



CITES Conference in Canada

by Jonathan Barzdo, John Caldwell and
Richard Luxmoore

The sixth meeting of the Conference of the Parties to CITES was held in Ottawa, Canada, from 12 to 24 July 1987. Delegations from 84 Party States were present at the meeting, more than at any previous CITES meeting. The participants also included observers from four non-Party States, the United Nations Environment Programme (UNEP), the Customs Co-operation Council, the Food and Agriculture Organisation of the United Nations, the European Economic Community (EEC) and 145 other organisations and agencies.

The following report of the meeting is a summary containing what the authors judge to be the most significant points. Some details of Resolutions and other aspects have therefore been omitted.

Mrs Pauline Browes, Member of Parliament in Canada, opened the meeting. In the opening ceremony, introductory speeches were given by Mr M.K. Ranjitsinh, Chairman of the CITES Standing Committee, for India, and Mr W. Mansfield, Deputy Executive Director of UNEP. As at the fifth CITES meeting, the opening addresses drew particular attention to the Convention's serious financial situation, due in part to the late or non-payment of contributions by some Parties.

Three new regional members of the Standing Committee were elected, these being Nepal, to represent Asia, Peru for South and Central America and the Caribbean, and Malawi for the African region. The term of office for regional representatives is four years.

The admission of observers, a normally uncomplicated and uncontroversial matter, was the subject of some discussion. Two Parties stated that they had not accredited certain observers from their countries and, as a result, three national organisations were deleted from the list of observers. In addition, the Netherlands and Uruguay proposed the exclusion of an Austrian organisation, named Arbeitskreis zur Erhaltung von Schimpansen (AES), because it appeared to be simply a cover for a commercial company whose activities were discussed in the Secretariat's report on Alleged Infractions. On a vote the proposal was not agreed, with 10 in favour of excluding AES, four favouring their admission, and the rest abstaining. As a result, the Chairman suggested that the criteria for admission of observers be reviewed prior to the next meeting of the Conference of the Parties.

In the report of the Secretariat, it was noted that, by the end of 1986, membership of the Convention had risen to 93 Parties and currently stood at 95 (see page 31).

It was reported that the financial amendment to the Convention (required for financial provisions to be made enabling the Secretariat to carry out its duties) came into force on 13 April 1987. It was also noted that, by the end of 1986, the Gaborone amendment (to allow membership of CITES by regional economic integration organisations) had been accepted by 12 of the states party to CITES at the time of its adoption, in 1983; a total of 54 acceptances by such states was necessary to bring the amendment into effect.

A list of specific reservations currently in force showed that - excluding the Austrian reservations on all species subject to listing amendments at the previous two meetings - 13 Parties had entered reservations with regard to a total of 31 Appendix I taxa (as at the previous meeting) and five Parties with regard to 13 Appendix II taxa (an increase since the previous meeting). The delegation of Japan stated that their Government is in the process of withdrawing its reservations on Green Turtle Chelonia mydas and Desert Monitor Varanus griseus, and committed themselves to withdrawing their reservations on Musk Deer Moschus spp. in about two years, pending development of a substitute for musk.

In 1986, the Secretariat and its consultants had conducted missions to 42 Party States and ten non-Party States, and had arranged three CITES meetings: the second meeting of the Technical Committee (TEC), held in Lausanne, Switzerland; the CITES Enforcement Seminar, in Bristol, UK; and the 14th Standing Committee meeting, in Ottawa.

Regarding the production of annual statistical reports by the Parties, the Secretariat drew attention to the continued late submission of reports by major trading Parties, which hampered production of comparative tabulations of the Parties' reports.

Beneficial links between the Secretariat and a variety of inter-governmental organisations and non-governmental conservation and trade organisations had been maintained. Owing to its workload, the Secretariat had been unable to do much itself in increasing publicity for CITES, but much had been achieved in this respect because UNEP had provided a consultant for this purpose. Increasing the supply of public information is one of the priorities of the Secretariat.

The Secretariat staff, in 1986, had consisted of 13 permanent staff members, including seven support staff. In addition, two long-term consultants were based at the Secretariat, and 14 other consultants had been employed, for various periods, during the year. The following posts were identified as necessary additions to the permanent staff: a plants officer, an enforcement officer and an officer responsible for dealing with the problems of trade in species subject to quotas.

The financial report indicated that, at the end of 1986, 45 Parties were in arrears of their contributions to the Trust Fund (although ten of these had contributed by 31 March 1987), three of whom had never contributed to the Fund. The Secretary General emphasised the extremely precarious nature of the Convention's finances and the need to increase the budget if serious cuts in services were not to be made.

In the development of CITES, a number of committees, sub-committees and working groups had been set up, some of which had only vague or generalised mandates. In some cases the membership, rules of procedure and lines of reporting had not been clear. It was evident that a new committee structure was needed and a review of permanent CITES committees had been conducted by Canada, Switzerland, UK and Zimbabwe before the meeting. This was used by an ad hoc working group, at the present meeting, to formulate a new structure and to formalize a system for the appointment of committees. This structure and system were approved by a Resolution (Conf. 6.1) which repealed the creation of all existing committees. It re-established the Standing

Committee (as the senior committee), the Identification Manual Committee and the Nomenclature Committee, and established the Animals Committee and the Plants Committee. It also allows further committees to be appointed by the Conference of the Parties. Working groups may also be appointed by, and report to, the Conference or the Standing Committee with specified terms of reference and a lifespan until the following meeting of the Conference of the Parties. The Standing Committee's Rules of Procedure will apply to all other committees. The Resolution also deals with regional representation in the Standing Committee and payment of its members' travel expenses, and repeals previous Resolutions establishing or concerning CITES committees. Five annexes to Resolution Conf. 6.1 specify the terms of reference of the five new permanent committees. The Standing Committee is the oversight body for Secretariat policy and operational direction, preparation of meetings, Secretariat budget and fund-raising, operation of other committees and drafting of resolutions, and any other functions specified by the Conference of the Parties. The Animals Committee must: assist the Nomenclature and Identification Manual Committees with respect to animals; take over the tasks of the former Working Group on Significant Trade in Appendix II species and the development of those activities; conduct a periodic review of animal species in the Appendices; advise range states on management; draft resolutions. The Plants Committee shall: provide guidance and advice on all aspects of international plant trade; assist the Nomenclature and Identification Manual Committees in their work relating to plants; establish a review system for plant species which may be significantly affected by trade; recommend remedial measures for species detrimentally affected and priorities for data collection; conduct a periodic review of plant species in the Appendices; advise range states on management; draft resolutions. The Identification Manual Committee is re-established not only to guide and co-ordinate preparation of Identification Manuals, assisting the development of regional/national volumes, but also to provide advice on identification, assist in preparation of enforcement seminars and review proposals to amend the Appendices. The re-established Nomenclature Committee shall: develop and maintain standard nomenclatural references for animals and plants; review the nomenclature used in the Appendices; review proposals to amend the Appendices; and advise on nomenclature, for example to ensure that changes in the names used do not alter the scope of protection.

