

FishBites 11.07.17

Hunting National Wildlife Refuges in the Pacific Northwest

- **Topic:** *Outdoor Life* worked with the Pacific Region to create an online story promoting hunting opportunities on national wildlife refuges in the Pacific Northwest <http://bit.ly/OLRefuges>. The feature includes photos and mentions from nine Pacific Region refuges, and also details many successful hunts on our refuges.
- **Supportive Stakeholders:** Idaho Department of Fish and Game, Oregon Department of Fish and Wildlife, Washington Department of Fish and Wildlife, Conservation/Hunting Heritage groups, hunters.
- **Impacted Location:** Idaho, Oregon and Washington

FWS meets with 14 State Directors to collaborate on outdoor recreation, at-risk species

- **Topic:** Last week, Northeast Region Deputy Regional Director Deb Rocque and Northeast Region Assistant Regional Director of Science Applications Ken Elowe met with directors from the 14 Northeast and Mid-Atlantic States and the District of Columbia at the Northeast Association of Fish and Wildlife Agencies fall meeting to talk about how FWS and states can collaborate to recruit, retain, and reactivate hunters and anglers. They also discussed Conservation without Conflict, a coalition developing in the eastern United States that includes landowners, federal and state agencies, industry, and non-governmental organizations seeking to preclude the need to list at-risk species and recover endangered and threatened species while keeping farms, ranches, forests and defense installations working for people and wildlife.
- **Supportive Stakeholders:** State Fish and Wildlife Agency Directors
- **Impacted Location:** Maine, New Hampshire, Vermont, Massachusetts, Connecticut, New York, Rhode Island, Delaware, Maryland, Virginia, West Virginia, Pennsylvania, New Jersey, District of Columbia

FWS stocks forage fish in Lake Ontario to enhance Lake Trout fishery and local economy

- **Topic:** FWS stocked 40,000 fall fingerling cisco into Lake Ontario last week. Ciscoes are a critical forage fish that support populations of native fishes, such as lake trout, that are commercially and recreationally harvested. The Great Lakes commercial, recreational and tribal fisheries are collectively valued at more than \$7 billion annually and support more than 75,000 jobs. This effort is part of the international, multi-agency Great Lakes Restoration Initiative.
- **Supportive Stakeholders:** Great Lakes Fish Commission, New York Department of Environmental Conservation, Ontario Ministry of Natural Resources and Forestry, U.S. Geological Survey, Environmental Protection Agencies, recreational and commercial lake trout anglers and guides, outdoor recreation tourism stakeholders
- **Impacted Locations:** New York, Ontario

New Online “Your Guide to Hunting on National Wildlife Refuges”

- **Topic:** A new, online “Your Guide to Hunting on National Wildlife Refuges” (<https://www.fws.gov/refuges/hunting/>) was completed in late September. The website includes a zoom-able, interactive map that leads to detailed information about hunting opportunities at individual refuges. It also includes pages about the range of reasons

outdoorsmen and women find hunting at refuges satisfying; where to get a state license; tips for hunters and non-hunters alike; why hunting is allowed on refuges; and rules, regulations and improved access.

- **Supportive Stakeholders:** Hunters, both youth and seasoned; sporting goods retailers; tourism industry; Association of Fish and Wildlife Agencies, Congressional Sportsmen's Foundation, Ducks Unlimited, Theodore Roosevelt Conservation Partnership, U.S. Sportsmen's Alliance and the National Rifle Association.
- **Impacted Location:** Nationwide

North Mississippi NWR Complex making it easier for hunters to get afield

- **Topic:** North Mississippi NWR Complex sold 757 hunting and fishing permits through the Mississippi Department of Wildlife, Fisheries, and Parks' (MDWFP) license division since January 2017. This is part of an effort by FWS and the states increase access to places to hunt by making it easier for hunters to obtain the proper licensing.
- **Supportive Stakeholders:** Mississippi hunters, Mississippi Department of Wildlife, Fisheries, and Parks, and North Mississippi National Wildlife Refuge Complex.
- **Impacted Location:** Mississippi

FWS receives Conservation Easement Donation totaling over 14,900 acres.

