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African Elephants and the 14th meeting of the Conference of the Parties to CITES, The Hague, Netherlands, 03-15 June 2007

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There are three proposals to amend the Appendices and one adenda document to change a CITES Resolution relating to African Elephant *Loxodonta africana* at CoP14.

As before, there will be updates from the two monitoring systems for elephants under CITES—the Elephant Trade Information System (ETIS) and Monitoring the Illegal Killing of Elephants (MIKE)—and further consideration of the CITES action plan to address illegal trade in ivory, particularly how it relates to unregulated domestic ivory markets in Africa and Asia.

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1. What happened at CoP13?

South Africa's proposal to allow "trade in hide and leather goods" without restriction for "non-commercial purposes" was readily accepted. It is generally recognized that such trade does not produce negative conservation impacts on elephants. Namibia's amendment proposal met with partial success. It failed to gain approval for the establishment of conditional annual quotas for trade in raw ivory, but was successful in its bid to trade elephant leather and hair products for commercial purposes and also received permission to trade in a specific traditional, indigenous worked ivory product—known as *ekipas*—for non-commercial purposes. Finally, Kenya failed to gain support for amending *Resolution Conf. 10.10 (Rev. CoP12)* to impose a period of no commercial trade in raw or worked ivory under the Convention.

Also at CoP13, the Parties approved *Decision 13.26*, which established an "*action plan for the control of trade in African elephant ivory*" by requiring all African Elephant range States "*to prohibit unregulated domestic sale of ivory, whether raw, semi-worked, or worked; to instruct all law enforcement and border control agencies to enforce such laws; and to engage in public awareness campaigns to publicise these prohibitions*". The action plan targets countries with unregulated domestic ivory markets by obliging countries to comply with CITES requirements for internal trade in ivory as outlined in *Resolution Conf. 10.10 (Rev. CoP12)* or face the imposition of punitive sanctions, including the possible suspension of all international trade in CITES-listed species.

2. What are the CoP14 proposals to amend the CITES Appendices relating to African Elephants?

(CoP14 Prop. 4) Botswana and Namibia propose replacing the current annotation governing trade for the four African Elephant populations currently included in Appendix II (i.e. Botswana, Namibia, South Africa and Zimbabwe). The new text would establish annual commercial trade quotas for raw ivory in compliance with the procedures outlined in *Resolution Conf. 10.10 (Rev. CoP12)*, subject to certain other conditions. Aside from raw ivory, trade in other elephant products is not specifically mentioned in the proposed annotation, whereas the current version does include trade options for other elephant products. Consequently, the intention of the proposal remains confused and fails to address the guidelines in *Resolution Conf. 11.21 (Rev. CoP13)* which state: "for species transferred from Appendix I to II subject to an annotation that specifies the types of specimen included in the Appendix, specimens that are not specifically included in the annotation shall be deemed to be specimens of species included in Appendix I and the trade in them shall be regulated accordingly". It needs to be resolved whether other elephant specimens—including those currently eligible for trade—are deemed specimens of species included in Appendix I. If not, it appears the proponents would be expanding the scope of their tabled proposal if they move to include provision for trade in other elephant products. Consequently, this proposal is likely to become engulfed in a procedural debate.

(CoP14 Prop. 5) Botswana proposes changing the annotation governing the inclusion of its elephant population in Appendix II by expanding the scope of trade in leather goods and live animals to allow transactions for commercial purposes; introducing annual quotas for raw ivory pursuant to the requirements of *Resolution Conf. 10.10 (Rev. CoP12)* and certain other conditions; and providing for another one-off conditional sale of not more than 40 t of raw ivory. This last-mentioned would be from government-owned stocks and only exported to CITES Secretariat-certified trading partners whose national legislation would preclude exportation of the ivory, and whose domestic trade controls

demonstrate compliance with the requirements of *Resolution Conf. 10.10 (Rev. CoP12)*. The conditional one-off sale of raw ivory approved for Botswana, Namibia and South Africa at CoP12 in 2002 has not yet occurred (see section 9). Botswana has Africa's largest elephant population, up to 175 000 animals, and since 2002 a considerable volume of ivory has accumulated from natural and management-related mortalities. Botswana aims to sell this ivory to help meet the costs of elephant conservation, including support to rural communities negatively affected by living close to large elephant populations.

(CoP14 Prop. 6) Kenya and Mali propose amending the annotations of all elephant populations in Appendix II to impose a 20-year moratorium on trade in ivory, with two exceptions: the one-off sale of registered stocks approved at CoP12 (see section 9), and Botswana, Namibia and South Africa—but not Zimbabwe—would be allowed to export raw ivory "*as hunting trophies for non-commercial purposes*" (see CoP14 Prop. 4). This proposal is similar to one submitted by Kenya at CoP13.

(CoP14 Prop. 7) Tanzania proposed transferring its elephant population from Appendix I to Appendix II, but has subsequently withdrawn the proposal.

3. What are the other CoP14 documents that propose to amend CITES Resolutions relating to African Elephants?

(CoP14 Doc. 53.4) Kenya and Mali have tabled a document on illegal ivory trade and control of internal markets, which advocates a series of amendments to *Resolution Conf 10.10 (Rev. CoP12)*. The most far-reaching of these would be the imposition of a 20-year moratorium on trade in ivory, with differing conditions for specific countries. For range States with elephant populations in Appendix I, proposals to transfer their populations to Appendix II would be prohibited during the 20-year period. For the four countries with elephant populations currently in Appendix II, trade in raw and worked ivory would be prohibited for 20 years, with the possible exceptions of the one-off sale of raw ivory agreed at CoP12 for the three designated countries (see section 9) and hunting trophies for non-commercial purposes. However, these proposed changes conflict with Article XV of the Convention which allows "*any Party*" to propose an amendment to Appendix I or II for consideration at, or between, meetings of the Conference of the Parties. The CITES community itself has no history of using such moratoriums as a feature in its deliberations, nor does the treaty contain such provisions.

Kenya and Mali also propose amending parts of *Resolution Conf 10.10 (Rev. CoP12)*, which would alter the current basis for assessing "*control of internal trade in ivory*". Currently, all countries which allow domestic trade in ivory are required to register all importers, manufacturers, wholesalers and retailers dealing in raw, semi-worked or worked ivory products. They are also required to introduce "*recording and inspection procedures to enable the CITES Management Authority and other appropriate government agencies to monitor the flow of ivory within the State";* to instigate "*compulsory trade controls over raw ivory*" and "*comprehensive and demonstrably effective reporting and enforcement system for worked ivory*"; and to disseminate public awareness materials, "*particularly in retail outlets, informing tourists and other non-nationals that they should not purchase ivory in cases where it is illegal for them to import it into their own home countries*". These are the criteria the world's domestic ivory markets are currently measured against to judge whether they comply with CITES requirements. If adopted, the Kenya/Mali amendments would effectively restrict these requirements only "*to those Parties designated as ivory importing countries*". Thus Kenya and Mali would effectively direct "*all Parties not designated as ivory importing countries*" to enact legislation prohibiting domestic sales of ivory and ivory products "*where necessary*" unless they were legally acquired. Finally, "*Parties whose elephant populations are listed in Appendix II*" would be required to establish computerized ivory stock management systems, but this requirement would not be an obligation for other elephant range States. Overall, this suggested revision appears to impose very specific and strict conditions on Parties that are designated ivory importing countries or whose elephant populations are in Appendix II, whilst all other Parties would be held to a different—and much lower—standard for domestic management and sales of "*legally acquired*" ivory. At CoP11 and CoP12, Kenya, together with India, unsuccessfully submitted amendment proposals to transfer all African Elephant populations back to Appendix I. At CoP13, Kenya also failed to secure a two-thirds majority vote in favour of a 20-year moratorium on ivory trade. This document will undoubtedly spark some heated debate.

4. How will proposals be dealt with at CoP14?

All elephant proposals are first considered in Committee I, then all decisions are finalized in a subsequent Plenary session. The three proposals to amend the Appendices concern African Elephant populations currently included in Appendix II; these (and all proposals) require a two-thirds majority vote for acceptance. Proposals to amend Appendices can be withdrawn or made more restrictive, but their scope can not be broadened. Requests to amend or adopt CITES Resolutions and Decisions also require a two-

A proposal by Botswana seeks approval for a one-off conditional sale of up to 40 tonnes of raw ivory to help meet the costs of elephant conservation, although the one-off sale of raw ivory approved for Botswana, Namibia and South Africa at CoP12 in 2002 has still not occurred.

thirds majority vote for adoption. Additional amendments to draft resolutions or decisions can be offered from the floor during formal discussion; in many cases, a working group is established at the CoP to try and reach consensus, particularly for complex resolutions and decisions.

5. Other agenda items concerning elephants at CoP14

Four other agenda items to be discussed relate directly to elephant conservation under the Convention. **(CoP14 Doc. 53.1) The CITES Secretariat** will provide an update on the implementation of *Decision 13.26* since its adoption at CoP13 to establish an "*action plan for the control of trade in African elephant ivory*" (see section 7). There will be reports on the two monitoring systems for elephants under CITES. **(CoP14 Doc. 53.2) TRAFFIC** will present its comprehensive analysis of the Elephant Trade Information System (ETIS) data, and **(CoP14 Doc. 53.3) the CITES Secretariat** will present an update on Monitoring the Illegal Killing of Elephants (MIKE). Finally, **(CoP14 Doc. 19.2) the CITES Secretariat** will present the communiqué of the seventh meeting of the African Elephant Range State Dialogue. This meeting takes place in the Hague, immediately prior to CoP14.

6. What are we learning from ETIS and MIKE and how do they work?

ETIS uses elephant product seizure records as a means to track current trends and assess underlying trade dynamics for illicit trade in ivory. Through *Resolution Conf. 10.10 (Rev. CoP12)*, all Parties are obliged to report such seizures to the CITES Secretariat within 90 days of their occurrence. Although this is not always the case, more countries are providing this information than ever before. ETIS presently comprises 12 378 ivory seizure records—the world's largest collection of such data—spanning 1989–2006. Along with data on seizures, information is also gathered to track law enforcement effort and efficiency, rates of reporting, background economic variables, and the scale and degree of regulation in domestic ivory markets around the world. Managed by TRAFFIC, the ETIS database has been fully operational since CoP12 in 2002. Each Party is periodically provided with an ETIS Country Report, comprising summarized tables of all the data relating to the country in question.

At CoP14, the third major analysis of the ETIS data will be presented. This report will demonstrate that the trend in illicit trade in ivory is again increasing and that this trade continues to be statistically correlated with the presence of large, inadequately regulated domestic ivory markets. The study also shows that large-scale ivory seizures (of one tonne or more) are now occurring with greater frequency. This worrying development is attributed to the increasing involvement of Asian crime syndicates in the illicit trade in Africa. Cameroon, Democratic Republic of the Congo and Nigeria in Africa, and China and Thailand in Asia, continue to be the five countries most heavily implicated in the illegal trade.