The following Resolutions were repealed: Conf. 2.2, Conf. 2.4, Conf. 2.5, Conf. 3.1, Conf. 3.5, Conf. 3.10 - recommendations c) and d), Conf. 3.16 - recommendation c), Conf. 3.18, Conf. 4.1, Conf. 4.2, Conf. 4.4, Conf. 4.5, Conf. 4.19, Conf. 5.1, Conf. 5.17 and Conf. 5.18 - paragraph 5.

The financing and budgeting of the Secretariat and of meetings of the Conference of the Parties was a subject discussed in great depth because the lack of finances was extremely serious and, if this could not be resolved, all other discussions would have been academic. Finally, by Resolution Conf. 6.2: the 1988/89 budget was approved (US\$1 389 000 in 1988, \$1 611 000 in 1989); the Executive Director of UNEP was requested to seek an extension of the Trust Fund, for support of the Convention, until 31 December 1991; it was agreed that contributions to the Trust Fund would be based on the UN scale of assessments; all Parties were urged to pay their contributions, preferably in advance, and to accept the financial amendment if they had not done so; non-Parties and other organisations were invited to contribute to the Trust Fund; the charge for observers participating in meetings was raised to US\$150; the Standing Committee was requested to review the method of assessing contributions, the budgeting problems, the structure of the Secretariat, and radical options for achieving

economies; and the Secretariat report was approved.

In its report on external funding, the Secretariat pointed out that over US\$2 000 000 had been obtained for 1985-87 and beyond. It was noted that such external funding was vital to the work of the Convention but could only be applied to projects or activities outside of the normal operation of the Secretariat. The President of the Conservation Treaty Support Fund reported on this Fund's recent establishment, its primary object being to support CITES. In the course of the meeting, the All Japan Association of Reptiles Skins and Leather Industries presented a contribution of US\$10 000 to the Secretariat.

The Identification Manual Committee reported that, since the last report to the Parties, a further 437 sheets for animals and 23 for plants had been printed, bringing the total to 1043 sheets. It was particularly noted that, although all Parties having paid their contributions to the Trust Fund were eligible to receive seven free copies of the Identification Manual, only 22 Parties had made full use of their allocation. The Netherlands had obtained an additional 22 and the USA an additional 38 copies. Canada had started to translate the entire Manual into French; the Secretariat (supported by the EEC) had started translation into Spanish; a Japanese version had been published; and a German version was being produced. There is a large number of taxa for which no Party had accepted any responsibility to prepare data sheets. Regarding funding, UNEP and several ngos had already contributed to the production of data sheets, but further UNEP funding would not be forthcoming. Additional funding was needed for the Committee's work and it was noted that US\$20 000 was required to print data sheets that had already been prepared. In the course of the meeting, the Committee Chairman resigned in protest because proposals were adopted to list, in the Appendices, a large number of species (notably *Trochilidae* spp., *Dendrobates* spp. and *Phyllobates* spp.) whose inclusion would create enormous identification problems, and this was done without the application of the Berne criteria.

Since the fifth meeting of the Conference of the Parties, the Nomenclature Committee had: reviewed the nomenclature of all taxa listed in the Appendices, to ensure that the listings accurately reflected the intent of the Parties at the time of the species' inclusion; compiled checklists on 'Turtle and Crocodile Species of the World' and 'Snake Species of the World', both of which would be finalised and published before the next meeting; updated Mammal Species of the World, the second edition of which would be published before the next meeting; and developed computer software to handle future checklists in a database format and converted Mammal Species and Amphibian Species files into this format. Before the next meeting, the Committee would begin compilation of 'Cacti Species of the World' and 'Lizard Species of the World' as standard nomenclatural references.

For the report on national reports, the CITES Secretariat had commissioned a study, by the Wildlife Trade Monitoring Unit, on the Implementation of CITES as demonstrated by the trade statistics in the annual reports of 1984 and 1985 submitted by the Parties. This study looked at the reported trade in selected taxa for the two years, the total number of records in the sample being over 14 000. It appeared that there were continued slight improvements, both in the percentage of perfect correlations between reports and in the numbers of annual reports submitted. However, perfect correlation between potentially correlating records totalled only 16% in 1985, whereas the percentage of records showing no correlation whatever had increased to 78% in 1984 and 74% in 1985. The CITES Secretariat identified four main problems with respect to submission of annual reports: failure to submit annual reports (in spite of submission being mandatory under Article VIII of the Convention); late submission of

annual reports; submission of annual reports which substantially departed from the recommended guidelines for their preparation; and submission of annual reports which omitted substantial sections of data or contained substantial inaccuracies. The Secretariat felt that it would not be useful to adopt any further resolution on this subject. Instead they made the following recommendations that were adopted:

- a) The Secretariat should continue the work it was requested to do following the report of the TEC Working Group on Annual Reports - particularly in finding solutions to the problems of annual report production;
- b) Parties regularly failing to submit annual reports should make greater efforts to comply with this requirement and, if appropriate, seek technical assistance from the Secretariat;
- c) Parties submitting annual reports late should take urgent steps to remedy this situation;
- d) Parties which have not computerised their recording of CITES trade statistics should explore this possibility and ensure that any computerisation is compatible with the CITES database at WTMU;
- e) Parties should ensure that the accuracy and completeness of their reports are improved - in particular by reporting on a shipment-by-shipment basis and including permit/certificate numbers;
- f) Distribution of individual annual reports to Parties by the Secretariat should discontinue and be replaced by distribution of the comparative tabulation.

At its fifth meeting, the Conference of the Parties had agreed that the Secretariat should conduct a regular review of alleged infractions and submit a separate report on this subject to each meeting. The first such report was submitted to the sixth meeting and included details of a sample 54 cases, representing important infractions in eight categories:

- A. Appendix I species traded commercially or in large quantities or without valid documents (17 cases);
- B. Appendix II species traded without valid documents (5 cases);
- C. Appendix III species traded without valid documents (1 case);
- D. Cruelty or inhumane treatment during transport (2 cases);
- E. Failure of a Party to take action against illegal trade or to respond to the Secretariat under Article XIII (1 case);
- F. Use of forged or fraudulent documents (20 cases);
- G. High volume trade with non-Party states which undermines CITES objectives (4 cases); and
- H. Repeated general actions of a Party which diminish the effectiveness of CITES (4 cases).

