

Interpretation and Implementation of the Convention

Trade in and Conservation of Rhinoceroses

IMPLEMENTATION OF RESOLUTION CONF. 9.14

1. This document has been prepared by the Secretariat.

Introduction

2. Decision 15. of the Conference of the Parties adopted at its ninth meeting (Forth Lauderdale, 1994) and directed to the Secretariat states that the implementation of Resolution Conf. 9.14 shall be facilitated and progress shall be reported at the 10th meeting of the Conference. The present report is submitted in fulfilment of this obligation.
3. Because of a very full programme at its 37th meeting, the Standing Committee was not able to discuss in detail the Secretariat's report on the above-mentioned subject. Therefore, the present report includes most of the information contained in that report.
4. The Secretariat wishes to acknowledge the co-operation it has received from the IUCN/SSC Rhino Specialist Groups (for Africa and for Asia), especially the African Rhino Specialist Group, and to thank them for providing some of the information included in this report. It is worth noting that the two Specialist Groups, whose members include officials of the range States, have been actively engaged in reviewing the conservation status and population trends of rhinoceroses and in developing action plans for their conservation.
5. TRAFFIC has also sponsored an extensive survey, covering several range and consumer States, on the implementation of many of the recommendations in Resolution Conf. 9.14. The Secretariat has had the opportunity of reviewing the report of TRAFFIC's survey in its draft form and considers it an important complement to the present report. TRAFFIC expects to have the report available in time for the 10th meeting of the Conference.

Progress in the development of standardized indicators

6. In paragraph b) under "DIRECTS" of Resolution Conf. 9.14, the Conference of the Parties directs the Standing Committee to ensure that standardized indicators of success are developed to measure changes in levels of illegal hunting and of the status of rhinoceros populations in the range States. It follows that the Standing Committee should not recommend any action before such indicators have been developed.
7. At the request of the Secretariat, the IUCN/SSC African Rhino Specialist Group during its meeting in February 1996 devoted time to the development of the indicators. The results were reported at the 37th meeting of the Standing Committee, where the work carried out so far was endorsed. The Annex to the present report provides a brief summary of the progress made and identifies additional work to be carried out if the necessary financial support is available.

Other actions

8. The Secretariat is aware of various important measures taken by certain countries, including Canada, the United Kingdom and the United States of America, to control the use of rhinoceros products and derivatives and also to educate the public. The Secretariat hopes that, during the discussion of this report, these and other Parties will inform the Conference about the measures that they have taken to implement recom-

mendations of Resolution Conf. 9.14. It is worth noting, however, that only the Government of the United States of America has set up a special fund for the conservation of rhinoceroses (and the tiger). The Secretariat hopes that other Parties that have the possibility will follow this example, which responds to the recommendation in paragraph a), under "URGES", of Resolution Conf. 9.14.

9. The actions reported below relate to decisions taken by the Standing Committee and the resulting direct impact on rhinoceros populations.
10. CITES high-level mission to Yemen: The Secretary General of CITES, in the company of Dr Esmond Bradley Martin, undertook a mission to Yemen in July 1995, where they had meetings with high officials of the Government. One of the objectives of the mission was to secure the accession of Yemen to CITES. At the time of preparing this report the Secretariat has received the news that Yemen has deposited its instrument of accession with the Swiss Government.
11. During the mission very few, if any, daggers were seen with new rhinoceros horn handles and a visit to the major *souks* by Dr Bradley Martin in January 1996 showed little evidence of new rhinoceros horn being worked.
12. Symposium on Traditional Chinese Medicine (TCM): In October 1995, TRAFFIC East Asia and the Agriculture and Fisheries Department of Hong Kong hosted an International Symposium on Traditional Chinese Medicine and Wildlife Conservation, in Hong Kong. The symposium brought together 22 delegates from China, Hong Kong, Japan and Singapore along with more than 50 observers from these countries, the Republic of Korea and other parts of the world, including TCM specialists and conservation organizations. The CITES Animals Committee and the Secretariat were also represented. The objective was to open dialogue with TCM manufacturers and practitioners in order to enlist their co-operation in measures aimed at the protection of endangered species, including rhinoceroses and the tiger, whose products are used in the manufacture of traditional Chinese medicines.
13. It emerged that the TCM industry and practitioners are ill-informed about the impact of TCM on the wild populations of the species they use and about CITES. Westerners also need to gain a better understanding of oriental medicines and medical practices. The TCM specialists also consider prohibitions as ineffective because they encourage hoarding and profiteering, whereas strict government regulatory measures are most likely more effective in controlling the trade. Some of the TCM practitioners also suggested that the farming of some of the species (fauna and flora) whose products are used in the manufacture of medicines could reduce the taking from the wild.

