plants.



Photo: Copyright BfN

Hardened extract from the bark of *Prunus africana* (red stinkwood).

In many species, above all the medicinally-used species in the genus *Dendrobium*, the trade for medicinal purposes cannot be separated from the trade for horticultural purposes. It would be helpful to amend the list of trade purposes with a denomination that clearly marks the medicinal purpose of a consignment.

The complexity of the trade in CITES-listed medicinal plants has resulted in a wide array of terms which are used to describe the commodities

in trade. Many of them are ill-defined (e.g. 'extract' vs. 'derivatives') or redundant ('cartons' vs. 'boxes'). This situation hinders a meaningful and complete analysis of the data. Units need to be selected in a way to enable assessment of the amount of plant material or number of specimens that were used for the consignment in question. Meaningless units like 'boxes' or 'bottles' should be replaced by weight or volume units.

The findings of the study allow a priority ranking for the taxa investigated. Taxa with highest priority for CITES action are *Aquilaria malaccensis* and *Prunus africana* for which significant trade with detrimental impacts in a range of exporting countries occurs in combination with insufficient CITES reporting. *Dioscorea deltoidea* and *Pterocarpus santalinus* have also been regarded as priorities mainly because their high threat status is combined with a lack of knowledge on levels of international trade. *Aloe ferox* and *Panax quinquefolius* rank lowest because national resource management and CITES implementation are believed to have resulted in a stable situation for the species.

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Making CITES work in support of national biodiversity conservation

Most countries have already established, or are in the process of establishing national biodiversity conservation strategies aimed at the maintenance of biodiversity at national level. This approach has also been incorporated in, and is supported through, a number of important international agreements such as the Convention on Biological Diversity (CBD) and the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES). Both of these agreements make provision for the sustainable use of natural resources, and provide guidance for the management and use of wildlife resources and international trade according to this principle.

Biodiversity conservation and wildlife management at national level typically require the



involvement of various agencies, with specific mandates provided to those agencies responsible for the implementation of international agreements. It is important to recognize that a wide and complex range of principles, rules and requirements have been established through national legislation and the relevant international agreements, some of which are highly specific and detailed, and present an ever-increasing challenge to implementing agencies. Some countries regard the requirements concerning resource management that have been established through international agreements in particular as an extra burden that may not contribute sufficiently to their biodiversity objectives. In some cases, however, these requirements make up for deficiencies in national legislation, establish a standardized approach that may be particularly valuable in the management of trans-national or shared resources, and provide powerful incentives for rational management of natural resources.

legislation. As a consequence, the conservation value of CITES at national level may not be immediately apparent and thus not fully exploited. The ideal situation would be where CITES implementation is fully integrated into national conservation plans and management, where the CITES Authorities are part of the institutional structure charged with national biodiversity management, and where the implementation of CITES provisions concerning international trade is done as a part of general conservation management.

CITES can contribute significantly to biodiversity conservation by providing specific requirements and procedures to ensure the sustainable harvest of wildlife populations for international trade. Even though international trade is only one component of the use of such resources. Defining the sustainability of use is problematic, but the guiding



Photo: Frank Manno

Morelia viridis (green tree python)

The challenge of implementing international agreements such as CITES can best be overcome by integrating the requirements and processes imposed by such agreements as much as possible into national biodiversity conservation management. This may not be the case at present in some countries, as the responsibility for CITES implementation rests with agencies that are otherwise not directly involved in biodiversity conservation, and policies and legislation relating to CITES implementation do not always form part of national biodiversity conservation policies and

principles concerning this issue are being considered by the CBD and may serve as a starting point in CITES as well. A conservation management regime for the production of specimens for international trade that satisfies these guiding principles will in all likelihood prevent the loss of biodiversity or unsustainable use of a particular species or population.

The principal requirement of managing wildlife resources for international trade in the context of CITES is that exports should not be detrimental to the survival of the species in the wild [Article IV 2a)



for Appendix-II species]. In current terms, this requirement can be stated that the harvesting of such species for export should be sustainable. The authority responsible for the conservation of wildlife resources at national level therefore has to ensure that this requirement is fulfilled for CITES-listed species. This requirement applies primarily to trade in Appendix-II species, but indirectly also to all forms of use of a particular species, which in most cases are more diverse than harvesting for export purposes.