MIKE tracks the illegal killing of elephants through a site-based monitoring programme in some 70 locations in 29 African Elephant and 12 Asian Elephant *Elephas maximus* range States. At each site, data on elephant numbers, illegal killings and other deaths, law enforcement effort and other factors are collected in a standardized way. The 55th meeting of the CITES Standing Committee (held just prior to CoP 14) will decide whether the information presented in SC55 Doc. 10.2 is sufficient to confirm the establishment of the baseline for MIKE data, against which subsequent assessments of patterns and trends of illegal killing can be made and presented at future CITES meetings. The CITES Secretariat recommends the Standing Committee accept the MIKE data as meeting the requirements of *Decision 12.33*. Prior to the development of MIKE, there was no centralized way to track elephant mortalities and feed this information into the CITES process. At the local level, MIKE has been a catalyst for capacity-building and national elephant conservation efforts. As MIKE develops, it should greatly improve our understanding of the status of elephants throughout their range, especially the degree to which they are being killed for the illicit trade in ivory.

MIKE and ETIS are invaluable assets for the CITES Parties in making the best decisions possible to support elephant conservation.

7. What is *Decision 13.26* and the CITES action plan for the control of illegal trade in African Elephant ivory?

The action plan pursuant to *Decision 13.26* is the key initiative under CITES to eradicate illicit trade in ivory within Africa and other markets around the world.

Under *Decision 13.26*, African Elephant range States are charged with demonstrating compliance with the requirements of *Resolution Conf. 10.10 (Rev. CoP12)* for internal trade in ivory. Legislation and law enforcement action to enforce such legislation is assessed. Countries which allow ivory markets to remain poorly regulated can be penalized with punitive sanctions under the Convention, including the suspension of all trade in CITES-listed specimens. Seventeen of the 37 African Elephant range States (Benin, Burkina Faso, Central African Republic, Chad, Congo, Equatorial Guinea, Eritrea,

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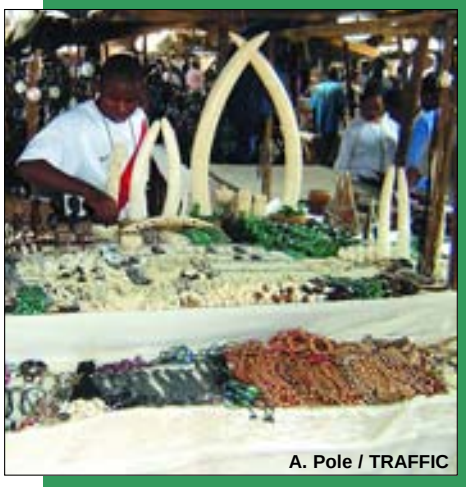
Joyce Wu / TRAFFIC

Part of an illegal consignment of 2.5 tonnes of ivory seized by Taiwanese authorities in July 2006 at Kaohsiung harbour. The ivory was en route from Tanzania to the Philippines. Two days later, a further 3 tonnes were seized at the same port.



A. Pole / TRAFFIC

Unworked African Elephant tusks and ivory ornaments on sale at the Mercado do Artesanato, Benfica, Angola, in 2005.

Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Somalia, Swaziland and Uganda) have still not submitted reports (initially due 31 March 2005) to the CITES Secretariat, and measuring progress in countries which have tabled reports is often difficult as their content remains unclear in terms of the state of compliance with requirements of *Resolution Conf. 10.10 (Rev. CoP12)* for internal trade in ivory.

Implementation of *Decision 13.26* has clearly been mixed. On the positive side, Ethiopia—identified in the ETIS analysis to CoP13 as one of the six countries most heavily implicated in illicit ivory trade—has dramatically cracked down on the trade. With assistance from TRAFFIC, WWF and the CITES Secretariat, the Ethiopian authorities convened a workshop to assess the problem, strengthened policies on ivory stock management and submitted a backlog of seizure data to ETIS. The most remarkable action, however, was an unprecedented raid on the domestic ivory market in Addis Ababa. In January 2005, 66 retail outlets selling ivory were simultaneously searched in an operation involving 262 law enforcement officers. Three months later, a comprehensive market survey found the number of ivory products for sale had dropped by 98%. Ethiopia is the best example of how a country can act decisively to implement *Decision 13.26*.

Conversely, in the ETIS report to CoP14, Cameroon, Democratic Republic of the Congo, Nigeria and Thailand are again identified as amongst the most problematic countries. Many other countries around the world continue to have unregulated domestic ivory markets. Further, the trend in illicit trade in ivory has been increasing since 2004, during the period when the CITES action plan was supposed to be implemented.

Clearly, the CITES action plan is having at best limited impact on the overall global trend in illegal ivory trade, and there is a need for more time, resources, and a workplan outlining the tasks required for its effective implementation. There also needs to be more collaboration between governments and the NGO community. Assessment of a country's compliance with specific provisions of *Resolution Conf. 10.10 (Rev. CoP12)* should become a feature of the action plan so there is a transparent and accountable process in place. Finally, there needs to be a process defining when it is appropriate to apply punitive sanctions. The type of scheme used to implement the CITES National Legislation Project should be explored.

8. Are other measures or initiatives needed to curtail the illegal trade in ivory?

The ETIS analysis to CoP14 demonstrates there is growing evidence of Asian-run ivory procurement, processing and shipping operations in Africa and that organized crime groups are increasingly playing a role in the illicit trade in ivory. This aspect of the illicit trade needs to be addressed through appropriate law enforcement actions and intelligence-led strategies. China, which is heavily implicated in the trade, has demonstrated considerable progress in addressing illegal ivory trade problems on the Chinese mainland. China's efforts now need to expand into a public awareness outreach programme directed at Chinese communities in Africa. China can also play an important role instigating collaborative law enforcement efforts with African and Asian law enforcement agencies.

9. What is the status of the one-off sale of raw ivory approved at CoP12 in 2002?

At CoP12, Botswana, Namibia and South Africa—but not Zimbabwe—were given approval for a conditional one-off sale of 60 tonnes of raw ivory. The agreed conditions restrict the origin, size and volume of the ivory, the acceptability of potential trading partners, the timing of the sale, and other aspects. The conditions also prescribe how the ivory can be dispatched, how income from the sale is distributed, and what the precise roles of the CITES Secretariat and Standing Committee are in the verification and approval processes.

Four-and-a-half years since the CITES Parties made this decision, the sale has still not taken place, because two of the external conditions have yet to be confirmed by the Standing Committee as satisfied. Firstly, the process to designate an ivory trading partner with sufficient national legislation and domestic trade controls to prevent re-exportation and to ensure compliance with the requirements for internal trade in ivory specified in *Resolution Conf. 10.10 (Rev. CoP12)* has taken considerable time. Both China and Japan asked to be assessed for this purpose by a CITES mission in March 2005, and Japan was given tentative approval at the 54th meeting of the Standing Committee in October 2006. Secondly, the Standing Committee has not confirmed whether the MIKE programme now has sufficient information to define its baseline data, another condition for the sale. The 49th meeting of the Standing Committee adopted *Decision 12.33* concerning a definition of this baseline. It specifies the baseline has to cover at least 45 sites in Africa and 18 in Asia, should include at least one population survey prior to 2000, needs at least 12 months' data from Africa and 6 months data' from Asia on law enforcement, monitoring and carcasses, and a description of influencing patterns and factors. Also needed are an assessment of the effort made in providing the illegal killing information and a preliminary analysis. If the MIKE baseline is confirmed by the forthcoming 55th meeting of the Standing Committee, the one-off sale is likely to be given the go ahead to take place.

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TRAFFIC, the wildlife trade monitoring network, works to ensure that trade in wild plants and animals is not a threat to the conservation of nature.

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Sturgeons and the 14th meeting of the Conference of the Parties to CITES, The Hague, Netherlands, 2007

A TRAFFIC AND WWF BRIEFING DOCUMENT

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Credit: WWF-Canon/Thomas Neumann

Caviar, the renowned gourmet delicacy, is the unfertilised roe of sturgeons and paddlefish (Acipenseriformes), an ancient group of fish found in coastal and inland waters of 25 countries in Europe, Asia and North America. There are 27 species, 25 of them are included in the *2006 IUCN Red List of Threatened Species*, 17 classified as Endangered or Critically Endangered. Two species are listed in Appendix I of CITES; the remaining 25 are in Appendix II. As this suggests, many sturgeon stocks are seriously depleted, as a result of over-exploitation, illegal fishing and habitat degradation. In 2004, the total official catch of sturgeons in the Caspian Sea had decreased to 760 t, less than 5% of the total 20 years earlier (22 800 t).[1]

Credit: Caroline Raymakers/TRAFFIC

Caviar and sturgeon meat on sale in Baku, Azerbaijan, 1997

Stemming the black gold rush—sturgeons and paddlefish and the implementation of CITES *Resolution Conf. 12.7 (Rev. CoP13)*

Sturgeon and paddlefish conservation and trade has been discussed at every meeting of the Conference of the Parties to CITES (CoP) since all species were listed in the Appendices to CITES (1998) and, over the last nine years, CITES Parties have made some progress in strengthening control of trade and conservation of these species. However, there are concerns that CITES agreements for sturgeons and paddlefish are still not being implemented effectively, but it is vital that Parties show their commitment to these agreements, so that trade does not threaten the species' survival.

The key tool for the conservation of sturgeons in the CITES forum is *Resolution Conf. 12.7 (Rev. CoP13)* (see **Box 1** for summary of CITES decisions on sturgeons and paddlefish). This calls for scientifically assessed catch and export quotas for sturgeons, tighter regulation of trade in sturgeon products overall, and regional co-operation between countries to achieve these ends. It also stipulates a role for the CITES Secretariat in confirming that export quotas are agreed by all relevant range States, on the basis of stock assessments. At CoP14, this Resolution will again be up for discussion. The Russian Federation, and the Islamic Republic of Iran (on behalf of the CITES Standing Committee's working group on sturgeons), have submitted proposals to amend various aspects of the Resolution. TRAFFIC and WWF hope that the outcome of discussion of these proposals will be a reavowal of Parties' commitments to conserve sturgeons and paddlefish, followed by visible action. **Specifically, TRAFFIC and WWF believe (see shaded text):**

- **Independent verification of the scientific and legal basis of caviar export quotas** is necessary to ensure that these and sturgeon catch quotas reflect population trends and are sustainable. The important role of the CITES Secretariat in the process should be maintained.
- The stock assessment procedures and the catch and export quota-setting process would benefit from **greater transparency**, such that Parties, non-Parties and non-governmental organizations can assess the scientific basis for the quotas.
- Given the important quantities of caviar consumed on some **domestic markets and of caviar traded illegally**, it is essential that these **are taken into account** when determining export quotas.
- The current Resolution requires **range States to agree by consensus on catch and export quotas for shared stocks**. This requirement is important as a means to ensure sturgeon and paddlefish exports truly reflect population trends and are scientifically proven to be sustainable. However, if the Resolution is amended so that quotas can be decided on the basis of agreement among (a minimum of) two-thirds of the range States sharing the stock, then this amendment should be coupled with a recommendation that Parties do not accept exports from States proposing higher quotas than those agreed by the majority.