Current status of rhinoceros populations

14. A summary of the status of populations of African rhinoceroses, as compiled by the AfRSG during its meeting in February 1996, is provided in the table at the end of this report. The actual continental population size may be greater than the figures indicate.

15. Populations of certain species of rhinoceroses in some range States in Africa and Asia have stabilized or shown an upward trend, mainly as a result of high political and financial commitments to their protection. The cost of intensive protection has been estimated to be as high as USD 1,000/km<sup>2</sup>/year, which few range States can afford without external support.

16. Other populations of rhinoceroses are the subject of serious concern because their long-term survival in the wild is not at all assured. These are briefly discussed below.

#### African rhinoceroses

##### *Ceratotherium simum cottoni* (northern white rhinoceros): about 30 animals

17. Only one population of this subspecies exists and it is located in the Garamba National Park, in north-eastern Zaire. The subspecies appears to be extinct in the Central African Republic, the Sudan and Uganda. The Garamba National Park population has remained fairly stable, at about 30 animals.

18. However, poaching is the main threat and appears to be on the increase, the result of incursions by armed gangs from within Zaire and from the Sudan. It is doubtful that the Government of Zaire is in a position to finance, or to enact and effectively enforce national legislation for the protection of this population, especially given the current political situation in the country.

19. There is therefore an urgent need for greater international commitment and financial support for the protection of the northern white rhinoceros population of Garamba National Park.

##### *Diceros bicornis longipes* (west African black rhinoceros): about 7 animals

20. This subspecies used to occur in Cameroon, the Central African Republic and Chad. However, there have been no recent sightings in the two latter States and the only known population is that in northern Cameroon, where the evidence for its presence is spoor found outside national parks. This population is very poorly protected in spite of a programme of action that was proposed by the Government in 1993. Protection is practically non-existent because the provincial wildlife administration of the northern region of Cameroon is severely under-staffed and under-equipped for field patrols and anti-poaching operations.

21. There is a need to strengthen the staff of the Ministry of Environment and Forests and to conduct a survey to determine the population size and range, and to monitor its movement. Local communities also need to be involved in activities aimed at the conservation and protection of this population.

22. Such protection should, since long ago, have benefited from financial support under a Global Environment Facility project executed by the World Bank, but this took a long time to materialize because of the involvement of several donors in the project. The financing was secured only in September 1995, thus allowing some work on locating and monitoring of individual rhinoceroses to be initiated.

##### *Diceros bicornis michaeli* (eastern African black rhinoceros): about 480 animals

23. This subspecies is well protected in Kenya. The conservation of both *Diceros bicornis michaeli* and *Diceros bicornis minor* in the United Republic of Tanzania has received a special attention since the establishment of a Rhino Protection Project, endorsed by the government in 1993. A National Rhino Protection Steering Committee has been appointed for the purpose of co-

ordinating and overseeing work done in special "Rhino Protection Areas" which are the Ngorongoro Conservation Area, the Serengeti National Park for *D.b. michaeli* and the Selous Game Reserve for the *D.b. minor*. The programme is spearheaded by Tanzanian institutions namely the Ngorongoro Conservation Area Authority, the Tanzania National Parks and the Wildlife Division of the Ministry of national Resources and Tourism. In addition, the Rhino Protection Programme is assisted by the German Government through GTZ, Frankfurt, the Zoological Society and WWF-US.

