

## To amend the annotation for *Ceratotherium simum simum*

**Proposed amendment (new text underlined):** “*Ceratotherium simum simum* - only the populations of South Africa and Swaziland; all other populations are included in Appendix I. For the exclusive purpose of allowing international trade in live animals to appropriate and acceptable destinations and hunting trophies. Hunting trophies from South Africa and Swaziland shall be subject to a zero export quota until at least CoP18. All other specimens shall be deemed to be specimens of species included in Appendix I and the trade in them shall be regulated accordingly.”

### Proponent: Kenya

**Summary:** The Southern White Rhinoceros *Ceratotherium simum simum* is one of two subspecies of White Rhinoceros, the other being the Northern White Rhinoceros *C. s. cottoni*, which currently survives only as four individuals from captivity in a private sanctuary in Kenya. The Southern White Rhinoceros currently numbers around 20 000 wild individuals, 93% of which occur in South Africa. There are introduced or reintroduced populations based on founder stock from South Africa in Botswana, Kenya, Mozambique, Namibia, Swaziland, Uganda, Zambia and Zimbabwe and over 700 individuals in captivity around the world. The subspecies has been increasing (it was estimated at 11 000 individuals in 2004) and is currently classified as Near Threatened by IUCN.

The entire rhinoceros family, the Rhinocerotidae, was included in Appendix I of CITES in 1977. The South African population of Southern White Rhinoceros was transferred to Appendix II in 1994 with the following annotation: “For the exclusive purpose of allowing international trade in live animals to appropriate and acceptable destinations and hunting trophies. All other specimens shall be deemed to be specimens of species included in Appendix I and the trade in them shall be regulated accordingly.” The population of Swaziland was transferred to Appendix II in 2004 under the same annotation. The population of Southern White Rhinoceros in Swaziland is very small, and no export of the species from the country is recorded in the CITES trade database.

There is a highly significant demand for rhino horn in consumer countries, particularly in Asia. This provides strong incentives for illegal killing of rhinos and illegal trade in rhino horn. Illegal killing of rhinos in South Africa has increased very markedly in recent years, from 13 in 2007 to 448 in 2011 and, as of early December, 618 in 2012. There is also concern that sport hunting of Southern White Rhinoceros has provided a legal method of obtaining rhino horn which can then be legally exported and which may then be sold commercially for medicinal, ornamental and status purposes. These end-uses are in contravention of import permits granted for hunting trophies. Hunting with this intention has been referred to as “pseudohunting”. It has been estimated that in the period 2009 to September 2012 “pseudohunting” has been the second largest source of horns from Africa destined for the illegal Asian market, accounting for around 17% of the number of horns, with almost all the rest (75% of the total) coming from illegally killed rhinoceroses. The majority of applications for sport hunting of Southern White Rhinoceros that are believed to represent “pseudohunting” have originated in Viet Nam. An increase in sport hunting applications from the Czech Republic and Poland in 2011 is believed to have represented proxy “pseudohunting”, it being thought very likely that any resulting trophies were destined for Asia.

In February 2012, South Africa’s national Department of Environmental Affairs suspended the issuance of hunting permits to Vietnamese citizens until Viet Nam reported back on the status of previously exported hunting trophies to ensure that they have not entered trade. This was followed in April 2012 with the publication of revised norms and standards for marking rhinos and rhino horn, and for trophy hunting of rhino. In South Africa compulsory attendance by an official is now legally required at all hunts, and hunting *curricula vitae* from applicants which show their hunting experience in their country of origin and with African game are now required before permits can be granted. DNA sampling of horns is now mandatory. Implementation of these measures has resulted in a marked decline in rhino hunting applications by citizens from Southeast Asia, the Czech Republic and Poland, and a reduction of over 60% in total number of rhino hunting applications in South Africa in 2012 compared to 2011.

The proponents believe that continued legal trophy hunting of rhino may be stimulating demand for illegal uses of horn and have therefore proposed a zero quota for export of hunting trophies from South Africa and Swaziland until at least CoP18.

**Analysis:** As a general point, proposals to introduce annotations to the Appendices that attempt to bind Parties to an agreement not to make changes to the Appendices in future appear to go against both the letter and the spirit of the Convention and to be in practice unenforceable, in that there is nothing to prevent Parties proposing amendments to them at a later CoP (or intersessionally). This is borne out by the only current example in the Appendices, concerning the African Elephant *Loxodonta africana*, adopted at CoP14 and proposed for amendment both at CoP15 (CoP 15 Prop 6) and (currently) at CoP16 (CoP 16 Prop. 12) by one or more of the Parties that proposed an annotation of this form in the first place. The current proposal takes this form, as it asks Parties to agree to a zero quota at least until CoP18.