- **Topic:** On October 27, FWS recognized a significant easement donation from The Nature Conservancy (TNC) of Montana totaling 14,917 acres and valued at \$2,716,000. The easement will be managed as part of the Benton Lake Wetland Management District. The easement is located within the Blackfoot Indian Reservation along the Rocky Mountain Front and falls within the eastern portion of the "Crown of the Continent" ecosystem. This portion of the Rocky Mountain Front is home to grizzly bears, gray wolves and provides important habitat for other important species including trumpeter swans, long billed curlews, chestnut collared longspurs and Sprague's pipits.
- **Supportive Stakeholders:** Conservation community, and particularly those in Montana
- **Impacted Location:** Montana

Virtually Wild! program provides nature therapy to children undergoing treatment

- **Topic:** Ecotherapy (also known as nature therapy) is thought to have regenerative powers improving mood and easing anxiety, as well as aiding in the ability to cope with stress and depression according to WebMD. Through the Houston Urban Partnership, FWS is bringing nature's healing powers indoors to benefit several youth undergoing cancer treatments. Two *Virtually Wild!* events were developed specifically for the UT MD Anderson Cancer Center and the Texas Medical Center in Texas. Not only does this program provide healing benefits, it shares teachable moments including how we benefit from the species and the importance of protecting their habitats.
- **Supportive Stakeholders:** Houston Urban Partnership – Audubon, NFWF, National Wildlife Refuge Association, The Trust for Public Lands, TTANDEM – Skills+Motion, Soul River Runs Deep, as well as Members of the Texas Delegation, City and State agency support, local schools, and cancer centers treating youth, many more
- **Impacted Location:** Texas

Assistant Director (AD) Meeting Notes

11.13.17

Louis Wellman gave an update on the Combined Federal Campaign (CFC). On-line enrollment has been delayed.

Jim Kurth

Greg is in Tanzania but scheduled to be in the office on Friday, November 17th. Permitting for Zimbabwe and Zambia issues is on track. Richard Ruggerio reports that Zambia is likely to happen this week, but didn't happen as of Friday. Barbara has the communications plan figured out: Zambia will be posted on the international website while Zimbabwe has to be a news release. The Cormorant Environmental Assessment (EA) notice was finalized.

Jim is working on special instruction related to the Arctic Refuge issue. Barbara Wainman is coordinating our response on the SECURE Act where a portion of the off-shore revenue goes to NPS; Greg wants a portion to go to Refuges. Greg wants Jim to follow up with Jason to see if the call from Kate to the committee happened.

We are working on a series of RIN requests with an accelerated final publishing date. For packages, please note that we only have 1-2 weeks in December to get things through the front office. Greg requested a follow-up meeting on Midway.

Steve Guertin

I talked about the administrative reorganization last week.

Migratory Birds (Jerome Ford)

A notice of availability will be out on Wednesday to issue permits for aquaculture for 51,000 cormorants. The next phase will be addressing free swimming fish and hatchery fish.

We all need to get on the same page about SECURE Act.

Business & Management Operations (BMO) (Janine Velasco)

Last week we had an ARD meeting about shared services and implementing this budget reduction, even though we're not through with the reprogramming process. Someone on my staff is looking at this \$40M bill recapitalization. There may be other efficiencies we can put in place that will save us \$250k, for example fixing a mailroom employee overstaffing issue that held

over from Ballston. Matt and Brian are working on a communication roll-out. We don't want to get ahead of the reprogramming roll-out.

External Affairs (Barbara Wainman)

The SECURE America Energy Act was introduced two weeks ago this Friday. It was marked up but we didn't get any formal comments in. We found out late last week the bill is going to the floor. An amendment by Liz Cheney is prohibiting the take of MBTA species. Our plan is to put Q&As together for the department on the impact, but we're not voicing objections. We're going to try to share the impact of this with the DOI communications office.

National Wildlife Refuge System (Shaun Sanchez)

Cynthia is on leave today. Hunt/Fish Chiefs are meeting this week at HW. Mitch Ellis is acting for as the Division Chief for Natural Resources.