24. In Rwanda and the Sudan the population status of this species is uncertain. Civil wars make it practically impossible to undertake reconnaissance surveys. Its current status in Ethiopia too is not known, although the Government believes that a few animals still survive in the south-western part of the country.

##### *Diceros bicornis minor* (southern central black rhinoceros): about 1,300 animals

25. The populations of this subspecies in Botswana, Malawi and Mozambique are very small and in need of intensive protection. There may still be a few animals surviving in Angola. Now that the long civil strife appears to be contained, the presence and size of this population should be determined urgently. International assistance is necessary for this and for the protection of any survivors that may be located.

#### Asian rhinoceroses

##### *Dicerorhinus sumatrensis* (Sumatran rhinoceros): about 270 animals

26. The major range States are Indonesia (about 150 animals) and Malaysia (about 120 animals). It appears that, in all areas, populations of this species have declined by 50 per cent or more over the last decade, mainly because of a lack of intensive protection from poaching. Attempts at captive breeding have not been successful and the best option appears to be *in situ* protection.

27. There is an urgent need for the Governments of Indonesia and Malaysia to take strong measures for the protection of this species. This includes co-operation in seeking the continuation of the USD 2 million Global Environment Facility project beyond its initial three-year duration.

28. Regarding political commitment, in a note 'To Whom It May Concern' received at the Secretariat in October 1996, the Government of Indonesia has indicated that, as part of its Rhinoceros Management Programme, the establishment of Sumatran Rhino Protection Units (RPU) is 'the most important and crucial activity', with Way Kambas National Park in Sumatra as a priority.

##### *Rhinoceros unicornis* (great Indian rhinoceros): about 2,135 animals

29. The population has grown from about 1,880 animals in 1993 to 2,135 in 1995. Three-quarters of this population is in India and the rest in Nepal, except for two animals that wander into Pakistan. The species enjoys a high level of protection in both India and Nepal. Consequently poaching has been reduced to very low levels.

##### *Rhinoceros sondaicus* (Javan rhinoceros): about 75 animals

30. About 60 animals are known to occur in Ujung Kulon National Park, in Indonesia, where the population appears to be healthy and stable. Protection has focused on stopping illegal access to the park, but poaching levels may be higher than those recorded, thus keeping the population low.

31. The remaining 15 animals are in Viet Nam. These animals are located in the Nat Loc Nature Reserve in the Dong Nai region, an area close to the Nam Cat Tien National Park, where they do not benefit from full protection. To assure its survival, it is imperative that the reserve be included in the park.

#### Conclusions and recommendations

32. According to paragraph b) under "DIRECTS" of Resolution Conf. 9.14, it appears urgent to complete the development of the standardized indicators for measuring the success of rhinoceros conservation measures. Therefore, the Secretariat recommends to the Conference to approve the inclusion of USD 30,000 in the Trust Fund budget for 1998 to enable the IUCN/SSC Rhino Specialist Group to complete this task.
33. The precarious status of the population of *Ceratotherium simum cottoni* in Zaire demands concerted international effort, politically and financially, if it is to survive. All parties concerned in the political conflict in the country and also in southern Sudan need to recognize the global importance of this population and should be urged to take any measures within their power to protect it.
34. Similarly, there is a need for a serious commitment, politically and financially, to achieve the protection of the populations of *Diceros bicornis longipes* in Cameroon, *Dicerorhinus sumatrensis* in Indonesia and Malaysia and *Rhinoceros sondaicus* in Indonesia and Viet Nam, these being the only surviving populations of these taxa. In Viet Nam, in particular, the Government should be encouraged to upgrade the status of the Nat Loc Nature Reserve to that of a national park or have the area incorporated into the Nam Cat Tien National Park, and should be assisted financially to assure its protection.
35. The IUCN/SSC Rhino Specialist Groups (for Africa and for Asia) have monitored closely the conservation of rhinoceroses and have drawn up detailed action plans in which priorities for the conservation of rhinoceros populations either regionally or at the national levels are clearly identified. However, there is a need for rhinoceros range States to recognize fully the work done by these Groups and to take more seriously their recommendations by according them sufficiently high priority within national development plans and when seeking external financial support for their implementation. The Conference of the Parties may wish to ask

range States to report at the 11th meeting the measures that they have taken to conserve their rhinoceros populations, and the Secretariat to collate and prepare a report based on that information for submission to the meeting of the Conference.