Justification: With the agreement of range States, rules on setting sturgeon and paddlefish quotas under CITES have become increasingly rigorous. However, despite these rules (which are set out in *Resolution Conf. 12.7 (Rev. CoP13)*), and despite the fact that recent CITES quotas have been adapted in response to declines in wild sturgeon and paddlefish stocks (**Table 1**), doubt clearly remains over the process for setting quotas, as testified to by the following.

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Sturgeons of the Caspian Sea produce what is regarded as the highest quality caviar and the countries bordering this sea (Azerbaijan, the Islamic Republic of Iran, Kazakhstan, the Russian Federation and Turkmenistan) have been the source of around 90% of the caviar in global trade in recent years. Other important sources are the Amur River and the Danube River basins, the Black Sea, the Sea of Azov and the Great Lakes of North America.

Credit: Caroline Raymakers/TRAFFIC

Credit: WWF-Canon/Hartmut Jungius

Sturgeon (*balyk*) and caviar on sale at Astrakhan fish market, 2001 (top) and Caspian coastline

- The information recently provided by the sturgeon-exporting countries indicates that many of the sturgeon species in shared fishing grounds are still suffering serious population declines.[2]
- In 2006, the CITES Secretariat did not publish caviar quotas for four of the five Caspian sturgeon fisheries because the countries concerned (Azerbaijan, Kazakhstan, the Russian Federation and Turkmenistan) did not provide sufficient information about the sustainability of their sturgeon catch.
- For 2007, the States bordering the Caspian Sea agreed to reduce the combined catch quota for the Sea's six sturgeon species[3] by an average of 20% relative to the quotas for 2005. The combined CITES export quota for caviar from these sturgeons in 2007 is also lower than that for 2005, but only by 15%.
- For 2007, the Russian Federation established catch quotas for Beluga *Huso huso* and sturgeons from the Amur River (Kaluga *Huso dauricus* and Amur Sturgeon *Acipenser schrenckii*), solely for scientific and restocking purposes. These were set at 14 t (equivalent to about 1.12 t caviar[4]) for Kaluga and three tonnes (equivalent to about 0.3 t caviar[4]) for Amur Sturgeon. The CITES export quotas for 2007 are substantially higher than this, namely 2.56 t for Kaluga caviar and 1.9 t for Amur Sturgeon caviar, and it is unclear why commercial export quotas were published at all, given that catch quotas for these species were exclusively for scientific and restocking purposes.
- Although what little is known about the illegal caviar trade is often anecdotal or based on reported seizures and convictions, the black market in caviar is clearly thriving and smugglers use sophisticated methods, indicating the possibility of links with organized crime groups. According to estimates by experts from the Caspian region, the annual illegal catch of sturgeons 2004–2006 for all Caspian States was around 10 000–12 000 t and in the Russian Federation it is estimated that 2700 t of sturgeons were caught illegally in the Caspian Sea in 2004, equivalent to the production of around 550 t of caviar[5]. It is believed the majority of such caviar is absorbed by the domestic market rather than entering international trade. However, large seizures continue to take place in international trade: almost 14 t of illegal caviar was reported seized by European authorities, 2000–2005.[6]

- **The Resolution must not be altered to expand the period for caviar export beyond the end of the quota year** in which it was harvested and processed, as this could provide an avenue for laundering illegal caviar.

Justification: In recent years, all Caspian range States appear to have exceeded their annual export quotas for certain sturgeon species, according to reported caviar exports (highlighted in coloured type in **Table 1**). However, it is most likely that these excesses relate to caviar from one year being "carried over" into the following year and, if this is the case, the quotas have not been exceeded. Allowing caviar harvested in a given year to be exported in subsequent years makes it very difficult to monitor whether quotas have been respected or exceeded. It may also provide an avenue to launder illegal caviar, allegedly from previous years, because the size of caviar stocks held by sturgeon and paddlefish range States is not adequately reported. In addition, the fact that some sturgeon range States have not submitted data on their exports of caviar in recent years makes it impossible to monitor whether actual exports are within the export quotas.

To address this problem, CITES Parties at CoP13 decided to alter the conditions for caviar exports from range States such that, from 2006 onwards, range States have had to export caviar in the year in which it was harvested or processed and cannot export any caviar harvested or processed in previous years. Although this new stipulation has not yet been tested, as export quotas for many sturgeon range States were not published in 2006, the Russian Federation, and the Islamic Republic of Iran on behalf of the CITES Standing Committee's working group on sturgeons, have put in proposals for discussion at CoP14 to extend the deadline for caviar exports beyond the end of the year of harvest or processing.

- Range States need to ensure that **national legislation to control the harvest of sturgeons and paddlefish and domestic trade in their products is in place and adequately enforced** to reduce the illegal harvest and trade which are threatening sturgeons and paddlefish.

Justification: Besides caviar in international trade, considerable volumes are also consumed in the countries of origin. Although domestic trade is governed by national legislation in most Caspian Sea countries, in practice such legislation is often inadequately enforced[7]. TRAFFIC surveys undertaken in

the Russian Federation (1997–2001) indicated that significant volumes of the caviar offered for sale originated from illegal sources. For example, 80% of the shops visited in Moscow had caviar which appeared to be sold using forged documents.[7]

- **Implementation of the CITES universal labelling system and registration procedures in both importing and exporting countries needs to be improved**, to try to ensure that only legal trade in sturgeon and paddlefish products takes place, both internationally and domestically.

Justification: Governments agreed at CoP11 in 2000 to introduce a standardized labelling system for all legal caviar exports, a system since extended, in 2002 and 2004. (A detailed description of caviar labelling requirements can be found in CITES *Resolution Conf. 12.7 (Rev. CoP13)*). Of the Caspian countries, only Azerbaijan, Kazakhstan and the Islamic Republic of Iran have notified the CITES Secretariat of the design of their caviar labels, although they have not given details of when the labels were introduced or whether they are to be used for domestic markets and/or international trade. The Russian Federation has not yet sent information on the design of its labels. According to the CITES register of licensed legal exporters, processing and repackaging plants of Acipenseriformes, there is a single registered company that exports and processes caviar in the Islamic Republic of Iran, a single exporter in Kazakhstan and four exporters in Azerbaijan. Nine processing/repackaging plants are registered in the Russian Federation but there are no registered exporters, despite caviar export quotas having been published for this country.

Amongst the major caviar consumer markets, the European Union (EU) is the first to have published legislation to implement fully the universal caviar labelling requirements. Since June 2006, all caviar containers on the EU market, including caviar from aquaculture, and regardless of whether they are destined for domestic trade or re-export, are required to bear a CITES label. It is hoped that other important consumer markets, such as Japan, Switzerland and the USA will follow suit.

Box 1: History of sturgeons and paddlefish in CITES over the last 10 years

1998 (CoP10)	All Acipenseriformes not already listed in the CITES Appendices are listed in Appendix II. *Resolution Conf. 10.12 Conservation of sturgeons* is adopted.
2000 (CoP11)	Ten Appendix-II species of Acipenseriformes are included in the Review of Significant Trade. *Resolution Conf. 11.13* establishing a universal labelling system for caviar is adopted.
2001	Caspian range States Azerbaijan, Kazakhstan, the Russian Federation and Turkmenistan commit to strengthening measures for sturgeon conservation as part of the *Paris Agreement* at the 45th meeting of the CITES Standing Committee.
2002 (CoP12)	*Resolution Conf. 12.7 Conservation of and trade in sturgeons and paddlefish*, which replaces and builds on the two previous Resolutions, is adopted. As part of this Resolution, the universal labelling system is expanded to apply to all caviar containers in trade.
2004 (CoP13)	The strength and scope of *Resolution Conf. 12.7* is strengthened and broadened.
2006	The CITES Secretariat does not publish sturgeon export quotas for the majority of range States, concerned that those proposed did not fully reflect reductions in stocks or make sufficient allowance for illegal fishing. The EU publishes legislation on caviar labelling and registration based on the provisions of *Resolution Conf. 12.7 (Rev CoP13).*
2007	The CITES Secretariat publishes quotas for caviar from the Caspian Sea and the Amur River.

Credit: Dr Georgy Ruban

Russian Sturgeon *Acipenser gueldenstaedtii* at a Caspian hatchery: fingerling production for restocking, the main source of young sturgeons for the Caspian Sea at present, has almost halved over the last 25 years in the Russian Federation[1]

Credit: WWF-Canon/Edward Parker

Credit: WWF-Canon/Edward Parker

Over the past decade, caviar prices have risen as wild-origin caviar has become scarcer. Globally, the highest-priced wild caviar is beluga (with an average internet retail price in importing countries of USD445/100g), followed by oscietra (USD340/100g), generally from Russian Sturgeons *Acipenser gueldenstaedtii* or Persian Sturgeons *A. persicus*, and sevruga (USD250/100g), from Sevruga (or Stellate Sturgeons) *A. stellatus*.

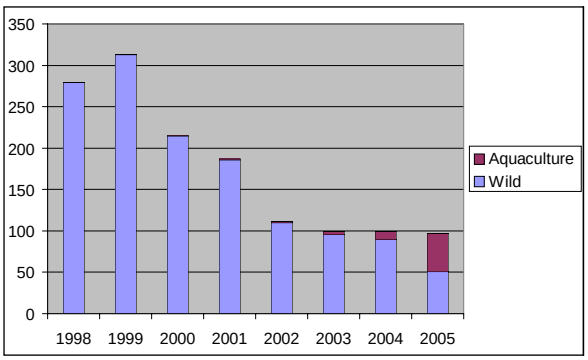
Credit: Caroline Raymakers/TRAFFIC

Credit: Caroline Raymakers/TRAFFIC

Caviar on offer at airports worldwide (all photos above)

Background information and supporting facts and figures

Graph 1: Global CITES-reported trade (tonnes) in caviar (wild and aquaculture)



Source: CITES trade (importers') data 1998–2005

According to CITES data from importers, the largest caviar importers during the period 1998–2005 were: the EU (636 t, of which Germany imported 247 t and France 229 t); USA (326 t); Switzerland (181 t); and Japan (155 t). The largest caviar exporters for the same period were: Iran (498 t); the Russian Federation (211 t); Kazakhstan (108 t); Azerbaijan (35 t); China (31 t); Romania (26 t); and Bulgaria (13 t). Volumes are totals for the period.