The two main causes of unsustainable trade in Appendix-II species are inadequately managed legal trade, and unauthorized or illegal trade occurring parallel to legal trade. When a significant level of illegal trade in Appendix-II species occurs in parallel with legal trade, the causes may be administrative (permits being difficult or expensive to obtain) or related to inadequate national legislation, enforcement and regulation of trade (e.g. trade in wild-caught specimens as captive-bred specimens to avoid quota limits). When trade authorized within the parameters of national legislation in Appendix-II species is unsustainable, the causes are typically that inadequate scientific information was available on the wild population and that the authorized level of offtakes was set too high, inadequate planning took place, or monitoring of the wild population to determine the impact of harvesting for trade was inaccurate or absent.

When trade has been shown to be unsustainable, CITES provides for a number of corrective mechanisms, for instance quotas to limit the export level can be established by the Party concerned in response to a recommendation of the Secretariat or through a decision of the Conference of the Parties; or trade in those species can be reviewed by the Animals or Plants Committees through their Review of Significant Trade, which may lead to a range of recommendations regarding status surveys, non-detriment findings, quota setting and the regulation of trade. Non-compliance with these recommendations may lead to trade suspensions and the species can even be transferred to Appendix-I to halt all commercial trade.

The goal of all CITES Authorities should be to manage offtakes of Appendix-II species and subsequent exports to prevent unsustainable trade and thus to avoid any of the three measures outlined above.

Dr. Malan Lindeque
CITES Secretariat

A new approach: Country-based Significant Trade Reviews

Over the years, it became apparent that some Parties were either not able to respond effectively to the species-specific recommendations made by the Animals Committee pursuant to Resolution Conf. 8.9 (Rev.) on Trade in specimens of Appendix-II species from the wild, or did not apply the corrective measures recommended by the Animals Committee for one species to others requiring similar attention. In some instances, this resulted in the Animals Committee identifying one species after the other as being subject to potentially problematic levels of trade in the same country. But the actions taken for individual species did not necessarily result in an overall improved capacity in that country to implement the provisions of the Convention related to the export of wildlife.

The Secretariat brought this concern to the attention of the Animals and Plants Committees, which agreed in 2001 to undertake a country-based approach to reviewing significant trade on a trial basis. The aim of this new, experimental way of using the significant trade review is to establish a broader and more cost-effective approach concerning the implementation of Article IV at the national level rather than at a species-specific level. Under the provisions of the relevant resolution, it is possible to include in the Review of Significant Trade of a particular country species that have previously been reviewed as well as species exported from that country that have not previously been reviewed.

A number of criteria were agreed upon by the Committees to identify countries that warranted a country-based Review of Significant Trade. These should be Parties that have a significant overall level of trade in specimens of Appendix-II species. Furthermore, these Parties should have been subject to recommendations for several species and for which there continues to be a justifiable concern over the implementation of Article IV concerning exports. They should have experienced problems in establishing and implementing export quotas, in addressing recommendations made by the Committee in accordance with Resolution Conf. 8.9 (Rev.) and in monitoring trade and meeting CITES reporting requirements; they should have failed to adopt adequate legislation to implement CITES and/or experience problems with the



enforcement of legislation (e.g. persistent illegal trade); and have remained subject to various trade suspensions recommended by the Standing Committee.



Photo: Bertrand von Arn

Pachypodium decaryi

General terms of reference lay out the way in which a country-based Review of Significant Trade is to be conducted. The first step in the review is an overview of trends in trade in species listed in Appendix II from the Party concerned, previous actions by its CITES authorities, recommendations of the Animals and Standing Committees, current concerns about compliance with the provisions of Article IV, institutional and administrative arrangements related to implementation of Article IV for exports of Appendix-II species, and the effectiveness of relevant national legislation and its implementation. The findings are then used to develop in close cooperation with the Secretariat a functional and generic model for effective implementation of Article IV for the export of Appendix-II species that can be recommended by the Committees to the Party concerned. There is broad agreement that such an implementation guide should as far as possible be appropriate to and compatible with the institutional and legal framework of the Party concerned, but that where necessary it should provide requirements for improved management capacity, institutional strengthening or legislative improvements. The review should also be used to identify the resources required by the Party concerned to implement CITES and to obtain donor support.