Science Applications (Cecilia Todd)

Nothing to report.

IRTM (Shelley Hartmann)

Ken is out today through next Monday. Shelley Hartmann is meeting with DOI on the Discovery Nature App issue. There will be follow-up with Refuges, Visitor Services on the contracting piece. Procurement folks are also participating in the meeting.

Law Enforcement (Ed Grace)

Ed Grace is in all week. Aurelia Skipwith has requested a briefing on shellfish issues, which Ed will follow up on the details. Jim Gale has been brought in to act when Ed is unavailable.

International Affairs (Richard Ruggerio)

Richard Ruggerio is acting this week. We're putting the finishing touches on an international travel package to the CITES Standing Committee meeting in Geneva.

International Affairs is putting together a broader FWS international conservation strategy to be more reflective of current priorities. We're trying to make it so it's inclusive so the regions have their updated strategic points included. We're looking for a strategy that will likely take a couple of months.

On CITES, there was a question about attendance from DOI, who normally does not participate in the Standing Committee meetings. FWS will have Rosemarie Gnam as the lead for the delegation. Solicitor's Office has asked to be included if there are policy positions being considered. ASFWP should also be engaged/involved when we are taking a position counter to that of another country.

Wildlife and Sport Fish Restoration (WSFR) (Paul Rausch)

Nothing to report.

Fisheries & Aquatic Conservation (FAC) (David Hoskins)

On the Menhaden fisheries issue, we are voting for option B and abstaining from option D, which is consistent with the direction given by ASFWP. One of our employees is representing DOI on a board meeting today.

Ecological Services (Gary Frazer)

On travel later this week and out speaking at American University about our authorities.

Chief of Staff (Michael Gale)

We are working on a data call regarding CESUs that had a Nov 8th deadline. This request touches numerous programs (BMO, SA, and WSFR) and there's no easy way to pull the data. A Regional data call may be needed. NPS does a good job tracking so FWP thinks we're tracking this too. Janine: last discussed, no easy way to pull the data from FBMS, but they've never had an internal conversation within the Service about it. We can try to schedule something, we're not the keeper of the data in BMO.

BEFORE THE UNITED STATES DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE

THE HUMANE SOCIETY OF THE UNITED STATES,
HUMANE SOCIETY INTERNATIONAL,
CENTER FOR BIOLOGICAL DIVERSITY,
INTERNATIONAL FUND FOR ANIMAL WELFARE, AND
THE FUND FOR ANIMALS
– PETITIONERS –

**PETITION TO LIST ALL *PANTHERA PARDUS* AS ENDANGERED AND TO IMMEDIATELY
RESTRICT LEOPARD TROPHY IMPORTS**

July 25, 2016

Drafted by:

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NOTICE OF PETITION

Honorable Sally Jewell, Secretary
U.S. Department of the Interior
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Dear Secretary Jewell, Director Ashe, Assistant Director Arroyo, and Assistant Director Frazer:

Pursuant to Section 4(b) of the Endangered Species Act (“ESA”), 16 U.S.C. § 1533(b), Section 553(e) of the Administrative Procedure Act (“APA”), 5 U.S.C. § 553(e), and 50 C.F.R. § 424.14, Petitioners (The Humane Society of the United States, Humane Society International, Center for Biological Diversity, International Fund for Animal Welfare, and The Fund for Animals), hereby petition the Secretary of the Interior and the Director of the Fish and Wildlife Service (“FWS” or “the Service”) to list all leopards (*Panthera pardus*) as Endangered.

Additionally, pursuant to the First Amendment of the United States Constitution¹ and the APA (5 U.S.C. § 553(e)), Petitioners hereby petition the Service to take immediate action to restrict imports of African leopards, by (1) suspending the issuance of CITES import permits for *Panthera pardus* trophies until the FWS non-detriment advice memorandum is reevaluated for each range country where trophy hunting occurs; and (2) rescinding the special rule pertaining to leopards from “southern Africa” (50 C.F.R. § 17.40(f)) to require ESA permits for all otherwise prohibited activities, consistent with 50 C.F.R. § 17.31(a).