Table 1: CITES export quotas (Q) and reported exports (*E*) of caviar from the Caspian States (2003–2007)

	2003		2004		2005		2006#	2007#
	Q	***E***	**Q**	***E***	**Q**	***E***	**Q**	**Q**
Azerbaijan								
Russian Sturgeon	4.2	3.69	3.78	4.78	3.78	5.7	NP	3.36
Stellate Sturgeon	4.5	3.51	2.7	4.84	2.7	3.7	NP	3
Beluga	0.4	0.56	0.25	0.29	0.25	0.37	NP	0.3
Sub-total	**9.1**	**7.77**	**6.73**	**9.91**	**6.73**	**9.77***	-	**6.66**
Iran								
Russian Sturgeon	1.95	2.13	1.76	1.03	1.6	0.25	NP	1
Persian Sturgeon	63	36.6	56.7	32.9	51	11.7	44.37	38
Stellate Sturgeon	11.7	7.31	7.02	4.21	6.3	1.38	NP	3.2
Beluga	2.13	2.42	1.07	0.97	1.07	0.68	NP	1
Sub-total	**78.78**	**48.46**	**66.54**	**39.12**	**59.97**	**14.02**	**44.37**	**43.2**
Kazakhstan								
Russian Sturgeon	4.62	1.76	3.2	1.25	3.1	4.02	NP	3.27
Stellate Sturgeon	26.23	6.84	11.01	3.71	10.49	13.91	NP	10.64
Beluga	8.53	1.08	2.4	0.21	2.6	4.61	NP	1.76
Sub-total	**41.19**	**9.68**	**16.61**	**5.17**	**16.19**	**22.54**	-	**15.63**
Russian Federation								
Russian Sturgeon	17.2	3.65	14.58	2.41	14	0	NP	20
Stellate Sturgeon	13.8	0.69	8.28	3.23	8	0	NP	3.5
Sterlet *Acipenser ruthenus*	0.1	0	0.1	0	0.1	0	NP	0
Beluga	1.6	0.67	0.8	0.27	0.6	0	NP	0.7
Siberian Sturgeon *A. baerii*	0.5	0	NP	0	0	0	0	0
Amur Sturgeon	0.35	0.06	NP	0.5	NP	0	NP	1.9
Kaluga	1	0.19	NP	0.57	NP	0.65	NP	2.56
Sub-total	**34.55**	**5.26**	**24.03**	**6.98**	**22.7**	**0.65**	**0**	**28.66**
TOTAL	**163.62**	**71.17**	**113.91**	**61.18**	**105.59**	**46.98**	**44.37**	**84.85**

Notes: NP = not published. Coloured type indicates that quota appears to have been exceeded. * According to information received from Azerbaijan, actual exports in 2005, which included caviar produced in 2004, amounted to 9.10 t. # Reported exports for 2006 and 2007 have not yet been published.

Source: Quotas are published on the CITES website (www.cites.org) and trade data come from the CITES Trade Database. Reported trade according to exporters was used except for countries/years where this was not available and importer data were used instead.

1 Pourkazemi, M. (2006). Caspian Sea sturgeon conservation and fisheries: past, present, future. In: *Proceedings of the 5th International Symposium on Sturgeons, Ramsar, Iran, May 9–13, 2006.*

2 CITES Secretariat press release, 3 January 2006. Exporters to strengthen controls and promote sustainable fishing before CITES can publish 2006 export quotas. Viewed at www.cites.org/eng/news/press/2006/060103.shtml, 22 May 2007.

3 Russian Sturgeon *Acipenser gueldenstaedtii*, Ship Sturgeon *A. nudiventris*, Persian Sturgeon *A. persicus*, Sterlet *A. ruthenus*, Sevruga (or Stellate Sturgeon) *A. stellatus* and Beluga *Huso huso*.

4 Based on an average gonad-somatic index of 16% for Kaluga and of 20% for Amur Sturgeon. Taken from Kazansky, B.N. (1979). *The Ecological-evolutionary Principles of Organizing Sturgeon Fishing in the Basin of the Southern Seas of the USSR. Collection 'Biological Foundations for the Development of Sturgeon Fishing in the Water Bodies of the USSR'*. Moscow, Nauka. Pp. 22-33.

5 Based on data from the Caspian Research Institute of Fisheries, Astrakhan, Russian Federation.

6 Based on seizures data reported by European governments to EU-TWIX (European Union Trade in Wildlife Information Exchange).

7 Vaisman, A. and Raymakers, C. (2001). The status of sturgeon resources in Russia. *TRAFFIC Bulletin 19 (1)*: 33–44.

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TRAFFIC, the wildlife trade monitoring network, works to ensure that trade in wild plants and animals is not a threat to the conservation of nature.

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Осетры и 14 Конференция Сторон СИТЕС, Гаага, Нидерланды, 2007

Позиция TRAFFIC и WWF

май 2007


Амурский осетр *Acipenser schrenckii*

WWF-Canon/Thomas Neumann

Остановить погоню за черным золотом – осетры и веслоносы нуждаются в строгом выполнении Резолюции Конференции Сторон СИТЕС 12.7 (*Rev. CoP13*)

Проблема сохранения осетровых и веслоносов и регулирования торговли ими обсуждается на каждой Конференции Сторон с момента их внесения в Приложения к Конвенции в 1998 году. За пошедшие девять лет Стороны добились некоторого успеха в налаживании контроля над торговлей и в охране этих видов. Несмотря на общую обеспокоенность тем, что соглашения, принятые в рамках СИТЕС по отношению осетровых, не выполняются в полной мере, очевидно, что Стороны демонстрируют свою готовность следовать обязательствам. Таким образом, можно сказать, что международная торговля не является реальным фактором, угрожающим выживанию этих видов.

В рамках СИТЕС основным инструментом сохранения осетровых является Резолюция 12.7 (*Resolution Conf. 12.7 (Rev. CoP13)* (см. **Врезку 1** с кратким изложением решений СИТЕС по осетровым и веслоносам). Резолюция в первую очередь призывает к научному подходу при установлении объемов допустимого вылова и экспортных квот. При этом тщательное регулирование торговли осетровой продукцией, сотрудничество между странами регионов также призваны способствовать достижению этой цели. Это также обусловливает значимую роль Секретариата СИТЕС, как гаранта того, что страны, использующими ресурс одного бассейна, согласовали между собой квоты на вылов и экспорт осетровых. На 14 Конференции Сторон эта Резолюция снова будет предложена для обсуждения. Российская Федерация и Исламская Республика Иран (совместно с рабочей группой по осетровым Постоянного комитета) подали предложения по изменению некоторых положений Резолюции. TRAFFIC и WWF надеются, что результаты обсуждения интенсифицируют усилия Сторон, направленные на сохранение осетровых и веслоносов и принесут зримые результаты. **TRAFFIC и WWF подчеркивают значимость того, что** (см. затонированный текст)**:**

- Необходимость **независимого подтверждения того, что экспортные квоты на икру установлены в соответствии с научным обоснованием и в рамках действующего законодательства.** Такое подтверждение необходимо для того, чтобы Стороны были уверены, что квоты отражают состояние популяции и не наносят ей ущерба. Ведущая роль Секретариата в этом процессе будет усиливаться.
- Процессы оценки состояния запасов осетровых и установления объемов их изъятия, а также экспортных квот должны быть максимально **прозрачными и понятными**, так чтобы Стороны СИТЕС и страны – не участницы Конвенции, ровно, как и неправительственные организации могли оценить научную обоснованность этих квот.
- Значительные объемы потребления **икры на внутренних рынках, а также икры, добытой и проданной нелегально,** должны оцениваться и в обязательном порядке учитываться при определении экспортных квот.
- В действующей редакции Резолюция призывает **страны ареала согласовывать квоты на основе консенсуса**. Это очень важно для того, чтобы устанавливаемые квоты действительно отражали состояние запасов осетровых и тенденции их изменения. В случае принятия предложения о том, что решение по квотам принимается двумя третями голосов, необходимо предусмотреть и требование того, чтобы Стороны не принимали икру сверх квот, установленных большинством.

Обоснование: Процедура согласования квот на добывание и экспорт осетровых между государствами делает этот процесс весьма строгим и скрупулезным. Несмотря на соблюдение этих правил (описанных в Резолюции 12.7 *(с изменениями и дополнениями 13 Конференции Сторон)*, а также несмотря то, что квоты от года к году снижались вслед за снижением запасов осетровых в природе (**Таблица 1**), по поводу процедуры установления квот остаются сомнения вызванные следующим:

Черная икра – всемирно известный деликатес, изготовляемый из неоплодотворенной икры осетровых и веслоносов, объединенных в отряд осетрообразных (Acipenseriformes). Это древняя группа водных позвоночных, обитающая в пресных внутренних водах и в прибрежных частях морей 25 стран Европы, Азии и Северной Америки. Всего эта группа объединяет 27 видов, 25 из которых в 2006 год были включены в Красный Список МСОП. 17 из них присвоена категория «находящийся в опасности» (Endangered) или «находящийся в критическом состоянии» (Critically Endangered). Два вида внесены в Приложение I СИТЕС, а 25 остальных – в Приложение II. Запасы осетровых в природе в значительной степени истощены чрезмерным промыслом, в том числе и нелегальным, а также в результате негативных изменений среды обитания. Так общий легальный вылов каспийских осетровых в 2004 году снизился до 760 тонн, что составило менее 5% от вылова двадцатилетней давности (22 800 т).


Caroline Raymakers/TRAFFIC

Икра и осетрина, продающиеся на базаре в Баку, Азербайджан, 1997.

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Осетровые Каспийского бассейна являются источником икры высочайшего качества, и доля прикаспийских стран (Азербайджан, Исламская Республика Иран, Казахстан, Российская Федерация и Туркменистан) в мировом производстве икры достигает 90 процентов. Икра природного происхождения также поступает из Амура, Дуная, Черного и Азовского морей и системы Великих Озёр Северной Америки.

Caroline Raymakers/TRAFFIC

WWF-Canon/Hartmut Jungius

Осетрина (балык) и чёрная икра, в продаже на рыбном рынке в Астрахани, 2001 (в верху), побережье Каспийского моря.

- По данным стран-экспортеров большинство видов осетровых, чьи популяции совместно эксплуатируются несколькими Сторонами, продолжают сокращать свою численность.[2]
- В 2006 году Секретариат не опубликовал экспортные квоты на икру для четырех прикаспийских стран – Российской Федерации, Казахстана, Азербайджана и Туркменистана в связи с тем, что эти страны не смогли предоставить убедительной информации об устойчивом использовании запасов осетровых.
- В 2007 году прикаспийские государства договорились снизить общий объем вылова шести видов осетровых в среднем на 20% по сравнению с выловом 2005 года. Но при этом общая экспортная квота на эти шесть видов на 2007 ниже квоты 2005 года всего на 15%.
- в 2007 году Российская Федерация установила квоты на вылов белуги *Huso huso* и амурских осетровых (калуги *Huso dauricus* и амурского осетра *Acipenser schrenckii*) исключительно в научных целях и целях воспроизводства. Квоты были установлены в размере 14 тонн для калуги (эквивалентное количество икры порядка 1,12 тонн[4]) и три тонны для амурского осетра (эквивалентное количество икры – порядка 0,3 тонны[4]). Однако, заявленные в Секретариат экспортные квоты для этих видов были значительно выше – 2,56 тонн для калуги и 1,9 тонн для амурского осетра. В результате возникают вопросы, почему экспортные квоты не соответствуют квотам на вылов и почему вообще устанавливаются сугубо коммерческие экспортные квоты в случае, когда вылов осуществляется исключительно в научных и воспроизводственных целях.
- Несмотря на то, что данные об объемах нелегальной международной торговли икрой отрывочны и основываются на данных о задержаниях, а отчасти и на слухах, не подлежит сомнению, что этот бизнес продолжает процветать. Контрабандисты используют хитроумные схемы и изощренные методы незаконного перемещения этого продукта через государственные границы, свидетельствующие об их тесных связях с организованной преступностью. По оценке специалистов, работающих в Каспийском регионе, среднегодовой нелегальный вылов осетровых всех прикаспийских государств в 2004–2006 годах достигал 10–12 тыс. тонн. Незаконный вылов в водах Российской Федерации в 2004 году был оценен в 2700 тонн, что эквивалентно приблизительно 550 тоннам икры[5]. Считается, что основная часть этой по-браконьерски добытой икры потребляется на внутреннем рынке и лишь небольшая часть ее просачивается на международный рынок. Хотя, следует отметить, что задержания крупных партий нелегально ввозимой икры происходят регулярно. Так, за период 2000-2005 годов в Европе было задержано в сумме 14 тонн икры[6]

- **В Резолюцию не должны вноситься изменения с целью увеличения срока экспорта икры за пределы календарного года, на который заявлена квота,** и в течение которого икра была добыта и переработана. В противном случае это станет удобным путем легализации и вовлечения в торговлю незаконно добытой икры.