For most cases the Secretariat made a specific recommendation on action that should be taken. In committee session, they also recommended that the subject be discussed by the Standing Committee, which should consider creating an 'Enforcement Committee' to provide guidance on how to proceed with this work in future. However this recommendation was not adopted by the Plenary session.

In spite of requests by the Secretariat and some Parties to discuss their report constructively, without picking out 'guilty' Parties, since no country is free of enforcement and implementation problems, much of the debate was acrimonious.

As a result of the report, the countries of the Latin American and Caribbean region prepared a draft resolution, drawing attention in particular to the serious problems of illegal trade in French Guiana, urging Japan, France and Austria to strengthen their CITES controls and requesting the Standing Committee and Secretariat, respectively, to evaluate implementation of CITES in these three countries and to prepare a report on progress in their implementation for the next meeting. However, Denmark, supported by Cyprus, proposed: that the

problems in French Guiana should not be highlighted; that all countries and not just the three named should be referred to in the resolution; and that the Standing Committee and the Secretariat not be requested to take action. This was agreed and (by a vote of 40 to 18) Resolution Conf. 6.3 was adopted: urging all Parties to strengthen their control of CITES shipments originating in producing countries, and to strictly verify the accompanying documents. In addition, the Secretariat requested Parties to submit comments on the cases in their report by 31 October 1987, for distribution to all participants.

A document on the implementation of the Convention in certain countries had been prepared by the Secretariat because some Parties' problems were of too general a nature to be discussed as alleged infractions. This report described the serious illegal trade problems prevailing in Bolivia, French Guiana, Paraguay and the United Arab Emirates (UAE), and the reasons behind them. The Secretariat expressed its continuing concern about the situation in French Guiana; recommended condemnation of UAE's subversion of CITES, and the need for discussion of how to improve UAE's attitude to CITES; and recommended improvements in controls in Paraguay and countries which allow imports from that country. However, none of these concerns was discussed. A draft resolution, prepared by the countries of the Latin American and Caribbean region, and proposed by Bolivia: recommended that all Parties importing wildlife shipments from Bolivia ensure that they are accompanied by the correct CITES export permits, and specified additional requirements with respect to imports of caiman skins and products; urged Bolivia's neighbouring states to strengthen their controls on wildlife trade; and urged all Parties to prohibit illegal imports of wildlife from their neighbouring countries. This was adopted (Resolution Conf. 6.4). The Secretariat reported on an agreement they had reached with the President of the Republic of Bolivia, to try to solve Bolivia's wildlife trade problem once and for all. It involved two phases. In the first phase (which began on 18 May 1987), an inventory of all wildlife stocks already held by legitimate Bolivian traders, members of ASICUSA (Asociación de Curtidores de Cueros de Saurios) would be prepared. The inventoried stock could then be exported, following which a trade ban would be implemented until the second phase was completed. In the second phase (which started on 1 September 1987), a Secretariat consultant will work with the Bolivian Management Authority for one to two years, to establish a CITES implementation system. This will include: revising Bolivia's wildlife legislation, establishing a national CITES Scientific Authority; training central and regional staff of the Centro de Desarrollo Forestal (CDF) in CITES procedures; implementing a management programme for sustainable utilisation of species in CITES Appendix II; establishing priorities for ecological studies, a database on priority species and a monitoring programme to support an export quota system; and training of Customs officers. This agreement was supported and endorsed by the present meeting of the Conference of the Parties.

Following the recommendations of the Buenos Aires conference, an ivory co-ordination unit had been established within the CITES Secretariat to co-ordinate the world's trade in ivory from African Elephants *Loxodonta africana* from 1986 onwards. In order to strengthen the working of that unit, and to improve the ivory control procedures in the light of results of the first year of the quota system, the Committee session considered three background documents. A report by the Secretariat on the operation of the quota system contained two annexes: a report by WTMU, concerning the effect of the recent legislative changes on the overall pattern of the world's ivory trade; and a report by IUCN's African Elephant and Rhino Specialist Group (AERSG), on

recent trends in African Elephant population estimates and how these trends should be viewed in the light of the quota system. The other background documents addressed the marking of cut pieces of ivory, trade in worked ivory and financing the co-ordination of ivory trade controls. Such keen interest was expressed in the subject of ivory that a working group was formed comprising at least 26 Parties and non-governmental organisations (ngos). The working group developed six draft resolutions which were adopted at the Plenary session. These are Resolutions Conf. 6.11 to Conf. 6.16.

Resolution Conf. 6.11 is aimed at putting pressure on countries which deliberately flout the ivory control procedures. It recommends that all Parties should use all possible means to exert pressure on countries continuing to allow illegal trade in ivory, and that a delegation should meet with the heads of State of Burundi and the United Arab Emirates to apprise them of the gravity of the problem in their countries.

Resolution Conf. 6.12 recommends that Parties should:

- i) comply with the ivory quota system as outlined in Resolution Conf. 5.12 and improve that compliance wherever possible;
- ii) improve management by better law enforcement and population monitoring;
- iii) offer rewards for information leading to the arrest and conviction of illegal hunters and traffickers in ivory;
- iv) establish an African Elephant Working Group, responsible to the Standing Committee, to work closely with the CITES Secretariat and AERSG on implementation of the ivory control procedures, and which would report at least six months prior to the next Conference of the Parties; and
- v) direct the Secretariat to initiate a survey of trade in raw and worked ivory within Africa as soon as possible.

Resolution Conf. 6.13 is aimed at improving the financing of the ivory co-ordination unit. It urges all agencies with an interest in the ivory trade, including governments, ngos and trade groups to contribute on a voluntary basis to the Secretariat. It further directs the Secretariat to consult with the IUCN Environmental Law Centre on potential sources of revenue from duties, taxes, awards, fines and fees, to assist in CITES enforcement, and to report their findings to the Standing Committee within one year.

Resolution Conf. 6.14 recommends that Parties establish a system of registering or licensing importers and exporters of raw ivory and limit commercial trade in raw ivory to such registered or licensed importers and exporters from 1 January 1989. It further recommends that such dealers be encouraged to form an association to regulate their own industry and to liaise with the CITES Secretariat. It suggests that Parties having ivory craftsmen who were not yet organised, structured or controlled should examine ways to register or license such enterprises and introduce procedures to allow monitoring of the flow of ivory within the state.