There are no guidelines in *Resolution Conf. 9.24 (Rev. CoP15)* for assessing amendment proposals of this kind. However, a zero export quota for an Appendix-II listed species is similar in effect (though in fact stricter than) an Appendix-I listing. The combined populations of Southern White Rhinoceros in South Africa and Swaziland do not meet the criteria for inclusion in Appendix I. However, the proponents argue that the existence of a legal trophy export trade provides a conduit for rhino horn to enter illegal commercial markets in Asia through “pseudohunting” and believe that this has the effect of stimulating demand, thereby increasing pressure on rhino populations and on those charged with protecting them.

The first part of this argument seems undoubtedly true, supported in particular by the large numbers of imports of rhino trophies to Viet Nam in recent years. However, South Africa in 2012 has taken extensive domestic measures to deal with the issue of “pseudohunting”. These have resulted in a recent marked reduction in number of hunting licences issued, particularly to applicants from countries whose nationals are believed to be participating in or to have participated in “pseudohunting”. The second part seems more questionable. It is very hard to establish any direct link between supply and demand for commodities such as these which are highly valued but traded in small volume (in absolute terms) and in which most of the trade is illegal.

This proposal, if accepted, would not affect the ability of all other range States – i.e. those whose White Rhino populations are in Appendix I – to allow export of hunting trophies for non-commercial purposes. Only a small amount of such trade has been reported in recent years. However, this means that the proposal would not have the intended outcome of stopping all international trade in White Rhino trophies, but would have the effect of imposing stricter export controls on South Africa and Swaziland than on any other range State.

| Supporting Statement (SS) | Additional information  |
|---------------------------|---|
|                           | <p><b>Range</b></p> <p><i>Native:</i> South Africa;<br/> <i>Possibly extinct:</i> Democratic Republic of the Congo; Sudan;<br/> <i>Regionally extinct:</i> Central African Republic; Chad;<br/> <i>Reintroduced:</i> Botswana; Kenya; Mozambique; Namibia; Swaziland; Uganda; Zimbabwe;<br/> <i>Introduced:</i> Zambia (Emslie, 2012). The proposal refers only to populations of South Africa and Swaziland.</p> |