Обоснование: В настоящее время все прикаспийские государства, как следует из предоставляемых ими отчетов, превышают заявленные ими экспортные квоты на икру (выделено красным цветом в **Таблице 1**). Возможно, это следствие переноса части вовремя не проданной квоты предыдущих лет, однако, даже в этом случае Резолюция не предусматривает возможности превышения квот. В случае разрешения переноса части квоты на следующие годы контроль за выполнением квот и мониторинг из исполнения будет крайне затруднен. Это также может привести к масштабному «отмыванию» незаконно добытой икры и введению ее в международный торговый оборот под видом «икры прошлых лет». Эта опасность особенно проявляется на фоне того, что страны ареала не сообщают достоверных сведений о состоянии запасов осетровых. К тому же некоторые страны ареала также не предоставляют сведений о действительных объемах экспорта икры, что делает невозможным оценить, насколько та или иная экспортная партия соответствует заявленной квоте.

В связи с этим Стороны СИТЕС на своей 13 Конференции решили изменить условия экспорта икры из стран ареала и, начиная с 2006 года, все страны-производители икры должны экспортировать ее в течение календарного года, на который была заявлена квота, в рамках которой и производится данный экспорт. Экспорт икры, добытой и произведенной в предыдущие годы, в счет недовыполненных квот прошлых лет не допускается. И хотя эта новелла не была опробована в деле из-за того, что квоты на 2006 по большинству каспийских видов не были опубликованы, Российская Федерация и Исламская Республика Иран совместно с рабочей группой по осетровым Постоянного комитета предложили для обсуждения 14-й Конференцией Сторон вопрос о увеличении срока экспорта икры за пределы календарного года, на который была заявлена квота.

- Страны ареала должны обеспечить **эффективность национального законодательства достаточную для действенного контроля над добычей и оборотом осетровых** и направленного на снижение уровня их незаконной добычи и нелегального оборота продукции.

Обоснование: Помимо международной торговли значительные объемы икры потребляются на внутренних рынках стран ареала. Несмотря на то, что во всех прикаспийских государствах имеется весьма строгое законодательство, ограничивающее противоправные добычу, переработку и оборот икры, на практике это законодательство применяется в недостаточной мере и слабо ограничивает эту преступную деятельность[7]. Исследования предпринятые TRAFFIC в России (1997–2001) показали, что на внутреннем рынке постоянно присутствуют значительные объемы нелегально произведенной икры. Так, например, при обследовании мест торговли икрой в Москве оказалось что в 80% случаев документы, предъявляемые торговцами были поддельными или сфальсифицированными.[7]

- **Введение в действие рекомендованных СИТЕС универсальной системы маркировки икры и регистрационных процедур как странами-импортерами, так и странами-экспортерами должно быть ускорено.** Это необходимо для того, чтобы пресечь поступление незаконно добытой икры на рынки, как международный, так и внутренние.

Обоснование: В 2000 году на 11 Конференции Сторон правительства согласились разработать и ввести в действие стандартизированную систему маркировки для легально экспортируемой икры. С тех пор эта система была доработана и дополнена в 2002 и 2004 годах (детальные требований к такой маркировке изложены в Резолюции 12.7 (с дополнениями 13 Конф. Сторон). Из прикаспийских стран только Азербайджан, Казахстан и Исламская Республика Иран направили в Секретариат образцы и описания своих систем маркировки, хотя и не предоставили при этом информации, с какого момента эти системы были введены в действие, а также о том действуют ли эти системы маркировки на внутреннем рынке или только в случае экспорта. Российская Федерация до сих пор не предоставила ни официальной информации о наличии системы маркировки, ни ее описания, ни образцов. В списке в СИТЕС компаний – легальных переработчиков, переупаковщиков и экспортёров продукции из осетров и веслоносов, зарегистрированы: одна компания, перерабатывающая и экспортирующая икру в Исламской Республике Иран, одна компания-экспортёр в Казахстане, и четыре компании-экспортёра в Азербайджане. В России зарегистрировано девять перерабатывающих и упаковывающих компаний, но ни одной компании-экспортёра, несмотря на то, что российская сторона заявляет экспортные квоты.

Среди основных импортёров икры Европейский Союз (ЕС) – первым принял законодательные нормы, обеспечивающие исполнение требований по единой системе года маркировки икры. С июня 2006 года на рынке ЕС любая упаковка, содержащая чёрную икру, включая икру, полученную в аквакультуре, должна нести маркировку установленного образца, без относительного того, предназначается ли эта упаковка для реализации на внутреннем рынке или для реэкспорта. Есть надежда, что другие крупные импортёры икры - Япония, Швейцария и США в скором времени последуют этому примеру.

Врезка 1: Осетровые и СИТЕС. История последних 10 лет.

1998 (КС10)	Все представители отряда *Acipenseriformes*, которые еще не были внесены в Приложения СИТЕС, внесены в Приложение II. (Resolution Conf. 10.12).
2000 (КС11)	Десять видов осетрообразных (*Acipenseriformes*) включены в процесс *Обзора торговли в значительных объемах*. (Resolution Conf. 11.13)
2001	Прикаспийские государства - Азербайджан, Исламская Республика Иран, Казахстан, Российская Федерация в Туркменистан В рамках Парижского Соглашения на 45-м заседании Постоянного комитета СИТЕС взяли на себя обязательства по усилению мер по охране осетровых.
2002 (КС12)	Принята Резолюция 12.7 *Сохранение и регулирование торговли осетровыми*, которая объединила и дополнила ранее принятые решения. Один из пунктов этой Резолюции распространил требование маркировки на все без исключения поступающие в оборот упаковки с чёрной икрой.
2004 (КС13)	Частичный пересмотр Резолюции 12.7 с целью ее усиления и детализации.
2006	Секретариат не опубликовал квоты на экспорт икры для подавляющего большинства стран ареала в связи с их поздним согласованием, а также в связи с тем, что заявленные квоты не отражали в должной степени снижения запасов осетровых в природе. Все это вызвало обеспокоенность в связи с возможным выводом на международный рынок икры нелегального происхождения. ЕС принял законодательство, регулирующее маркировку упаковок с чёрной икрой и регистрацию производителей, импортеров, экспортеров и переупаковщиков в соответствии с требованиями Резолюции 12.7 (доп. КС13).
2007	Секретариат СИТЕС опубликовал экспортные квоты для осетровых Каспийского бассейна и реки Амур.

Dr Georgy Ruban

Молодь русского осетра Acipenser gueldenstedtii на рыборазводном заводе. В настоящее время искусственное разведение – один из основных источников пополнения диких популяций осетровых в Каспийском море. К сожалению, за последние 25 лет выпуск молоди осетровых в Российской Федерации сократился вдвое.

WWF-Canon/Edward Parker

WWF-Canon/Edward Parker

В последнее десятилетие цены на икру взлетели в результате дефицита на икру дикого происхождения. Наиболее ценной и дорогой считается икра белуги (средняя цена в странах-импортёрах - $445 за сто граммов), далее следует осетровая икра, получаема из русского и персидского осетров ($340/100 за сто граммов) и севрюжья икра ($250/100 за сто граммов).

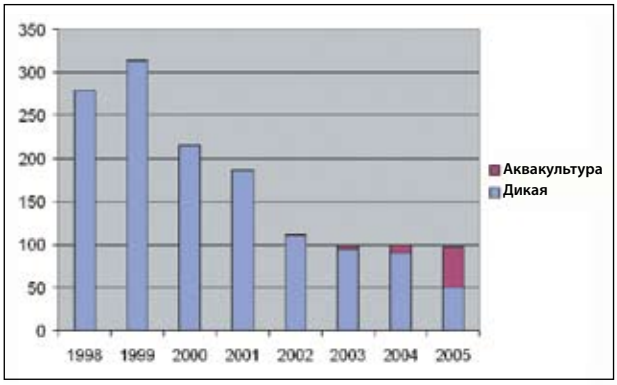
Caroline Raymakers/TRAFFIC

Caroline Raymakers/TRAFFIC

Икра продается в аэропортах по всему миру.

Первичная информация

График 1: Общий объем торговли икрой осетровых в рамках СИТЕС (дикой и из аквакультуры)



Source: CITES trade (importers') data 1998–2005

В соответствии данными, полученными СИТЕС от импортёров, самыми крупными импортёрами за период 1998-2005 годов явились: ЕС (636 тонн, из которых на долю Германии приходится 247 тонн и на долю Франции - 229 тонн), США (326 тонн), Швейцария (181 тонна) и Япония (155 тонн). Крупнейшими экспортёрами чёрной икры в этот же период были: Иран (498 тонн); Российская Федерация (211 тонн); Казахстан (108 тонн); Азербайджан (35 тонн); Китай (31 тонна); Румыния (26 тонн и Болгария (13 тонн).