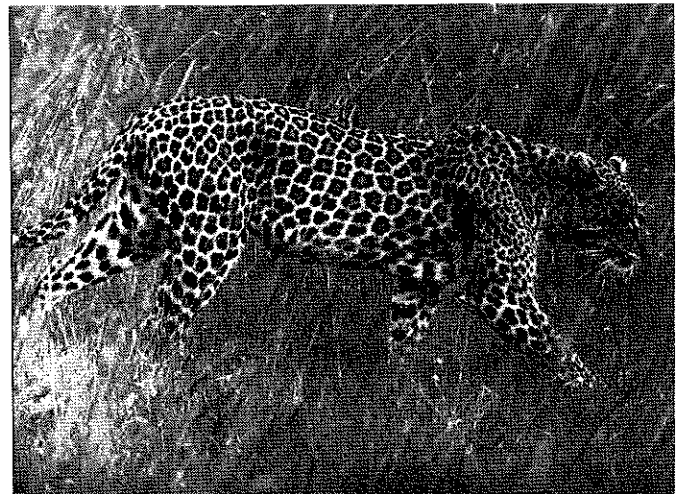
Resolution Conf. 6.15 defines the size limit for cut pieces of ivory which must be marked as those which are both 20 cm or longer and 1 kg or heavier. Thus, those cut pieces which are shorter than 20 cm or, if longer, weigh less than 1 kg, need not be marked. All whole tusks should be marked. This Resolution also recommends that, for raw ivory, importing countries should accept re-export certificates that do not state the country of origin if the certificate bears a statement to the effect that the omission is justified in relation to the recommendations of Resolution Conf. 3.6.

This final recommendation is also included in Resolution Conf. 6.16 but in relation to commercial shipments of worked ivory. The main recommendation of this Resolution is that worked ivory should be considered "readily recognizable" in relation to the Article I(b)(ii) definition of "specimen" and the provisions of Article IV,

but that Parties should take a practical approach in determining the quantity of items that should qualify under Article VII for exemptions from control.

A report on trade in rhino products had been prepared by Esmond Martin on behalf of the IUCN/SSC African Elephant and Rhino Specialist Group. The severity of the crisis facing rhinos was underlined by the conclusion that today under 11 000 rhinos, of the five species, survive. This represents an 85% decline since 1970, due primarily to the poaching of rhinos for their horn. The most severely affected species is the Black Rhino Diceros bicornis whose population has fallen from 65 000 to 4000 in that time.

A draft resolution, prepared by the CITES Secretariat, called for stricter measures to be taken with respect to control of trade in rhinoceros horn products. After slight amendment by Plenary this was approved by consensus, as Resolution Conf. 6.10. The Resolution urged all Parties to implement a complete prohibition on all sales of, and internal and international trade in all rhinoceros parts and derivatives with the single exception of legitimate hunting trophies. It also urged better awareness by law enforcement agencies, higher penalties for individuals/companies convicted of relevant offences and firm action against middlemen and poachers. Perhaps most importantly, the Resolution urged that all government and parastatal stocks of rhinoceros horn should be destroyed, and funds from external aid sources be used for rhino conservation in the states concerned. The Resolution further recommended that Parties: use all appropriate measures to exert pressure on countries continuing to allow trade in rhinoceros horn, particularly Burundi and the United Arab Emirates, to take action to prohibit such trade; encourage the use of substitutes for rhino products and encourage development of national and international rhino conservation strategies.



Leopard Panthera pardus

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In discussions on trade in Leopard skins at the fourth meeting of the Conference of the Parties (Botswana, 1983), Zambia and Zimbabwe proposed transferring several populations of African Leopard Panthera pardus from Appendix I to II, because those populations were not endangered. In the face of opposition, this was withdrawn in favour of a resolution (Resolution Conf. 4.13) establishing Leopard skin export quotas for some countries, with strict conditions attached to ensure that any trade was non-commercial and well regulated, and to enable a thorough review at the fifth meeting. Concern was expressed at the latter meeting (Argentina, 1985) that insufficient information was available to review the

quota system, and the Secretariat was instructed to report on this system to each meeting. For the sixth meeting, the Secretariat not only reported on the quota system but, with funds from the Safari Club International and the American Fur Institute, had commissioned a major report, by Rowan Martin and Tom de Meulenaer, on the status of the Leopard in sub-Saharan Africa. Using all available information about Leopard density, available habitat and rainfall, a mathematical model had been constructed, which gave an estimated population, for the whole of sub-Saharan Africa, of 700 000 Leopards. This population was therefore not endangered. Because of this rather startling result, many Parties, especially African ones, felt that more time was needed to review the report. Many also said that the status of the species was vulnerable and that quota controls should be maintained. (No proposal had been submitted in advance for transfer of the African Leopard from Appendix I to II). In their report on the operation of the quotas, the Secretariat indicated that there had been few problems, the main one being that Botswana had not reported on its exports in 1986 and that its exports in 1985 had exceeded its quota by about 25%; moreover, some of these exports had been fully commercial. Zimbabwe requested an increase in quota and the Central African Republic and Ethiopia requested quotas for the first time, the latter country seeking to eliminate a very large existing stock. Resolution Conf. 6.9 was adopted, renewing the quota system, similar to Resolution Conf. 5.13, but amending the annual quota for skins as follows: Botswana, 80; Central African Republic, 40; Ethiopia, 500; Kenya, 80; Malawi, 20; Mozambique, 60; United Republic of Tanzania, 250; Zambia, 300; Zimbabwe, 500. The Resolution also clarified that the quotas include hunting trophies.

Trade in crocodilian quota species: the quota system under which species are transferred from Appendix I to Appendix II is destined for a full review at the seventh meeting of the Conference of the Parties but, in the interim, all of the ten African countries currently holding quotas for Nile Crocodile *Crocodylus niloticus* applied to continue their quotas for 1987, 1988 and 1989. Detailed management plans and population estimates, as required under the terms of Resolution Conf. 5.21, were received from Botswana, Malawi, Mozambique, Tanzania and Zambia, and these requested quotas were approved. Kenya applied to increase its quota from 150 to 5000, and approval was given once clarification was received that 4000 of the quota was for skins deriving from ranching operations. Sudan's continuing quota and Cameroon's modest increase were also agreed with little opposition, but the substantial increase requested by Madagascar was rejected once it became clear that there was little protection for crocodiles on the island, and that they were officially classified as vermin. Congo originally applied for a quota of 650 *C. niloticus* and to extend the quota to include two new species, Sharp-nosed Crocodile *Crocodylus cataphractus* and West African Dwarf Crocodile *Osteolaemus tetraspis*, on the grounds that all three species were killed in the country and that the wildlife authorities were incapable of distinguishing between the skins. This controversial argument, though with reduced quotas for all three species (see table), was accepted once plans for a more detailed survey of crocodiles in the country had been drawn up, in spite of the fact that the proposal met few of the requirements stipulated in Resolution Conf. 5.21.