| Supporting Statement (SS)   | Additional information  |
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| <b><u>IUCN Global Category</u></b>  |   |
| Near Threatened.  | Assessed 2011 (ver. 3.1).   |
| <b>Population</b>   |   |
| <p>The IUCN African Rhino Specialist Group reported that as of 31st December 2010, the continental population of Southern White Rhinoceros was 20,161. South Africa's population of approximately 18 800 Southern White Rhinoceros, represents almost 95% of the total continental population.</p>  |   |
| <b>Harvest and trade</b>  |   |
| <p>According to CITES trade data, between 2006 and 2011, 403 horns of wild White Rhinoceros were exported (399 from South Africa and 4 from Namibia). Viet Nam was the primary importer of these horns (177) followed by the US (56), Spain (38) and Russia (20).</p> <p>In addition, from 2006 – 2011, 941 trophies of wild White Rhinoceros were exported from Namibia (10), Tanzania (2), South Africa (928) and Zimbabwe (1). The primary importers of these trophies were Viet Nam (217), USA (202), Russia (99) and Spain (91).</p> <p>As reflected in the data, there has been an increase in the number of hunts carried out by individuals from countries not traditionally associated with trophy hunting, especially Vietnamese nationals. Viet Nam has also failed to provide evidence for what happens to “trophy” horns following their importation into the country. It is suspected that some of these horns are illegally sold into trade for use in traditional medicines and as tonics (CoP15 Doc 45.1 Annex).</p> <p>Poaching of rhinoceros for their horns has increased dramatically in the last five years. Rhinoceros horn is used in Traditional Asian Medicine, and recent spurious claims that it can cure cancer have resulted in a surge in demand. Rhinoceros horn is also sought after for use in making ornately carved handles for ceremonial daggers (jambiyas) worn in some Middle Eastern countries. In 2007, 13 rhinoceros were poached in South Africa. In 2008, the number of rhinos killed in South Africa rose to 83, while in 2009 122 rhinos were poached. In 2010, 333 rhinos were poached, and in 2011 a new record of 448 rhinos was reached (2.4% of the estimated total population; 94% being southern White Rhino). In addition to poaching, Asian demand for rhino horn has recently resulted in “pseudohunting” by nationals from countries not previously associated with trophy hunting, in particular from Viet Nam. Since 2003, it is estimated that hundreds of Vietnamese hunters have paid more than USD22 million to participate in rhino hunting trips in South</p> | <p><i>Vietnamese citizens have hunted more than 400 White Rhino legally on privately-owned properties throughout South Africa over the last nine years (Milliken and Shaw, 2012). The draft IUCN/TRAFFIC report for CoP16 (Emslie et.al. 2012) notes that serious discrepancies between the rhino horn trophy export data from South Africa and the import data of Viet Nam (previously noted in the IUCN/TRAFFIC CoP15 report – Milliken et al 2009) have continued with only about a quarter of legally exported rhino horn trophies from South Africa being declared at the point of importation in Viet Nam.</i></p> <p><i>No White Rhino have been hunted in Swaziland since the annotated transfer to Appendix II in 2004.</i></p> <p><i>Rhino horn has historically had two main uses: traditional use in Chinese medicine, and ornamental use (for example ceremonial daggers (jambiyas) worn in some Middle East countries (especially in Yemen) and has been carved into libation cups that were believed to be able to detect poison). Recent increases in prices in Asia have however meant that trade to Yemen has effectively stopped, but new uses have surfaced in Viet Nam (Milliken and Shaw 2012) . Until recently, at the continental species level, poaching of White Rhinos has not had a serious impact on overall numbers. From detected and reported figures, the annual average poaching incidents during 2003 to 2005 represented just 0.2 % of the total number of White Rhinos at the end of 2005 (Emslie et al. 2007). However poaching has escalated dramatically in recent years in response to significant increases in black market prices for horn. (Emslie, 2012). Overall White Rhino numbers continue to grow at a continental level but if poaching continues to increase year on year numbers will start to decline.</i></p> <p><i>In 2007, 13 rhinoceros were poached in South Africa. In 2008, the number of rhinos killed in South Africa rose to 83, while in 2009 122 rhinos were poached. In 2010, 333 rhinos were poached, and in 2011 a new record of 448 rhinos was reached (2.4% of the estimated total population; 94% being southern White Rhino). By the 10<sup>th</sup></i></p> |

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| Africa.                   | <i>December 2012, 618 rhinos had been reported poached in the country (Emslie and Knight, in litt. 2012),</i> |

### Other information

Although poaching is the predominant reason for the pressure on White Rhino populations, habitat loss is an added concern.

### Threats

*Emslie and Knight (in litt. 2012) note that South Africa is currently facing a crisis as a result of the escalating poaching which has resulted in increased security costs and risks to owners, staff and rhino and coincided with a drop in live sale prices from 2008-2011. This has reduced economic incentives to conserve rhino and the value of the country's White Rhino fell by USD65m over the period 2008-2011. Indications are that live sale turnover and prices have continued to fall in 2012. Increasing numbers of private rhino owners have either got rid of their White Rhino, are in the process of getting rid of their rhino, or are considering getting rid of their rhino. What started out affecting small populations of limited conservation value is now starting to impact upon larger populations. Private sector owners in South Africa conserve almost a quarter of Africa's White Rhino and look after more White Rhino than there are rhino in the rest of Africa. If demand and new homes for surplus White Rhino dries up this creates a problem for South Africa, whose state reserves need to remove White Rhino to keep populations productive (as densities in many state populations are approaching ecological carrying capacity). All state reserves that could take White Rhino already have them, so that only the private sector and communal land can provide new homes for a growing rhino population in South Africa. The extent to which this will happen will depend upon perceived risks and economic incentives.. Revenue from White Rhino live sales has also been an important addition to the conservation budgets of parastatal conservation agencies such as SANParks (which recently has allocated live rhino sale revenue to boost anti-poaching efforts) and Ezemvelo-KZN-Wildlife. A zero export quota, if approved, would most likely further reduce the number of hunts and prices paid as many potential bona fide hunters may either not be prepared to wait at least six years for their trophies with no guarantee they will ever get them; or those that do hunt could be expected to want a significant price discount to compensate them for the delay/risk. Any further reductions in economic incentives in the current climate will most probably contribute to encouraging more owners to get rid of their rhino, threatening to reduce land available for rhinos and ultimately reducing the potential number of White Rhino in South Africa and also metapopulation growth rates.*