Таблица 1: Экспортные квоты (Q) и заявленный экспорт (*E*) чёрной икры из прикаспийских государств (2003–2007)

	2003		2004		2005		2006#	2007#
	Q	*E*	Q	*E*	Q	*E*	Q	Q
Азербаджан								
Русский осётр	4.2	3.69	3.78	4.78	3.78	**5.7**	NP	3.36
Севрюга	4.5	3.51	2.7	4.84	2.7	**3.7**	NP	3
Белуга	0.4	**0.56**	0.25	**0.29**	0.25	**0.37**	NP	0.3
Итого	*9.1*	*7.77*	*6.73*	*9.91*	*6.73*	*9.77**	-	*6.66*
Иран								
Русский осётр	1.95	**2.13**	1.76	1.03	1.6	0.25	NP	1
Персидский осётр	63	36.6	56.7	32.9	51	11.7	44.37	38
Севрюга	11.7	7.31	7.02	4.21	6.3	1.38	NP	3.2
Белуга	2.13	**2.42**	1.07	0.97	1.07	0.68	NP	1
Итого	*78.78*	*48.46*	*66.54*	*39.12*	*59.97*	*14.02*	*44.37*	*43.2*
Казахстан								
Русский осётр	4.62	1.76	3.2	1.25	3.1	**4.02**	NP	3.27
Севрюга	26.23	6.84	11.01	3.71	10.49	**13.91**	NP	10.64
Белуга	8.53	1.08	2.4	0.21	2.6	**4.61**	NP	1.76
Итого	*41.19*	*9.68*	*16.61*	*5.17*	*16.19*	*22.54*	-	*15.63*
Российская Федерация								
Русский осётр	17.2	3.65	14.58	2.41	14	0	NP	20
Севрюга	13.8	0.69	8.28	3.23	8	0	NP	3.5
Стерлядь	13.8	0.69	8.28	3.23	8	0	NP	3.5
Белуга	1.6	0.67	0.8	0.27	0.6	0	NP	0.7
Сибирский осётр	0.5	0	NP	0	0	0	0	0
Амурский осётр	0.35	0.06	NP	**0.5**	NP	0	NP	1.9
Калуга	1	0.19	NP	**0.57**	NP	**0.65**	NP	2.56
Итого	*34.55*	*5.26*	*24.03*	*6.98*	*22.7*	*0.65*	*0*	*28.66*
Всего	**163.62**	**71.17**	**113.91**	**61.18**	**105.59**	**46.98**	**44.37**	**84.85**

Примечания: NP = не опубликовано. Красным цветом выделены цифры, показывающие превышение заявленной квоты.
* в соответствии с информацией, поступившей из Азербайджана, реальный экспорт в 2005 году составил 9,1 тонны в связи с тем, что он включал в себя и объемы, предназначавшиеся для экспорта в 2004 году.
# Отчеты по экспорту в 2006 и 2007 годах пока не предоставлены.
Источник: Квоты, опубликованы на сайте СИТЕС (www.cites.org) данные об объемах торговли взяты из базы данных по торговле *CITES Trade Database*. В тех случаях, когда данные об экспорте по каким-либо странам/годам отсутствовали, информация компилировалась из данных по импорту из этих стран.

Использованная литература

1 Пурказеми, М. (2006). Охрана и использование каспийских осетровых: прошлое, настоящее, будущее. Материалы 5-го Международного симпозиума по осетровым, Рамсар, Иран, 9–13 мая 2006 (англ.).

2 Пресс-релиз Секретариата СИТЕС от 3 января 2006 года. Экспортёры должны усилить контроль над выловом остеровых и принять меры к устойчивому использованию их запасов прежде чем Секретариат сможет опубликовать квоты на экспорт на 2006 год. Получено с сайта СИТЕС www.cites.org/eng/news/press/2006/060103.shtml, 22 мая 2007 года.

3 Русский осетр *Acipenser gueldenstaedtii*, шип *A. nudiventris*, персидский осетр *A. persicus*, стерлядь *A. ruthenus*, севрюга *A. stellatus* и белуга *Huso huso*.

4 Расчеты основаны на данных о средних значениях гонадо-соматических индексов, 16% для калуги и 20% для амурского осетра. По Казанский, Б.Н., (1979), Эколого-эволюционные принципы организации осетрового тхозяйства в бассейнах южных морей СССР, в сборнике «Биологические основы развития осетрового хозяйства в морях СССР№, Москва, Наука, с. 22–33.

5 На основе данных КаспНИРХ, Астрахань, Российская Федерация.

6 По данным о задержаниях, опубликованным правительствами стран ЕС (Система обмена информацией о торговле дикими видами в ЕС).

7 Вайсман, А., Реймекерс, К. (2001). Состояние ресурсов осетровых в России. TRAFFIC Bulletin 19 (1): 33–44 (англ.).

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TRAFFIC,
эта сетевая программа, осуществляющая мониторинг торговли дикими видами с целью предотвращения отрицательного воздействия торговли на состояние диких популяций животных и растений.

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www.traffic.org/cop14/index.htm

Миссия WWF – остановить деградацию окружающей среды на планете и построить будущее, в котором человечество будет жить в гармонии с природой. Для достижения этих целей предполагается:
- сохранить биологическое разнообразие,
- использовать возобновляемые природные ресурсы неистощительным образом,
- способствовать снижению загрязнения окружающей среды и избыточного потребления ресурсов.

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WWF for a living planet

Sharks and the 14th meeting of the Conference of the Parties to CITES, The Hague, Netherlands, 03–15 June 2007

A TRAFFIC and WWF briefing document
May 2007

At CoP14, there will be proposals to include all species of the family Pristidae (sawfishes) in Appendix I of CITES, and to include two other shark species, Spiny Dogfish and Porbeagle, in Appendix II of CITES. Three other agenda items relate to sharks.

All seven species of sawfishes are Critically Endangered, whilst there is ample evidence directed fisheries have caused over-exploitation of both Spiny Dogfish and Porbeagle in significant parts of their range.

Credit: Andy Murch/Elasmodiver

Spiny Dogfish: a CITES Appendix-II listing is clearly justified according to *Resolution Conf. 9.24 (Rev. CoP13) Annex 2a Criteria A and B.*

Introduction

It is widely recognized that shark species[1] are vulnerable to overfishing because they grow slowly, are late to mature and produce relatively few young. Concern for the status of shark stocks has been growing since the early 1990s. The list of shark species included in the *IUCN Red List of Threatened Species* continues to grow. Of the 556 shark species assessed globally by the IUCN, nearly 20% are considered Critically Endangered, Endangered or Vulnerable[2].

TRAFFIC and WWF note that the most recent data from the Food and Agriculture Organization of the United Nations (FAO) suggest that reported shark catch peaked at 883 000 t in 2003 but declined to around 773 000 t in 2005[3]. It is unclear whether the decline in catch reflects reduced abundance, the impact of management measures, changes to reporting, or some combination of these factors.

The Parties to CITES, together with members of FAO and the United Nations General Assembly, have called for increased monitoring, research, data collection, and management of shark stocks. The Parties to CITES also recognize the conservation threat that international trade poses to sharks, as testified to by various resolutions to try and address this:

- *Resolution Conf. 9.17; Res. Conf. 12.6; Decisions 10.48, 10.73, 10.74, 10.93, 10.126, 11.94* and *11.151*;
- *Decision 13.42*, directed to CITES Parties, to address poor implementation of the International Plan of Action for the Conservation and Management of Sharks (IPOA-Sharks), to address the lack of species-specific data collection and reporting on shark catch and trade, and to address the lack of capacity for management of shark fisheries;
- *Decision 13.43*, directed to the Animals Committee, to identify implementation issues associated with CITES-listed sharks, to identify instances where trade is having an adverse impact on sharks, and to identify trade-related measures to improve conservation and management of sharks that have been adopted and implemented by Parties.

The Animals Committee report on sharks to the 14th meeting of the Conference of the Parties to CITES (CoP14)

The Animals Committee report on sharks to CoP14 (document *CoP14 Doc. 59.1*), referring to implementation of *Decision 13.43* and other work, includes recommendations concerning the conservation and management of sharks directed at CITES Parties, the Animals Committee, the CITES Secretariat and FAO. TRAFFIC and WWF support the recommendations, considering that their implementation will facilitate more informed discussion of proposals to list marine species in general, and sharks in particular, and improve the effectiveness of current listings. In the spirit of the Memorandum of Understanding between FAO and the CITES Secretariat, **TRAFFIC and WWF encourage close co-operation between CITES and FAO** in the implementation of these recommendations, taking advantage of the mandate to CITES authorities to monitor and regulate international trade to complement and strengthen the management objectives of fisheries authorities. Such collaboration will ensure that the expertise and mandates of the organizations involved can be used to maximize their contribution to fisheries management and shark species conservation. **TRAFFIC and WWF encourage the Parties at CoP14 to adopt a Decision or Resolution, as appropriate, based on the Animals Committee recommendations**, paying particular attention to the following.

- The major shark-fishing catching countries and territories (see **Table 1**), which together catch around 80% of the world's reported landings of sharks, should improve, in consultation with FAO, their species-specific monitoring and reporting of catch, by-catch, discards, market and international trade data, and report on progress to the 23rd and 24th meetings of the Animals Committee (AC23 and AC24).
  - In line with the CITES Secretariat's suggestion (see document *CoP14 Doc 59.1*), **Tables 1–3** specify the major shark-catching and -trading entities, based on the latest available FAO catch and trade data.
  - Analyses by TRAFFIC[4] indicate that there are a number of anomalies in the catch data, especially when compared to trade data, and improved reporting may address some of these.
  - It should be emphasized that the catch data available provide little indication of the species of shark taken, which masks impacts on particularly vulnerable species.

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Credit: Elizabeth Hayes

Often only a shark's fins are retained, the remainder is discarded overboard at sea. To monitor trade in sharks, a method to identify fins at species level is necessary.

Credit: Colin Simpfendorfer

The extraordinary toothed rostrum (nose) of sawfishes is sometimes traded as a curiosity item.

- The major shark-fishing Parties, in collaboration where appropriate with Regional Fisheries Bodies (RFBs) and with the FAO, should review or develop IPOA-Sharks implementation programmes and report on progress to AC23 and AC24.
  - TRAFFIC and WWF note that the latest available information from FAO[5] shows that only half of its members have conducted a Shark Assessment to determine whether a National Plan of Action (NPOA) is required and only one-third of these (i.e. less than 20% of FAO members) has developed and implemented an NPOA.
  - Further, TRAFFIC and WWF note that the FAO has found that, even where IPOAs have been developed, the actions they specify have often not been implemented.[6]
  - TRAFFIC and WWF believe that members of RFBs are well placed to make a significant contribution to the conservation and management of oceanic shark species, by requiring their members to collect and provide verified shark catch data, through the adoption of measures to preclude the development of new target shark fisheries, and by requiring mitigation of shark by-catch.
  - TRAFFIC and WWF note that no RFBs have implemented regional plans of action for sharks and that shark conservation and management measures in place in these bodies relate almost solely to shark "finning" and that those measures are, in any case, flawed[7], as they will not necessarily reduce the incentive to target sharks, to retain fins from otherwise discarded sharks, or reduce the overall mortality of sharks.
- The major shark importers/exporters (see **Tables 2** and **3**) should adopt a standardized set of commodity codes for shark products in order to differentiate between species and product types.
  - The current lack of species- and product-specific trade codes impedes analysis of the impact of trade on shark species and of implementation issues associated with CITES listings of such species. It is critical that the major traders in shark products introduce Customs codes that facilitate trade analysis, meaningful assessment of CITES implementation issues and, where required, effective implementation of CITES listings.
- An analysis should be undertaken of catches, production, markets, catch-reporting arrangements, trade codes and import data for major shark-fishing and -trading Parties and other entities, including regional fisheries management organizations (RFMOs).
  - This will enable a range of questions to be answered that have arisen from analysis of the data currently available (see [4]).
- The Parties should continue to support the valuable work of the Animals Committee, as specified in *Resolution Conf. 12.6*, in identifying non-listed species[8] in trade that are in need of conservation attention and recommending to Parties the nature of interventions required.
- In order to improve the capacity of countries to make non-detriment findings for marine species, including sharks, and taking into account the outputs from the Non-Detriment Findings Workshop planned to be held in Mexico in late 2007:
  - A joint (CITES/FAO) workshop should be held to provide guidance on the development of non-detriment findings for listed, commercially-harvested shark species, including shared, migratory, straddling and high seas stocks.
  - CITES *Notification 2005/004* on implementation of listings should be updated and re-issued, focusing on obtaining more case studies on the development of non-detriment findings and identification tools and manuals for marine fish, especially shark species.