36. There is a need to reactivate the UNEP Elephant and Rhinoceros Conservation Facility, which was established in 1994 as the result of a decision of the Governing Council of UNEP at its 10th meeting (Decision GC 17/23), based on the recommendation of UNEP-sponsored meetings of range States and donors on financing the conservation of the African elephant (January 1992) and rhinoceroses (June 1993). The facility operated for about one year and ceased to operate because of a lack of funding. It was created to provide technical co-ordination, to secure financial resources and to encourage government commitment to the implementation of elephant and rhinoceros conservation strategies and action plans.
37. The UNEP-sponsored meetings of range States also called upon the Global Environment Facility (GEF) administrators (UNEP, UNDP and the World Bank) to respond favourably to requests from range States for the funding of programmes and projects aimed at the conservation of elephants and rhinoceroses. Other than the GEF-funded projects in Cameroon, Indonesia and Malaysia, the Secretariat is not aware of GEF-funded projects in Africa or Asia that have direct bearing on the conservation of elephants or rhinoceroses. Since it is the beneficiary country that has to propose priority programmes/projects that should benefit from GEF funding, it would appear that the range States have not included in their priorities programmes/projects that would benefit rhinoceros conservation.
38. The Lusaka Agreement on Co-operative Enforcement Operations Directed at Illegal Trade in Wild Fauna and Flora entered into effect in December 1996, with Kenya, Lesotho, the United Republic of Tanzania, Uganda and Zambia as the only Parties. The Agreement is relevant to the protection of rhinoceroses in Africa, and also other species, such as the African elephant, that are subject to intensive poaching because of illegal international trade in their products. However, for the Agreement to have any impact, more countries should accede to it, especially those that share common borders. There is also a need for the international community to provide financial support during the initial years of the Agreement.

Status and Trends of Populations of African Rhinoceroses

(compiled by IUCN/SSC AfRSG, February 1996)

**Numbers of White and Black Rhinoceroses In Africa, by Country and Subspecies**

COUNTRY	White rhinoceroses		Total	Trend	Black rhinoceroses				Total	Trend
	<i>C. s. simum</i>	<i>C. s. cottoni</i>			<i>D. b. bicornis</i>	<i>D. b. longipes</i>	<i>D. b. michaeli</i>	<i>D. b. minor</i>		
ANGOLA			extinct							
BOTSWANA	20*		20*	stable				?	?	down
CAMEROON						7*			7*	down?
ETHIOPIA							1*		1*	?
COTE D'IVOIRE	R 4		4	up						
KENYA	R 122		122	stable			420*		420*	up
MALAWI								2	2	stable
MOZAMBIQUE				extinct					?	?
NAMIBIA	131		131	up	634				634	up
SOUTH AFRICA	7,095		7,095	up	29		R 33	962	1 024	up
SUDAN			?	?						
SWAZILAND	41		41	up				9	9	stable
UNITED REP. OF TANZANIA							22	10*	32*	?
ZAIRE		31	31	stable						
ZAMBIA	R ? 5		5	stable					?	?
ZIMBABWE	138		138	stable				315	315	stable
<b>TOTAL</b>	7,556	31	<b>7,587</b>	<b>up</b>	662	7	476	1,298	<b>2,444</b>	<b>stable</b>

\* means total excludes speculative educated guesses  
 ? means educated guess; no recent surveys  
 R means out of historic range of the subspecies' ecotype

**Doc. 10.47 (Rev.) Annex**

Progress in the Development of Standardized Indicators

(submitted by the Chairman, IUCN/SSC African Rhino Specialist Group)

CITES Resolution Conf. 9.14 directs the Standing Committee to evaluate the effectiveness of rhinoceros conservation actions and to develop appropriate indicators of success. Policies guiding interventions should be responsive to such evaluations.