Indonesia, which already held a quota for 2000 *Crocodylus porosus*, originally proposed a simple retention of its population in Appendix II without the restriction of quotas, but this was modified at the meeting to a request for an increased quota of 4000, to be administered under a new FAO crocodile programme operating in the country. Because of the difficulty of controlling illegal exports, adherence to the quota could only be guaranteed by the co-operation of the importers and, although Japan

agreed to co-operate with the Indonesian authorities, Singapore, the other chief importer, did not. It was pointed out that the great majority of *C. porosus* skins in trade now came from countries with legal supplies and there was thus no justification for Japan and Singapore to retain their reservations, but both refused to commit themselves to withdrawing them. The discussion of Indonesia's quota was re-opened in the Plenary session when it was agreed that the Secretariat should negotiate with Japan and Singapore for a withdrawal of their reservations; meanwhile the quota of 4000 was adopted.

Export quotas for crocodilians agreed at the sixth meeting of the Conference of the Parties to CITES, Ottawa, 1987, plus previous year's quotas.

	1986	1987	1988	1989
<u>Crocodylus niloticus</u>				
Botswana	-	2000	2000	2000
Cameroon	20	100	100	100
Congo	1000	150	150	150
Kenya	150	1000 *	1000 *	1000 *
		4000 °	4000 °	4000 °
Madagascar	1000	1000	1000	1000
Malawi	500	700 *	700 *	700 *
		200 °	300 °	600 °
Mozambique	1000	1000 *	1000 *	1000 *
				3000 °
Sudan	5000	5000	5000	5000
Tanzania	1000	2000	2000	2000
Zambia	2000	2000 *	2000 *	2000 *
		1350 °	3600 °	6200 °
<u>Crocodylus cataphractus</u>				
Congo	-	600	600	600
<u>Osteolaemus tetraspis</u>				
Congo	-	500	500	500
<u>Crocodylus porosus</u>				
Indonesia	2000	2000	4000	4000

* = wild specimens

° = ranches specimens

Following discussions at the second TEC meeting, in 1986, a Working Group had drafted three resolutions on controls on trade in ranches, captive-bred, look-alike and quota species. The first (Resolution Conf. 6.21) aimed to strengthen the controls on trade in Appendix I species bred in captivity primarily by requiring that the products be marked at least by the standards demanded for ranching operations (in Resolution Conf. 5.16), and also by establishing a mechanism for deleting operations from the register held by the Secretariat should they cease to meet the necessary standards. A controversial amendment, proposed by St Lucia, was eventually accepted which further required that the inclusion in the register of operations breeding species not already listed in the register must be agreed by the Conference of the Parties. The second resolution (Resolution Conf. 6.22) resolved that Parties should submit detailed annual reports of the conduct of ranching operations and established a procedure for transferring the populations back to Appendix I if serious and insoluble problems became apparent. It gave the Secretariat the power to investigate the conduct of ranching operations and to report on any deficiencies. All products of ranching operations are to be considered "readily recognizable" under the terms of Resolution Conf. 5.9. Resolution Conf. 6.17 strove to resolve the potential problem of

Parties building up stocks of tags for crocodile skins to be exported under quota, by ensuring that unused tags be destroyed at the end of the year to which they apply.

In response to requests for further information on sea turtles made at previous meetings, the Secretariat had contracted IUCN's Conservation Monitoring Centre to prepare a report on the biological and trade status of *Chelonia mydas* and *Eretmochelys imbricata* (Green Turtle and Hawksbill Turtle). The results of this study were presented and Parties were urged to comment on the draft report prior to its publication. The only proposal on ranching was that put forward by France to transfer the populations of *Chelonia mydas* on the islands of Europa and Tromelin to Appendix II. The proposal had been substantially revised since the one rejected at Buenos Aires, and TEC had subsequently approved the new marking procedures, which had been the chief grounds for the rejection. France pointed out that the turtle populations on the two islands were amongst the largest in the Indian Ocean, well protected and probably stable. The ranching operation was said to confer significant advantages in terms of augmenting the survival of hatchlings and of adult females and in promoting turtle research in the region. Strong opposition was voiced by a number of Parties, mostly based on evidence of inadequate controls in France of trade in turtle products, particularly focusing on the French Overseas Departments in the Caribbean, where turtles are still legally harvested and which are thought to act as a point of entry to the EEC for illegal turtle products. After lengthy discussion, a secret ballot was requested at which the proposal was rejected by 37 votes to 14 with 5 abstentions and one null vote. France then requested guidance on how the proposal could be improved in such a way that it might be acceptable to a future meeting of the Conference of the Parties. This resulted in the adoption of Resolution Conf. 6.23, requesting IUCN to convene a meeting to draw up guidelines for the evaluation of turtle ranching proposals, which should be submitted to the Secretariat by 30 April 1988.

Trade in plant specimens: At the fifth meeting of the Conference of the Parties, it was agreed to annotate Appendix II for plants to indicate that, unless otherwise stated, all parts and derivatives were included except seeds, spores and pollen (including pollinia), tissue cultures and flaked seedling cultures. In the apparent belief that this would not apply to species listed in future, the Plant Working Group had prepared a draft resolution: specifying that all the above "are standard exemptions for Appendix II and III plants"; and recommending that the list of forms in which plants and their parts and derivatives are commonly traded (recommended in Resolution Conf. 4.24) be prepared by the Identification Manual Committee. This was adopted (Resolution Conf. 6.18). The Plant Working Group also prepared Resolution Conf. 6.19, on artificially propagated hybrid plants, which allows Appendix I species to be annotated so that: for annotated taxa, export permits or re-export certificates are required for all artificially propagated hybrids (in accordance with Resolution Conf. 2.13); and hybrids produced from one or more non-annotated Appendix I taxa may be traded with a certificate of artificial propagation. (The Resolution does not mention hybrids between annotated and non-annotated taxa but it is presumed that the Plant Working Group intended export permits and re-export certificates to be required in this case). Finally, Resolution Conf. 6.20 was adopted, recommending that the Nomenclature Committee prepare a standard nomenclature for Cactaceae, detailed to the lowest taxonomic level possible, for adoption by the Conference of the Parties.