¹ “Congress shall make no law ... abridging ... the right of the people ... to petition Government for a redress of grievances.” U.S. CONST., amend. I. The Supreme Court has recognized that the right to petition is logically implicit in, and fundamental to, the very idea of a republican form of government. *United States v. Cruikshank*, 92 U.S. 542, 552 (1875); *United Mine Workers of America, Dist. 12 v. Illinois State Bar Ass’n*, 389 U.S. 217, 222 (1967); *Thomas v. Collins*, 323 U.S. 516, 530 (1945).

This petition presents substantial scientific and commercial information that leopards in Africa “south of and including...Gabon, Congo, Zaire, Uganda, Kenya” should be included in an Endangered listing for all *Panthera pardus*. 50 C.F.R. § 17.11 (listing leopards as Endangered in Asia and North and West Africa, but listing as Threatened leopards in Central, East, and Southern Africa).² See also 50 C.F.R. § 424.14(b)(1) (“substantial information” is “that amount of information that would lead a reasonable person to believe that the measure proposed in the Petition may be warranted”); 16 U.S.C. §1533(b)(3)(A) (The Secretary must make an initial finding on the petition “[t]o the maximum extent practicable, within 90 days after receiving the Petition”); *HSUS v. Pritzker*, 2014 WL 6946022 (D.D.C. 2014) (holding that conclusive evidence is not required to make a positive 90-day finding). Petitioners are confident that a status review of the species, as required by 16 U.S.C. § 1533(b)-(c), will support a finding that listing all *Panthera pardus* as Endangered is in fact warranted.

Further, as demonstrated herein, the Service must take immediate action to restrict the import of leopard hunting trophies to ensure that its regulations and practice comply with the ESA’s statutory mandate to provide for the conservation of Endangered and Threatened species. See 16 U.S.C. § 1531(b), (c) (providing that federal agencies “shall utilize their authorities in furtherance of” the conservation purpose of the ESA); *Sierra Club v. Clark*, 755 F.2d 608 (8th Cir. 1985) (special rules must be designed and implemented to actually promote the conservation of the Threatened species).

This Petition is supported by expert declarations from renowned wildlife experts Dr. Jane Goodall and Dereck Joubert, and enclosed is a disc of the scientific references cited.

Respectfully submitted by:



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² This listing does not account for the fact that Zaire became the Democratic Republic of the Congo in 1997.

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EXECUTIVE SUMMARY

This Petition – submitted by The Humane Society of the United States, Humane Society International, Center for Biological Diversity, International Fund for Animal Welfare, and The Fund for Animals and supported by expert declarations from Dr. Jane Goodall and Dereck Joubert – demonstrates that the leopard (*Panthera pardus*) meets the statutory criteria for an Endangered listing under the ESA across its geographic range and requests reclassification for leopard populations listed as Threatened in 1982.

The ESA considers a species (including subspecies or distinct population segment) to be “Endangered” when it “is in danger of extinction throughout all or a significant portion of its range.” 16 U.S.C. § 1532(6). The ESA requires the Service to list a species as either “Endangered” or “Threatened” based on the following five factors: (1) the present or threatened destruction, modification, or curtailment of its habitat or range; (2) overutilization for commercial, recreational, scientific, or educational purposes; (3) disease or predation; (4) the inadequacy of existing regulatory mechanisms; and (5) “other natural or manmade factors affecting its continued existence.” *Id.* § 1533(a)(1)(A-E). The ESA requires the Secretary to determine within 90 days of receiving the Petition whether the Petition “presents substantial scientific or commercial information indicating that the petitioned action may be warranted.” *Id.* § 1533(b)(3)(A). Such determination must be made solely on the basis of the “best scientific and commercial data available.” *Id.* § 1533(b)(1)(A).

When a foreign species is listed as Endangered, protection under the ESA occurs by, *inter alia*, prohibiting imports unless they enhance the propagation or survival of the species or are for scientific purposes. *Id.* § 1533(b)(1)(A). Furthermore, Section 8 of the ESA provides for “International Cooperation” in the conservation of foreign, listed species, and listing a foreign species heightens global awareness about the importance of conserving the species.