### Conservation, management and legislation

Wildlife management has been regulated nationally in South Africa since 2004 by the National Environmental Management: Biodiversity Act, Act 10 of 2004

*In February 2012, South Africa's National Department of Environmental Affairs suspended the issuance of hunting permits to Vietnamese citizens until Viet Nam*

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| <p>(NEMBA). Threatened or Protected Species (TOPS) Regulations were introduced in 2007. These provide a national standard for the protection and utilization of listed threatened or protected species in South Africa, including White Rhinos. In 2009, further legislation was implemented to overcome irregularities which had been detected within the hunting industry. This included the introduction of micro-chipping, reporting all dead rhinoceros and marking rhino horns. Recent estimates indicate that approximately 25% of the wild population of Southern White Rhinos in South Africa is privately owned (Knight, 2011). A draft of a White Rhino management plan and monitoring standards in South Africa is nearing completion.</p> <p>South Africa, the primary source for illegal rhino horn by virtue of the number of animals that continue to be poached, has ceased issuance of hunting trophy permits to individuals that are nationals of a country that is not able to confirm the efficacy of their legal and enforcement systems to the degree that they can confirm that hunting trophies remain in the possession of the hunter and importer. However, this approach could be abused if, as the Czech Republic reports, third country nationals claim to be the exporter whilst they are just middle men.</p> | <p><i>reported back on the status of previously exported hunting trophies to ensure that they have not entered trade. This was followed in April 2012 with the publication of revised norms and standards for marking rhinos and rhino horn, and for trophy hunting of rhino. Compulsory attendance by an official is now legally required at all hunts, and hunting CVs from applicants which show their hunting experience in their country of origin and with African game are now required before permits can be granted. DNA sampling of horns is now mandatory. Implementation of these measures has resulted in a marked decline in rhino hunting applications by citizens from Southeast Asia, the Czech Republic and Poland. So far, there has been a 60% reduction in rhino hunting applications in 2012 compared to 2011 (IUCN and TRAFFIC in prep).</i></p> <p><i>Live sale turnover of White Rhino by the three biggest selling agencies SANParks, Ezemvelo-KZN-Wildlife and Vleisscentraal auctioneers over the four years 2008-2011 generated USD27.8m with much of this going to fund conservation including purchase of additional conservation land and more recently boosting anti-poaching efforts by parastatal conservation agencies such as SANParks and EKZNW (Emslie and Knight, in litt.. 2012).</i></p> |
| <b><u>Similar species</u></b>   |  |
| <p>The other species of African rhinoceros, the Black Rhinoceros, <i>Diceros bicornis</i>, is listed in CITES Appendix I and as Critically Endangered by IUCN. Rhinoceros horn is the key resource, as it is the one that is targeted by poachers. All the African rhinoceros species as well as the Asian rhinoceros species are therefore targeted by poachers, and it is extremely difficult for enforcement officers to visually distinguish between white, black or Asian rhino horn and derivatives.</p>  | <p><i>The Indian Rhinoceros Rhinoceros unicornis is classified as Vulnerable by IUCN, the Javan Rhinoceros R. sondaicus and the Sumatran Rhinoceros Dicerorhinus sumatrensis as Critically Endangered (see IUCN Red List).</i></p>   |
| <b><u>Artificial Propagation/Captive breeding</u></b>   |  |
|   |  |
| <b><u>Other comments</u></b>  |  |

**Reviewers:** H. Dublin, R. Emslie, M. Knight, T. Milliken.

**References:**

- Emslie, R. (2011). *Ceratotherium simum ssp. simum*. In: IUCN 2012. IUCN Red List of Threatened Species. Version 2012.2. <[www.iucnredlist.org](http://www.iucnredlist.org)>. Downloaded on 08 December 2012.
- Emslie, R. and Knight, M. (2012). *In. litt.* to IUCN/TRAFFIC Analyses Team, Cambridge, UK.

Milliken, T. and Shaw, J. (2012). The South Africa – Viet Nam Rhino Horn Trade Nexus: A deadly combination of institutional lapses, corrupt wildlife industry professionals and Asian crime syndicates. TRAFFIC, Johannesburg, South Africa.

IUCN and TRAFFIC (2012). African and Asian Rhinoceroses: status, conservation and trade. A report from the IUCN Species Survival Commission (IUCN/SSC) African and Asian Rhino Specialist Groups and TRAFFIC to the CITES Secretariat pursuant to Resolution Conf. 9.14 (Rev. CoP15) and Decision 15.71.