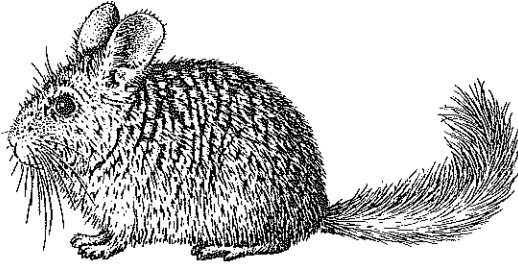
The Working Group on Significant Trade in Appendix II Species had considered the draft report on this subject, by the IUCN Conservation Monitoring Centre (CMC), in

June 1986. At that time, a series of recommendations and priorities had been established. The Secretariat had initiated studies (with external funding) on Hyacinth Macaw *Anodorhynchus hyacinthinus*, Spectacled Caiman *Caiman crocodilus*, Tegus *Tupinambis* spp., Asian Varanidae and Latin American spotted cats (Felidae) and otters (Lutrinae). The final reports of the first and last-named studies were available in Ottawa. The relevant pages of CMC's draft report had also been sent out to all Parties and to several ngos for comments; those received were being incorporated and the report was expected to be finalised by the end of 1987. No further resolution was needed since the programme for continued action on this subject had already been agreed (in Resolution Conf. 5.3) and the tasks of the Working Group were included in the terms of reference for the newly created Animals Committee.

The Netherlands had prepared a document about the problem of retrospective issuance of CITES documentation. They cited examples where commercial shipments had been seized at the port of entry into a Party state because the required export/re-export documents were not available. However, such documents have often been issued and presented subsequently, without the issuing authorities having inspected the shipments and in spite of them having been exported illegally. Sometimes Management Authorities have been requested to issue retrospective export permits even though they were not the actual country of export. Permits issued retrospectively have had the effect of undermining the due process of law in importing countries. Equally problematic was a case where, after a shipment had been seized in an importing country, the Management Authority of the exporting state issued a statement about the legality of the shipment, without ever having inspected it. To prevent these and similar problems in future, Resolution Conf. 6.6 was adopted, with the following elements: all Parties are urged to implement strictly the Convention's provisions with respect to the issuance and presentation of CITES documents prior to trade taking place, and to implement the necessary domestic legislation. It was recommended that: a) Management Authorities of exporting/re-exporting states not issue CITES documents retrospectively, and not provide to exporters, or to consignees in importing countries, declarations about the legality of exports that took place without the required documents or the legality of export documents that did not meet the requirements of CITES at the time they were used; b) Management Authorities of importing or transit countries should not accept retrospective export documents; c) exceptions to a) and b) may only be made for Appendix II and III specimens and only if co-operative investigations by the importing and exporting states' Management Authorities conclude that the traders were not at fault and that the trade was otherwise legal.

The organisers of travelling fur trade exhibits face the problem that they move fur garments of several Appendix II species from their country of manufacture to display centres in several countries, selling off a few at each place, and returning with the unsold specimens. A typical route is Canada to Norway to Sweden to F.R. Germany and back to Canada, and new CITES documents must be obtained at each stage. To relieve the administrative burden, Canada proposed the adoption of a special type of export permit for multiple use under the above circumstances, so that just one document would be needed for the whole round trip. The Conference of the Parties rejected this proposal, several delegations to the meeting stating that the system would be open to abuse. The Secretariat suggested that, as the problem was administrative, the countries concerned should take appropriate measures to solve the problems raised.

Although chinchillas *Chinchilla* spp. are listed in CITES Appendix I with the annotation "population of South America", Canada reported that there had been confusion among Parties about the status of captive bred populations of the chinchilla occurring outside of South America. To clarify this confusion, it was agreed to change the annotation to state categorically that chinchilla bred in countries outside South America are not included in the Appendices.



Long-tailed Chinchilla *Chinchilla lanigera*

Illustration by A. Coray
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The implementation of the Convention with regard to personal and household effects had continued to create problems and confusion. This was partly because there had been hardly any response to the recommendation, in Resolution Conf. 4.12, that "Parties which regulate the export or import of Appendix II tourist souvenir specimens . . . communicate to the Parties through the Secretariat which species are so regulated." Without this information, it is not possible to implement correctly or uniformly the exemption allowed for Appendix II personal and household effects under Article VII of the Convention. In addition, some states attempt to control and report on all trade in such effects and others implement few if any controls. As a result, tourists frequently have specimens seized; and annual report data show great inconsistencies and are incomplete and useless for monitoring. A long and comprehensive draft resolution was proposed by Belgium, clarifying the correct treatment of specimens under the Article VII exemption. However this was evidently considered premature and was drastically amended in committee session so that Plenary adopted Resolution Conf. 6.8: requesting the Standing Committee to examine the matter further and make recommendations to the next meeting; and urging Parties that do not regulate trade in Appendix II tourist souvenirs to inform the Secretariat by 31 December 1987, and subsequently inform them of any change in the regulations. Although not stated in the Resolution, Parties which send nothing to the Secretariat may be assumed to regulate Appendix II personal and household effects, and the countries with which they trade will know what documents are required.

The question of interpretation of Article XIV paragraph 1 had been raised as a problem at the fifth meeting of the Conference of the Parties. A document from ten African Parties there had highlighted the difficulties experienced in some exporting countries when importing countries implemented domestic legislation stricter than CITES required. Since then, a working group had met and prepared a draft resolution to solve the problem by ensuring mutual consultation between importing and exporting countries. As adopted by the Conference of the Parties, Resolution Conf. 6.7 recommends: that each Party intending to take measures to control trade in non-indigenous CITES species more strictly than the Convention requires, should notify the range states as early as possible and consult with range

states that wish to confer; and that Parties having already taken such measures consult with the range states on their appropriateness if so requested.

The Working Group on Transport of Live Specimens had drafted a resolution on shipment of live animals, that was adopted (Resolution Conf. 6.24), recommending the use of a "health and welfare checklist" (of which a model was adopted) which would be signed by an authorised person immediately prior to shipment. On arrival at the port of entry in the country of destination, the reporting system for specimens stressed during transport (Resolution Conf. 4.21) should be used. The Resolution also recommended: that applicants for export/re-export documents be notified that their issuance is conditional on the specimens being shipped in accordance with IATA Live Animals Regulations and the CITES Guidelines on Transport of Live Specimens; that, where Parties have designated ports of exit and entry, animal holding facilities and cargo sheds and relevant documents be open for inspection by appropriate authorities and technical observers; and that Parties gather information on mortality relating to transport, and/or its causes. The committee session agreed, on the UK's recommendation, that the Working Group should continue its work; but this was not endorsed by the Plenary session.

The designation of Scientific Authorities by Parties is obligatory under Article IX, paragraph 1, of the Convention. Yet many Parties have not designated such authorities or, if they have, have not informed the CITES Secretariat. The USA had prepared a draft resolution, to urge Parties to correct this situation, and reminding potential new Parties of the above requirement. However, it withdrew this proposal on the understanding that the Secretariat would pursue the matter individually with each relevant Party.