The first country that was selected for this type of review was Madagascar, and a programme of work to be implemented in close cooperation with the country's Management and Scientific Authorities of Madagascar was established. The programme should have been conducted throughout 2002 but was interrupted for some time due to difficult working conditions in Madagascar. It should however start up again in the course of 2003.

In consultation with the CITES Authorities of Madagascar and the Secretariat, a functional model or guideline for effectively managing export of in Appendix-II species for Madagascar will be developed, consisting of an implementation plan outlining the appropriate sequence of events and the respective responsibilities of the CITES Management and Scientific Authorities of Madagascar. This should address all key aspects of managing exports of Appendix-II species and implementing Article IV, i.e. the assessment of population status, the identification of gaps in information, sources of information to underpin non-detriment findings, the process of making non-detriment findings, quota setting, the supervision of different production systems (e.g. wild harvesting, ranching, and captive breeding), the issuance of export documents, monitoring of trade, compilation of trade data, and the production of annual and other CITES reports, as required from CITES Management and Scientific Authorities.

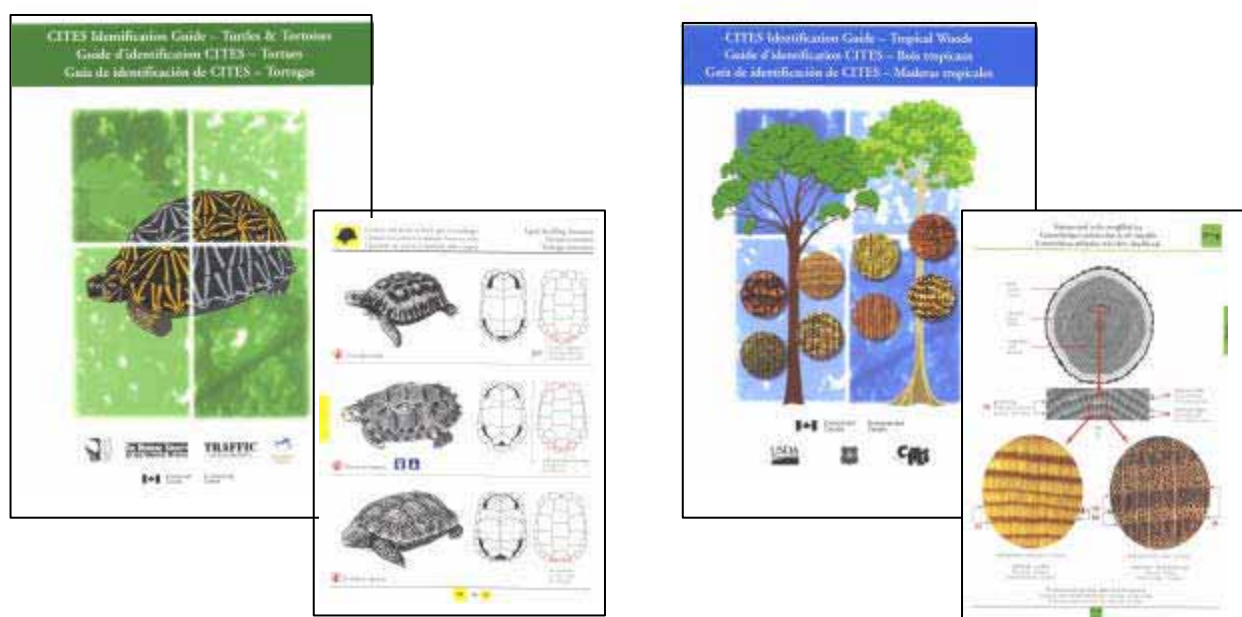
Tom De Meulenaer
CITES Secretariat



The elephant-shaped CITES logo has been in use since the third meeting of the Conference of the Parties (New Delhi, 1981), where it first appeared at the meeting and on the proposed harmonized CITES permit. This logo, one of the world's most recognized conservation symbols, was the brainchild of Mr Patrick Virolle, IUCN's graphic artist at that time. He produced the logo at the request of Dr Peter Dollinger, then the chair of the Identification Manual committee. It is with sadness that the Secretariat has learned that Mr Virolle passed away in August 2002 in his native France. The Secretariat wishes to express its gratitude for the creation of this symbol.