Since the ninth meeting of the Conference of the Parties, the IUCN/SSC African Rhino Specialist Group (AfRSG) has been able to assist the Standing Committee in the task of developing the standardized indicators called for in the above Resolution. At the request of the CITES Secretariat, a working group of the AfRSG discussed the issue at its meeting in February 1996. The minutes of the AfRSG working group were then used as the starting point to develop the process further following wider consultation. A preliminary briefing document on the use of 'indicators' entitled "Towards evaluating the effectiveness of rhinoceros conservation actions", was then prepared for the CITES Standing Committee. This briefing document comprised a 'straw dog' contextual model (framework within which indicators operate); and also outlined how indicators of rhinoceros numbers, indicators of consumer demand, indicators of field conservation effort and other key indicators could be

used to help evaluate the merits of current and potential future conservation strategies.

The AfRSG has been unable to continue developing the indicators because of a lack of financial support. The work done to date has highlighted the complexity of the task. There is a need to consult further and to include major input from the Asian Rhino Specialist Group and from TRAFFIC.

To make progress in the development of indicators, it will be necessary to hold at least two meetings. The first will be a workshop of about 18 experts bringing together key people with specialist knowledge of the different areas of relevance (trade in consumer markets, implementation of trade bans, levels of field conservation effort, intelligence on levels of poaching and trade in range States, changes in rhinoceros numbers, economics and decision-analysis), and should include representatives of the major rhinoceros range States in Africa and Asia.

The AfRSG briefing document will be circulated to the experts in advance of the meeting for comment. To ensure the meeting is as productive as possible, comments on the work to date, and other suggestions will be sent to a decision-analysis expert/facilitator for the production of a revised

'straw-dog' contextual model and of a suggested process for developing indicators. This is an important prerequisite for the workshop.

The aims of the first workshop of experts will be to:

- develop the process of deciding how indicators can be used to assess alternative conservation strategies;
- identify the set of key indicator variables that need to be assessed/measured;
- define each variable; and
- identify key people and request them to collect the necessary data needed to develop indicators (including determining what trade research is required in east Asian consumer countries).

Once the data on indicators have been obtained they will be analysed and interpreted to shed light on the desirability of

current and alternative rhinoceros conservation strategies. At this stage it will probably be necessary to hold the second meeting, which will be much smaller, to complete the process, before producing a final report on the results for the CITES Standing Committee.

Taking into account economy airfares, internal transport and accommodation, and fee of the decision-analyst/facilitator, the funding required is estimated at about:

- a) for the first meeting of experts (if the meeting is held either in the United Kingdom or in South Africa): USD 23,500; and
- b) for the second (smaller) meeting of experts: USD 6,500.

This brings the total funding required to about USD 30,000. Detailed costing will be possible only once the dates and venues of the two meetings have been decided.

**Interpretation and Implementation of the Convention  
Trade in and Conservation of Rhinoceroses  
TRADE IN LIVE RHINOCEROSSES FROM SOUTH AFRICA**

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| <p>1. This document has been prepared by the Secretariat in accordance with Decision No. 16 directed to the Secretariat, adopted by the Conference of the Parties at its ninth meeting.</p> <p>2. As agreed by the Conference of the Parties at that meeting, when the population of <i>Ceratotherium simum simum</i> (southern white rhinoceros) of South Africa was transferred to Appendix II, this transfer was to be reviewed at the 10th meeting of the Conference.</p> | <p>3. South Africa has submitted the report annexed hereto, which includes details of exports of live animals and hunting trophies since the transfer.</p> <p>4. South Africa has kept the Secretariat informed of exports of live southern white rhinoceroses that it has authorized and has sought the advice of the Secretariat when this has been necessary. The Secretariat has no reason to believe that South Africa has abused in any way the conditions applying to the transfer of its population of this subspecies to Appendix II.</p> |
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**Doc. 10.48 Annex**