The relationship between CITES and the European Economic Community (EEC) was on the agenda in view of the amendment to Article XXI of the Convention (not yet in force) to allow accession by regional economic integration organisations (the Gaborone amendment), and in view of the concern expressed about the implementation of CITES in the EEC, and about the lack of reporting on intra-Community trade. The Conference of the Parties adopted Resolution Conf. 6.5, by consensus: congratulating the EEC on commissioning an independent study of the Community's implementation of CITES; recommending that the study be made available to the Secretariat, Parties and ngos, and suggesting that other Parties consider the benefits of similar studies of their own implementation. In view of the abolition of internal EEC border controls, the Resolution also requested the EEC to establish a Community inspectorate to ensure Community supervision of Community legislation. The Resolution also recommended that the EEC Member States monitor intra-Community movements of CITES specimens, and urged Parties to ratify the Gaborone amendment.

The next meeting of the Conference of the Parties to CITES will be held in Indonesia, in October 1989.

The following three pages summarise:

- a) proposals adopted;
- b) proposals rejected; and
- c) proposals withdrawn.

a) Proposals adopted

F A U N A

MAMMALIA

Pteropus insularis Truk Flying-fox
Pteropus macrotis Big-eared Flying-fox
Pteropus mariannus Marianas Flying-fox
Pteropus molossinus Ponape Flying-fox
Pteropus phaeocephalus Mortlock Flying-fox
Pteropus pilosus Large Palau Flying-fox
Pteropus samoensis Samoan Flying-fox
Pteropus tokudae Guam Flying-fox
Pteropus tonganus Insular Flying-fox
 Inclusion in App. II, dead specimens only being subject to CITES controls.

Erinaceus frontalis* South African Hedgehog
Nesolagus netscheri* Sumatran Short-eared Rabbit

Lariscus hosei* Four-striped Ground Squirrel

Dipodomys phillipsii Phillips' Kangaroo Rat
phillipsii*
Notomys spp. Hopping mice
 Deletion from App. II.

Pseudomys fumeus Smoky Mouse
 Deletion from App. I.

Pseudomys shortridgei Heath Rat
 Deletion from App. II.

Dusicyon gymnocercus Pampas Fox
 Inclusion in App. II.

Felis yagouaroundi Jaguarundi
 Inclusion in App. I for North and Central American populations in lieu of subspecies F.y. cacomitli, F.y. fossata, F.y. panamensis, F. y. tolteca.

Panthera tigris altaica Siberian Tiger
 Transfer from App. II to I.

Catagonus wagneri Chacoan Peccary
 Inclusion in App. I.

Tayassu spp. Peccaries
 Inclusion in App. II, excluding USA population.

Vicugna vicugna Vicuna
 Transfer from App. I to II of parts of populations of Chile and Peru**, to allow trade in cloth under certain conditions.

AVES

Balaeniceps rex Shoebill
 Inclusion in App. II.

Mycteria cinerea Milky Stork
 Inclusion in App. I.

Eudocimus ruber Scarlet Ibis
 Inclusion in App. II.

Megapodius freycinet Abbott's Scrubfowl
abbotti*
Megapodius freycinet Nicobar Scrubfowl
nicobariensis*
Tetrao mlokosiewiczi* Caucasian Black Grouse
 Deletion from App. II.

Rheinartia ocellata Crested Argus Pheasant
 Inclusion in App. I.

AVES ctd.

Otididae spp. Bustards
 Inclusion in App. II.

Numenius minutus* Little Curlew
Larus brunnicephalus* Brown-headed Gull
 Deletion from App. II.

Anodorhynchus hyacinthinus Hyacinth Macaw
Ara militaris Military Macaw
Probosciger aterrimus Palm Cockatoo
 Transfer from App. II to I.

Trochilidae spp. Hummingbirds
 Inclusion in App. II.

Picus squamatus Western Scaly-bellied Woodpecker
flavirostris*
Psophodes nigrogularis* Western Whipbird Flycatcher
 Deletion from App. II.

Gubernatrix cristata Yellow Cardinal
Paroaria capitata Yellow-billed Cardinal
Paroaria coronata Red-crested Cardinal
 Inclusion in App. II.

Emblema oculata* Red-eared Firetail
 Deletion from App. II.

REPTILIA

Crocodylus cataphractus Short-nosed Crocodile
Osteolaemus tetraspis West African Dwarf Crocodile
 Transfer to Appendix II of Congo population, subject to quotas (see p. 38).

Paradelma orientalis* Queensland Snake-lizard
 Deletion from App. II.

Gallotia simonyi Hierro Giant Lizard
 Inclusion in App. I.

Podarcis pityusensis Ibiza Wall Lizard
Podarcis lilfordi Lilford's Wall Lizard
 Inclusion in App. II.

Boa constrictor Argentine Boa
occidentalis Constrictor
 Transfer from App. II to I.

Thamnophis couchi Two-striped Garter Snake
hammondi*
 Deletion from App. II.

Vipera ursinii Ursini's Viper
 Inclusion in App. I of European population only, excluding USSR.

AMPHIBIA

Ambystoma lermaense* Lake Lerma Salamander
 Deletion from App. II.

Dendrobates spp. Poison-arrow frogs
Phyllobates spp. Poison-arrow frogs
 Inclusion in App. II.

Dyscophus antongilii Tomato Frog
 Inclusion in App. I.

PISCES

<u>Salmo chrysogaster*</u>	Mexican Golden Trout
<u>Stenodus leucichthys leucichthys*</u>	White Salmon
<u>Plagopterus argentissimus*</u>	Woundfin
<u>Ptychocheilus lucius*</u>	Colorado River Squawfish
<u>Xiphophorus couchianus*</u>	Monterrey Platyfish

Deletion from App. II.

INSECTA

<u>Bhutanitis spp.</u>	Bhutanitis swallowtails
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Inclusion in App. II.

<u>Ornithoptera alexandrae</u>	Queen Alexandra's Birdwing
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Transfer from App. II to I.

<u>Papilio chikae</u>	Luzon Swallowtail
<u>Papilio homerus</u>	Homerus Swallowtail
<u>Papilio hospiton</u>	Corsican Swallowtail

Inclusion in App. I.

<u>Teinopalpus spp.</u>	Kaiser-I-Hinds
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Inclusion in App. II.

ANNELIDA

<u>Hirudo medicinalis</u>	Medicinal Leech
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Inclusion in App. II.

MOLLUSCA

<u>Choromytilus chorus*</u>	Choro
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Deletion from App. II.

<u>Coahuilix hubbsi*</u>	Cuatro Cienegas snails
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Cochliopina milleri*

Durangonella coahuilae*

Mexipyrgus carranzae*

Mexipyrgus churinceanus*

Mexipyrgus escobedae*

Mexipyrgus lugoi*

Mexipyrgus mojarralis*

Mexipyrgus multilineatus*

Mexithauma quadripaludium*

Nymphophilus minckleyi*

Paludiscala caramba*

Deletion from App. II.