New CITES identification guides for turtles and tortoises and tropical woods

Environment Canada has produced two more excellent manuals as part of their *CITES Identification Guide* series. The turtle and tortoise guide is published with the collaboration of the CITES Secretariat, TRAFFIC North America, the Commission for Environmental Cooperation (CEC), the Biodiversity Convention Office, and Environment Canada. Distribution of this guide is supported by the Humane Society of the United States. The tropical woods guide is published with the collaboration of the CITES Secretariat, the Animal and Plant Health Inspection Service, USDA, and the Forest Service, USDA. These guides provide, in the three working languages of the Convention, the means to identify specimens and products thereof that are in trade, and are designed to be used by any CITES enforcement officer, from beginner to expert.



Departure from the Secretariat

Edwige Graser retired from the CITES Secretariat in September 2002, after 16 years with CITES.

Edwige joined the Secretariat when it was located in Lausanne. She saw the Secretariat grow from its small beginnings to its current work force of 27 persons. Over that period, the number of signatory Parties to the Convention has doubled from 83 Parties in 1986 to the current figure of 160 Parties. During that time Edwige served as secretary or personal assistant to various professional staff and she developed a broad knowledge of the Convention. For the past five years she worked as the Personal Secretary to the Deputy Secretary General.

Fluent in English, French, Spanish and German her language skills have always assisted her in her interactions with the CITES Parties, which she very much enjoyed. Always the 'Proper Swiss Lady', she nevertheless enjoyed dropping in for a glass of white wine during Friday evening winetime and she loved being invited to the mid-week lunch with staff at the local Auberge.

Edwige's friends at the Secretariat will miss her smiling face and her Swiss humour. We all wish Edwige a restful and enjoyable retirement.

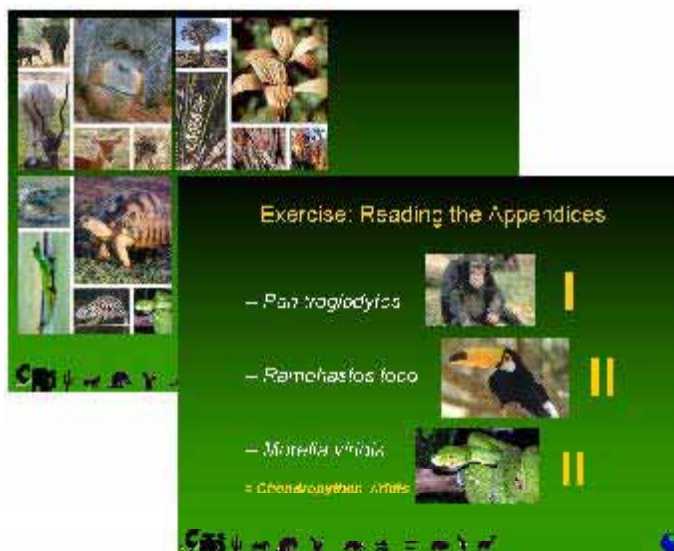


CITES training card

During the 12th meeting of the Conference of the Parties, the Capacity-Building Unit of the Secretariat distributed a business-card-sized CD-ROM with 15 PowerPoint presentations, each in English, French and Spanish. Each of the presentations deal with a particular aspect of CITES, such as the definitions of CITES terms special provisions, permit issuance, etc. These presentations are based on the ones developed by the Secretariat in the past two years for use in its training programme.

In the coming months these presentations will be updated and several will be added to the current package, together with explanatory notes. These will again be available on CD Rom, together with the latest Appendices and with the Resolutions and Decisions in force since CoP12. The presentations will then also be available from on the CITES website.

By making these presentations widely available, the Secretariat aims to facilitate capacity building on CITES implementation in all Parties.



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If you would like to submit an article, or make suggestions or comments, please contact the Capacity-Building Unit.

Although every attempt is made to ensure the accuracy of the articles, the opinions expressed are those of the individual authors. The designations of geographic entities do not imply the expression of an opinion from the CITES Secretariat concerning the legal status of any country, territory, or area, or of its frontiers and borders.