A number of additional conservation measures for sharks have been proposed in document *CoP14 Doc. 59.2*. TRAFFIC and WWF believe that these proposals have merit and that they are consistent with many of the recommendations of the Animals Committee. They should be considered in conjunction with the Animals Committee recommendations to ensure there is no duplication or excessive reporting burden.

CoP14 proposals to amend the CITES Appendices for shark species

CoP14 will consider proposals to include Porbeagle *Lamna nasus* and Spiny Dogfish *Squalus acanthias* in Appendix II of CITES and sawfishes Pristidae in Appendix I. **TRAFFIC and WWF support these proposals**.

There is a substantial amount of material available that considers the merits of these proposals and implementation issues associated with inclusion of these shark species in the CITES Appendices. This material includes reports commissioned by the proponents[9], the report of the FAO Expert Advisory Panel (document *CoP14 Doc. 68 Annex 3*), and the provisional assessments by the Secretariat (included in document *CoP14 Doc. 68*). IUCN and TRAFFIC have also analysed the proposals (see document *CoP 14 Inf. 13*). In summary, TRAFFIC and WWF recommend that Parties:

- **Accept the proposal to include all species of Pristidae in Appendix I of CITES**
  The seven species of sawfish are classified as Critically Endangered in the *2006 IUCN Red List of Threatened Species*. Any increased mortality could have a negative impact on their populations and cause further range reduction. The species are affected by both directed and non-directed fisheries, and international trade is likely to be contributing to their poor conservation status. Products in trade include the toothed rostrum (nose) as a curiosity, fins and meat. For implementation purposes, there is a need to identify fins at species level when traded.

  TRAFFIC and WWF note that the FAO Expert Advisory Panel has concluded that the available evidence supports the inclusion of all species of Pristidae in CITES Appendix I.

- **Accept the proposal to include Porbeagle in Appendix II of CITES**

  This temperate water shark is widely distributed and its life history makes it highly vulnerable to over-exploitation. It has suffered from stock declines as a result of long-term harvesting for international trade and it continues to be traded internationally. Directed fisheries for the highly-prized meat have resulted in over-exploitation of stocks and the species continues to be caught as incidental catch, with both meat and fins retained for trade. There are instances of dramatic localized depletions that would meet the criteria for an Appendix-I listing. For implementation purposes, there is a need to identify fins at species level when traded.

  The FAO Expert Advisory Panel concluded that the evidence did not support an Appendix-II listing of Porbeagle. On review of the Panel's report, it appears that it placed more emphasis on differences in the management arrangements in place for various stocks than on considering whether the conservation of the species as a whole would benefit from a listing (as per *Resolution Conf 9.24 (rev CoP13)*). In particular, TRAFFIC and WWF consider that FAO's reliance on the voluntary implementation of NPOAs for sharks to address the poor management of Porbeagle is overly optimistic given FAO's own assessment that implementation of the IPOA has been unsatisfactory.

  TRAFFIC and WWF consider that Porbeagle meets the criteria for inclusion in Appendix II of CITES and that CITES has an important role to play in conservation of Porbeagle. TRAFFIC and WWF urge the Parties to support the proposal.

- **Accept the proposal to include Spiny Dogfish in Appendix II of CITES**

  This widely distributed temperate water shark is also highly vulnerable to over-exploitation owing to its life history characteristics. The species is traded for its high-value meat and substantial species-specific trade information is available. Fisheries directed at this species have caused serious depletion of stocks. Spiny Dogfish aggregates according to sex and age and this has resulted in targeting of the larger females. Consequently, heavily targeted stocks are male-biased with reduced production of young. International trade also occurs in fins and other products. CITES-listing is clearly justified according to criteria for inclusion in Appendix II in *Resolution Conf. 9.24 (Rev. CoP13) Annex 2a Criteria A and B.* For implementation purposes, there is a need to identify fins at species level when traded.

  The FAO Expert Advisory Panel concluded that the evidence did not support an Appendix-II listing of Spiny Dogfish. On review of the Panel's report, it appears that it gave more weight to populations of the species as a whole and that it may not have appreciated the trend for serial depletion of Spiny Dogfish stocks globally and the potential role that a CITES listing may play in preventing an extension of this trend. Experience suggests that there is little chance that implementation of NPOAs will do so.

  TRAFFIC and WWF consider that Spiny Dogfish meets the criteria for inclusion in Appendix II of CITES and that CITES has an important role to play in its conservation. In the absence of a CITES listing, TRAFFIC and WWF believe that serial depletion of Spiny Dogfish stocks will continue. They urge Parties to support the proposal.

Related CoP14 agenda items

Several other items on the CoP14 agenda are relevant to trade and conservation of sharks. These include:

- Co-operation with other organizations (Agenda Item 18.1)
- Introduction from the Sea (Agenda Item 33)
- Trade measures for Porbeagle and Spiny Dogfish (Item 59.3)

TRAFFIC and WWF are supportive of the establishment of a Fishery Working Group, as proposed by document *CoP14 Doc. 18.1*, to enhance the effectiveness of co-operation between FAO and CITES. TRAFFIC and WWF believe that the terms of reference for the Group should relate to practical issues related to implementation and enforcement of CITES for marine species included in the CITES Appendices and that activities of the Working Group should complement and support the activities of the relevant working groups (e.g. the working groups on sharks, sea cucumbers and sturgeons) of the CITES Animals Committee.

TRAFFIC and WWF believe that resolution of the issues surrounding the Introduction from the Sea provision of the Convention is critical to the overall effectiveness of CITES listings of marine species, noting however that it is relevant to only some marine species and to only some species of sharks. Decisions on further inclusions of marine species in the CITES Appendices should not necessarily, therefore, be affected by the resolution of these issues, particularly given that CITES Parties are moving forward in resolving this issue.

Draft decisions were submitted by Germany (document *CoP14 Doc. 59.3*) asking the Animals Committee to examine trade in Porbeagle and Spiny Dogfish. TRAFFIC and WWF look forward to adoption of the proposals to include the Porbeagle and Spiny Dogfish in Appendix II; when that occurs, these decisions would not be needed. However, important work by the Parties, FAO and RFBs in data gathering and data analysis will need to continue, to ensure effective implementation of these listings, as well as effective NPOA and IPOA implementation.

Credit: Juergen Freund

TRAFFIC considers FAO's reliance on voluntary measures to address poor management of Porbeagle stocks is overly optimistic given FAO's own assessment that voluntary implementation of an international plan of action to manage shark fisheries has been unsatisfactory.

Credit: Caroline Raymakers/TRAFFIC

Fisheries targeting Spiny Dogfish for its high-value meat have caused a serious depletion of stocks, particularly of the larger females, which are specifically sought.

Credit: WWF-Canon/Javier Ordóñez

Credit: WWF-Canon/Wildlife Pictures/Jérome Mallefet

Whale Shark *Rhincodon typus* (above) and Great White Shark *Carcharodon carcharias*, CITES-listed shark species

Summary

TRAFFIC and WWF believe that inclusion of Porbeagle, Spiny Dogfish and sawfishes in the CITES Appendices will make a significant contribution to the conservation of these species through the management and regulation of international trade. Implementation of the recommendations of the Animals Committee will lend further support to the effectiveness of these and other shark listings and will ensure that CITES Parties are better informed about the impact of trade on other species of sharks.

It is now seven years since the IPOA-Sharks was adopted. TRAFFIC and WWF note with concern the disappointing progress in its implementation. It is clear that reliance on voluntary instruments, such as the IPOA, to improve conservation of shark species has failed and that there is need for a binding fisheries instrument that requires Parties to implement conservation and management measures for sharks. In the absence of such an agreement, CITES can play a useful complementary role in ensuring sustainability of trade in shark species, as well as sustainable shark populations.

Table 1: Top 20 shark catchers

1990		2003		2005	
Catcher	**%**	**Catcher**	**%**	**Catcher**	**%**
Taiwan	10.83	Indonesia	14.09	Indonesia	14.11
Indonesia	10.48	Taiwan	7.87	India	8.04
India	7.33	India	7.38	Taiwan	5.94
Mexico	6.42	Spain	7.19	Mexico	5.06
Pakistan	5.73	USA	4.13	Spain	4.92
USA	4.95	Pakistan	3.88	Argentina	4.81
Japan	4.59	Argentina	3.70	USA	3.88
Portugal	3.80	Mexico	3.60	Japan	3.40
France	3.76	Malaysia	3.26	Thailand	3.26
Brazil	3.53	Japan	2.91	Malaysia	3.25
UK	3.12	Thailand	2.89	Brazil	3.07
Philippines	2.64	France	2.63	Pakistan	2.96
Malaysia	2.48	Sri Lanka	2.49	France	2.76
Argentina	2.39	UK	2.29	New Zealand	2.33
Korea, Rep.of	2.25	New Zealand	2.15	Iran	2.26
Sri Lanka	2.18	Portugal	1.98	Portugal	1.99
Spain	2.03	Iran	1.86	Nigeria	1.80
Peru	1.75	Nigeria	1.77	Yemen	1.69
Norway	1.59	Brazil	1.47	Venezuela	1.46
Thailand	1.57	Korea	1.47	Australia	1.44

Table 2: Top 10 shark product exporters

1990		2003		2005	
Exporter	**%**	**Exporter**	**%**	**Exporter**	**%**
Norway	15.91	Taiwan	20.47	Taiwan	17.75
UK	11.88	Spain	13.36	Spain	12.79
Japan	10.80	Costa Rica	6.7	Japan.	5.48
Canada	7.36	Chile	6.29	Panama	5.44
USA	7.19	UK	5.44	UK	5.00
Taiwan	6.11	Japan	4.98	Canada	4.50
Germany	5.96	Canada	4.85	Costa Rica	4.49
New Zealand	4.62	Panama	4.40	Ireland	4.12
Denmark	3.99	New Zealand	4.04	Chile	3.57
Chile	3.83	USA	4.04	Namibia	3.27

Table 3: Top 10 shark product importers

1990		2003		2005	
Importer	**%**	**Importer**	**%**	**Importer**	**%**
Italy	24.38	Spain	15.10	Spain	15.95
France	17.38	Rep. of Korea	14.53	Rep. of Korea	12.39
Germany	8.22	Hong Kong*	11.57	Hong Kong*	10.06
Denmark	8.20	Mexico	10.10	Italy	9.51
Hong Kong*	7.59	Italy	8.81	China	9.03
UK	6.14	China	7.96	Brazil	8.21
USA	5.83	Brazil	5.13	Mexico	7.02
Spain	4.57	France	4.34	France	3.01
Japan	4.29	UK	2.02	Singapore	2.54
Greece	3.46	Singapore	1.92	UK	2.31

* data for Hong Kong are recorded separately from those for the remainder of China.