<u>Achatinella spp.</u>	Oahu tree snails
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Inclusion in App. I.

FLORA

CACTACEAE

<u>Astrophytum asterias</u>	Star Cactus
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Transfer from App. II to I.

CUPRESSACEAE

<u>Fitz-Roya cupressoides</u> (Chilean coastal population)	Alerce
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Transfer from App. II to I.

CYCADACEAE

<u>Cycas beddomei</u>	Beddome's Cycad
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Transfer from App. II to I.

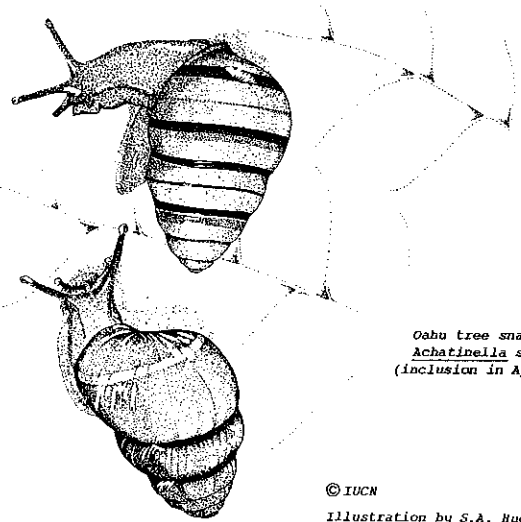
NEPENTHACEAE

<u>Nepenthes spp.</u>	Pitcher-plants
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Inclusion in App. II.

<u>Nepenthes khasiana</u>	Indian Pitcher-plant
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Inclusion in App. I.



Oahu tree snails
Achatinella spp.
(inclusion in App. I)

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Illustration by S.A. Hughes

ORCHIDACEAE

<u>Paphiopedilum druryi</u>	Drury's Slipper Orchid
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Transfer from App. II to I.

PALMAE

<u>Chrysalidocarpus lutescens</u>	Areca Palm
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Deletion from App. II.

SARRACENIACEAE

<u>Sarracenia spp.</u>	North American pitcher-plants
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Inclusion in App. II.

b) Proposals rejected

F A U N A

MAMMALIA

<u>Eupleres goudotii*</u>	Falanouc
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Deletion from App. II.

AVES

<u>Pitta brachyura nympha*</u>	Fairy Pitta
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Deletion from App. II.

REPTILIA

<u>Chelonia mydas</u>	Green Turtle
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Transfer from App. I to II of Europa and Tromelin populations in context of Resolution Conf. 3.15 on ranching (see p. 39).

AMPHIBIA

<u>Mantella aurantiaca</u>	Golden Frog
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Inclusion in App. I.

ANTHOZOA

<u>Corallium rubrum</u>	Mediterranean Coral
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Inclusion in App. II.

F L O R A

COMPOSITAE

<u>Saussurea lappa</u>	Kuth
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Transfer from App. I to II.

Mountain Pygmy Possum
Burramys parvus
(deletion from App. II)



Illustration by E. Fry
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c) Proposals withdrawn

FAUNA

MAMMALIA

<u>Phalanger lullulae</u> <u>Myrmecobius fasciatus</u> Inclusion in App. I.	Woodlark Island Cuscus Numbat
<u>Burramys parvus</u> * Deletion from App. II.	Mountain Pygmy Possum
<u>Cynogale bennettii</u> * Deletion from App. II.	Otter-civet
<u>Odobenus rosmarus</u> Inclusion in App. II.	Walrus
<u>Trichechus senegalensis</u> * Deletion from App. II or transfer from App. II to I.	African Manatee
<u>Pudu mephistophiles</u> * Deletion from App. II.	Northern Pudu

AVES

<u>Anas bernieri</u> * <u>Francolinus ochropectus</u> * <u>Francolinus swierstrai</u> * <u>Pedionomus torquatus</u> * <u>Pseudochelidon sirintarae</u> *	Madagascar Teal Djibouti Francolin Swierstra's Francolin Plains-wanderer White-eyed River Martin
<u>Niltava ruecki</u> *	Rueck's Blue Flycatcher Yellow-faced Siskin
<u>Carduelis yarrellii</u> * Deletion from App. II.	
<u>Meliphaga cassidix</u> Deletion from App. I.	Helmeted Honeyeater

REPTILIA

<u>Clemmys muhlenbergi</u> * Deletion from App. II.	Bog Turtle
<u>Chelonia mydas</u> <u>Eretmochelys imbricata</u> Transfer from App. I to II of Indonesian populations.	Green Turtle Hawksbill Turtle
<u>Phrynosoma coronatum</u> <u>blainvillei</u> * Deletion from App. II.	San Diego Horned Lizard

AMPHIBIA

<u>Dendrobates</u> <u>altobueyensis</u> Inclusion in App. I.	Golden Poison-arrow Frog
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PISCES

<u>Latimeria chalumnae</u> * Deletion from App. II.	Coelacanth
<u>Scleropages formosus</u> Transfer from App. I to II of Indonesian population.	Asian Bonytongue
<u>Caecobarbus</u> <u>geertsi</u> * Deletion from App. II.	African Blind Barb Fish
<u>Cynolebias constanciae</u> * <u>Cynolebias marmoratus</u> * <u>Cynolebias minimus</u> * <u>Cynolebias opalescens</u> * <u>Cynolebias splendens</u> * Deletion from App. II.	

MOLLUSCA

<u>Cyprogenia aberti</u> * <u>Epioblasma torulosa rangiana</u> * <u>Fusconaia subrotunda</u> * <u>Lampsilis brevicula</u> * <u>Lexingtonia dolabelloides</u> * <u>Pleurobema clava</u> * <u>Paryphanta spp.</u> * Deletion from App. II.	Pearly Mussels
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FLORA

ORCHIDACEAE

<u>Iphigenia stellata</u> Inclusion in App. II.	Starry Iphigenia
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LILIACEAE

<u>Dendrobium pauciflorum</u> Transfer from App. II to I.	
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*proposals submitted in the context of ten-year review of the Appendices.

**Chile - part of the population of Parinacota Province, Ia. Region of Tarapacá;
Peru - populations of Pampa Galeras National Reserve and Nuclear Zone, Pedregal, Oscconta and Sawacocho (Province of Lucanas), Sais Picotani (Province of Azangaro), Sais Tupac Amaru (Province of Janín) and Salinas Aguada Blanca National Reserve (Provinces of Arequipa and Cailloma).