Trade in *Ceratotherium simum simum* from South Africa  
(submitted by the Department of Environmental Affairs of South Africa)

1. Live animals and hunting trophies exported during 1995
- 1.1 Thirty-six live animals were exported as follows:

Number of animals	Destination		Permit No.
	Country	Institution	
2	Argentina	Jardín Zoológico de Buenos Aires	12397 T
6	Botswana	Khana Serowe Rhino Sanctuary	11927 T
2	Israel	Tisch Family Zoological Gardens	5719 N
10	Namibia	Etosha National Park	11790 T, 11791 T
10	Thailand	Safari World Public Co Ltd	5680 N*
6	United Kingdom	West Midland Safari and Leisure Park	5683 N

\* Permit number 5680 N was issued for 20 live animals to Thailand but only 10 animals were exported

- 1.2 Ninety-one hunting trophies were exported as follows:

Number of trophies	Country of destination	Permit No.
1	Austria	11676 T
1	Belgium	335/95 C
3	Canada	5706 N, 11737 T, 11923 T
1	Dominica	11565 T
2	France	6095 N*, 5973 N*, 11836 T
5	Germany	11441 T, 11442 T, 11610 T, 12020 T, 12255 T
3	Indonesia	5751 N, 12282 T, 12285 T
1	Italy	12523 T
3	Mexico	5663 N, 12016 T, 12100 T
1	Saudi Arabia	12641 T
7	Spain	5814 N, 11660 T, 11929 T, 11970 T, 12014 T, 12215 T, 12607 T
1	Switzerland	5751 N
3	Turkey	11552 T, 12273 T, 12274 T
1	United Kingdom	12537 T

Number of trophies	Country of destination	Permit No.
58	United States of America	5763 N, 5777 N, 5724 N, 5749 N, 5741 N, 5788 N, 5787 N, 5821 N, 11424 T, 11429 T, 11458 T, 11511 T, 11535 T, 11609 T, 11620 T, 11658 T, 11746 T, 11840 T, 11848 T, 11849 T, 11911 T, 11924 T, 11926 T, 11951 T, 11967 T, 11975 T, 12064 T, 12081 T, 12105 T, 12130 T, 12174 T, 12197 T, 12235 T, 12239 T, 12240 T, 12300 T, 12304 T, 12317 T, 12325 T, 12418 T, 12440 T, 12482 T, 12493 T, 12563 T, 12608 T, 12618 T, 12624 T, 12625 T, 12638 T, 12671 T, 12681 T, 11/95 C, 161/95 C, 206/95 C, 306/95 C, 323/95 C, 76/95 C, 77/95 C
* Parts of the same hunted animal were exported under two permits		

2. Live animals and hunting trophies exported during 1996

2.1 Ten live animals were exported as follows:

Number of animals	Destination		Permit No.
	Country	Institution	
2	Malaysia	Pengarah Zoo, Negara	6014 N
3	Malaysia	Taiping Zoo	6013 N
3	Zimbabwe	Malangwe Conservation Trust	13533 T
2	Zimbabwe	Orion Investment Pty Ltd	14001 T

2.2 Thirty-nine trophies were exported as follows:

Number of trophies	Country of destination	Permit No.
1	Austria	6068 N*, 6101 N*
1	Canada	14019 T
1	France	13948 T
3	Germany	13190 T, 13559 T, 6083 N
1	Italy	13520 T
1	Japan	12990 T
1	Namibia	6124 N*, 6128 N*
1	Russian Federation	12829 T
1	Spain	13873 T
1	Sweden	12764 T
1	Switzerland	13208 T
25	United States of America	12743 T, 12773 T, 12790 T, 12816 T, 12983 T, 12987 T, 12997 T, 13082 T, 13176 T, 13219 T, 13280 T, 13309 T, 13430 T, 13501 T, 13567 T, 13662 T, 13784 T, 13820 T, 13821 T, 13960 T, 13986 T, 14054 T, 12858 T, 6084 N, 6082 N
1	Zimbabwe	5971 N
* Parts of the same hunted animal were exported under two permits		