Source for Tables 1–3: Lack, M. and Sant, G. (2006). *World Shark Catch, Production and Trade 1990–2003.* TRAFFIC Oceania and Australian Government Department of the Environment and Heritage.

[1] Sharks refer to all species of sharks, skates, rays and chimaeras (Class *Chondrichthyes*).

[2] IUCN (2006). Shark Specialist Group Red List Summary Tables 2000–06 (May 2006). Viewed at www.flmnh.ufl.edu/fish/organizations/ssg/RLsummary2006.pdf, 24 May 2007.

[3] FAO Fishstat Plus Capture Production Database, 1950–2005.

[4] Lack, M. and Sant, G. (2006). *World Shark Catch, Production and Trade 1990–2003.* TRAFFIC Oceania and Australian Government Department of the Environment and Heritage.

[5] FAO (2007). Progress in the implementation of the 1995 Code of Conduct for Responsible Fisheries, Related International Plans of Action and Strategy, COFI/2007/2.

[6] FAO (2006). *Report of the FAO Expert Consultation on the Implementation of the FAO International Plan of Action for the Conservation and Management of Sharks, Rome 6–8 December 2005.* FAO Fisheries Report No. 798. FAO, Rome, Italy.

[7] Lack, M. and Sant, G. (2006). *Confronting Shark Conservation Head On!* TRAFFIC International, Cambridge, UK.

[8] The Animals Committee has currently identified Gulper sharks, *Centrophorous* spp., School/Tope shark, *Galeorhinus galeus*, Requiem sharks, Carcharinidae, guitarfishes or shovelnose rays and /or devil rays Mobulidae.

[9] For example, Lack, M. (2006). *Conservation of Spiny Dogfish* Squalus Acanthias: *A role for CITES?* TRAFFIC International, Cambridge, UK.

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The CITES Strategic Vision 2008–2013

An IUCN, TRAFFIC and WWF briefing document

May 2007

At CoP 13 in 2004, the CITES Standing was mandated to establish a Strategic Plan Working Group tasked with developing a proposal for a Strategic Vision and Action Plan through 2013.

This Vision would contribute to the achievement of the World Summit on Sustainable Development targets of significantly reducing the rate of biodiversity loss by 2010.

Credit: Adrian Reuter/TRAFFIC

Introduction

At the 13th Meeting of the Conference of the Parties in 2004, CITES Parties mandated the CITES Standing Committee to establish a Strategic Plan Working Group tasked with developing a proposal for a Strategic Vision and Action Plan through 2013, in particular in order to contribute to the achievement of the World Summit on Sustainable Development (WSSD) targets of significantly reducing the rate of biodiversity loss by 2010 (Decision 13.1). At the 54th meeting of the Standing Committee in October 2006, a draft of a Strategic Plan for CITES for the period 2008–2013 was presented and subsequently changed to a Strategic Vision. The Strategic Plan Working Group of the Standing Committee has submitted Document 11 to Cop14, which contains the Strategic Vision in Annex 1.

This is perhaps the most ambitious strategic plan developed for CITES since its first Strategic Plan was adopted in 2000. The purpose of the Strategic Vision is not only to improve the working of the Convention but also to ensure that CITES policy developments are aligned with changes in international environmental priorities and take into account new international initiatives. It specifically recognizes that sustainable trade in wild fauna and flora can make a major contribution to achieving the broader objectives of sustainable development and biodiversity conservation.

IUCN, WWF and TRAFFIC welcome the draft CITES Strategic Vision 2008-2013, which maintains the core mission of the Convention while including consideration of CITES' links to sustainable development and achievement of the Millennium Development Goals. The attention to the broader development agenda should not be viewed as moving away from CITES' primary role in conservation of species in international trade, but as making it more effective and relevant, both because consideration of the impact of trade in those species on human well-being must be included in all decisions made by the Parties, and because it is clear that the conservation of species subject to international trade can and does contribute positively to several of the Millennium Development Goals (MDGs).

However, key elements remain a challenge. There needs to be a recognition of, and attempt to identify and address, the underlying causes of unsustainable/illegal international trade in endangered species. The focus of the Strategic Vision remains on enforcement through traditional mechanisms. While this may be the core of CITES, the time has come to realize this is a critical but not sufficient set of measures. To incorporate seriously the stated aims and goals of (particularly) meeting the MDGs, reducing biodiversity loss, ensuring food security and health, CITES needs to broaden its reach and targets. A broader, and more innovative, range of mutually-reinforcing tools in support of the Convention also needs to be deployed.

Goal 1: Ensure compliance with, and implementation and enforcement of, the Convention

The Strategic Vision's first goal is the largest in scope and proposed investment. It relates to the heart of CITES namely, ensuring the knowledge and capacity are in place to implement the agreed governance mechanisms of the Convention.

One of the objectives (Objective 1.4) concerns the appropriate listing of species in the Appendices, to ensure they correctly reflect the conservation needs of species. It is important this also reflects the conservation status of species in the wild, the conservation status (and trade threats to) similar ("look alike") species, and other aspects of the CITES listing criteria. It is also important this should include a commitment to monitor and evaluate the conservation status of species on the Appendices over time-to ascertain how and whether CITES interventions are really achieving their intended purpose. Without tangible means to judge its performance over time, CITES will struggle to justify greater resource investment.

Objective 1.5 on the use of robust scientific information in the making of non-detriment findings is important. We concur that non-detriment findings must be made on the basis of sound and relevant scientific information and appropriate risk assessment. We suggest that the Parties consider including here as well a more specific indicator as to the issuance of permits by Management Authorities based on scientifically-based findings from their Scientific Authorities (as in many cases, particularly for heavily traded species, this is not necessarily the case).

Objective 1.7 on enforcement to reduce illegal trade should also consider providing incentives for Parties to move to regional and multi-country enforcement mechanisms (such as the ASEAN Wildlife Law Enforcement Network established in 2005). In addition, the Strategic Vision notes that multi-agency co-ordination and co-operation are vital, as are the traditional constituency of wildlife and enforcement officers. However, if we are to address the underlying threats and drivers effectively, we have to recognise the need to target and work with those sectors (and decision-makers) whose policies and actions drive unsustainable/illegal international trade in endangered species. This means involving new actors along the entire supply chain, especially the private sector, in CITES enforcement and compliance processes-from harvesters and traders to processors and retailers.

Goal 2: Secure the financial basis for the Convention

This objective is very clearly focused on harnessing traditional sources of support for implementation-unfortunately not always easy due to non-compliance of some Parties with payments in a timely fashion and the inherent limitations on growth of the CITES Trust Fund budget. More emphasis should be placed on additional options to secure and mobilize new financial resources, especially those needed to help enhance the

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capacity of individual Parties to manage wildlife trade more effectively and meet the conservation and social goals expressed elsewhere in the Vision. The concept of indirect costs, or opportunity costs also needs to be incorporated. These also need to be covered if we are looking at the financial basis for the Convention. They are incurred mainly at the local level, and are intimately tied both to poverty issues, and to drivers of unsustainable/illegal international trade in endangered species.

The Strategic Vision also needs to be accompanied by a realistic implementation strategy that identifies partnerships and resourcing opportunities for implementation. The Parties should consider the merits of establishing funding packages for key aspects of CITES development - for example a Capacity Building Fund and a Compliance Monitoring Fund-to which individual governments, NGOs, and the private sector can make voluntary contributions over and above the payments made to the CITES Trust Fund. The Strategic Vision Working Group should continue its work, with a mandate to provide regular reports to the Standing Committee on progress towards implementing this strategy.

Goal 3: Ensure that CITES and other multilateral instruments and processes are coherent and mutually supportive.

Goal 3 has become a mixed bag of objectives relating to CITES' relevance to the broader sustainable development agenda as well as the two basic mechanisms required to implement the Convention fully-awareness raising and partnerships.

With respect to the former, consideration should be given to incorporating much more thoughtfully and explicitly the fact that there is a need to investigate and provide a clear economic and development justification for CITES in today's world. Returning a portion of funds generated from wildlife trade to local communities will not necessarily demonstrate the value of that trade. Benefit sharing is necessary and desirable, but what are needed are concrete and tangible economic and financial incentives which generate direct local benefits from sustainable use and legal trade, while creating disincentives for poaching and illegal trade. In addition, means to reduce the costs of international wildlife trade to sustainability and a means for accountability of both costs and benefits would be important.

Under Objective 3.1 (Funding and common implementation of CITES-related conservation projects by international financial mechanisms and other relevant institutions is significantly increased), we suggest an indicator or recommendation that developed countries include wildlife trade, CITES, and the CITES Strategic Vision, and the needs of developing country range States, in their development assistance programmes.

Measuring success

The incorporation of goals, objectives and indicators in the Strategic Vision is an encouraging recognition of the importance of measuring success. In several cases, the indicators suggest that all Parties will have achieved the noted results/indicators by 2013, which some may consider too ambitious. For example, Objective 1.1 identifies as an indicator ALL Parties having legislation to implement the Convention. The 54th meeting of the Standing Committee noted that 73 Parties and territories had sufficient and 100 had insufficient legislation. With only 42% having "sufficient" implementing legislation, a massive mobilization of effort will be needed to achieve this first objective alone. We agree this is critical, and is a treaty requirement, but perhaps the Parties would consider articulating more realistic targets and milestones for themselves for the next 5 years.

In addition, as objectives and indicators are now available, the stage is set for Parties to be able to monitor and assess progress in implementation of the Convention. Parties should seize this opportunity and ensure that a mechanism is in place to inform them of the efficiency and effectiveness of actions delivered under the Plan.

Parties should also support continuation of the Strategic Vision Working Group as the monitoring agent for the Vision, with a mandate to provide regular reports to the Standing Committee on progress towards achieving the Convention's objectives.

Prioritising needs

The Strategic Vision is a very ambitious plan that will rely heavily on partnerships and collaboration with governments and civil society to be achieved. IUCN, WWF and TRAFFIC welcome the costed programme of work for the Secretariat for the triennium 2009-2011 (CoP14 Doc. 7.3 (Rev.1)), even if we have specific recommendations that might differ for some budget elements. The various aspects of the costed programme very strongly reflect the new elements in the Strategic Vision, particularly in the areas of capacity building; assessing social and economic impacts of CITES implementation, promoting wildlife use or production operations which involve and benefit local communities; livelihoods; and enhancing the practical use and acceptance of the Addis Ababa principles. However, the ambition of the Vision is much larger than the current CITES Trust Fund would be able to resource. With a total budget of US$ 32 million, Parties will be faced with making decisions about which particular aspects of the Plan to implement unless additional funding options are identified. Approaches to development agencies and the private sector will be facilitated by the Convention's new vision that incorporates sustainable development, and we encourage such approaches as a high priority; however, it is unlikely that the total vision can be fulfilled and Parties will be faced with the need to prioritise actions and objectives for implementation.

It is therefore critical that Parties identify and support the elements of the costed work programme that would best assist Parties (particularly developing country Parties) in meeting the challenges of implementing the new Strategic Vision and Action Plan. Parties also need to respond to the new Strategic Vision by developing technical assistance plans that would directly provide assistance to producer countries in effectively meeting the demands of the Vision.

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