This Petition seeks to increase protection for leopards in southern Africa, while maintaining the Endangered listing for leopards in all other areas of the species’ range. Thus, this Petition describes the natural history and biology of the African leopard (*Panthera pardus pardus*) and the current status and distribution of this subspecies; it clearly shows that its range is in alarming and precipitous decline, including in southern Africa where leopards are currently listed as Threatened. The Petition reviews the threats to the continued existence of the African leopard, including loss of habitat and prey, excessive and unsustainable offtake for recreational purposes, high levels of poaching for commercial purposes, indiscriminant killing such as through snaring, and retaliatory killing by poison or firearms due to a perceived or actual treat to livestock and people. The Petition also demonstrates how Americans engaging in unsustainable trophy hunting and international trade of African leopards and their parts for hunting purposes are significantly and negatively impacting the conservation status of the African leopard. It then explains how existing laws and regulations are inadequate to address the numerous and interacting threats to the African leopard today.

The Petition requests that as FWS considers an uplisting of Threatened leopards to Endangered, the agency immediately take action to strictly scrutinize the import of leopard trophies by (1) suspending the issuance of CITES import permits for *Panthera pardus* trophies until the FWS non-detriment advice memorandum is reevaluated for each range country where trophy hunting occurs; and (2) rescinding the

special rule pertaining to leopards from southern Africa (50 C.F.R. § 17.40(f)) to require ESA permits for all otherwise prohibited activities, consistent with 50 C.F.R. § 17.31(a).

Status and Distribution

The IUCN Red List status of the leopard demonstrates the precipitous deterioration of the status of the leopard over the past 15 years: in 2002, the species was considered Least Concern; in 2008, Near Threatened; and in 2016, Vulnerable (Stein et al. 2016). The most recent IUCN Red List assessment lists persecution, habitat fragmentation, an increase in illegal wildlife trade, excessive take for ceremonial use of skins, prey base declines, and poorly managed trophy hunting as major threats to the survival of the species (Stein et al. 2016). Regarding African leopard populations specifically, the subpopulation of North Africa (which is currently listed as Endangered under the ESA) potentially qualifies as Critically Endangered due to very small and declining number of mature individuals; since the previous IUCN assessment in 2008, leopards likely have become extinct in Morocco and Algeria (Stein et al. 2016). In sub-Saharan Africa, the leopard population has declined by >30% in the past three generations, potentially qualifying the sub-Saharan population of the subspecies as Vulnerable (Stein et al. 2016); this decline was caused by a 21% loss of leopard habitat in sub-Saharan Africa over the past 25 years, and 59% decline in prey loss in protected areas. At the regional level within sub-Saharan Africa, Stein et al. (2016) infer a >50% loss of leopard populations in East and West Africa, due to leopard prey reduction by 52% and 85% in those regions, respectively. In southern Africa, populations in Angola, Zambia, Mozambique, Zimbabwe and South Africa appear to be decreasing (Stein et al. 2016). In addition to habitat loss and loss of prey base, Stein et al. (2016) recognize two other major threats to leopards in sub-Saharan Africa: conflict with farmers over actual or potential killing of domesticated livestock or farmed wild animals (game farming or game ranching); and poorly managed trophy hunting, especially when it is concentrated geographically and when it targets individuals in their prime, who are territorial and reproductively active.

Regarding the total population size for the African leopard subspecies across its range, according to the 2008 IUCN assessment (Henschel et al.), “there are no reliable continent-wide estimates of population size in Africa, and the most commonly cited estimate of over 700,000 leopards in Africa (Martin and de Meulenaer 1988) *is flawed*” (emphasis added). The most recent publication on leopard status and distribution (Jacobson et al. 2016) stated, “Earlier Africa-wide assessments of population size (Myers, 1976; Eaton, 1977; Martin & De Meulenaer, 1988; Shoemaker, 1993) employed questionable population models based on scant field data and were widely criticized as being unrealistic (Hamilton, 1981; Jackson, 1989; Norton, 1990; Bailey, 1993)” (p. 2). The current ESA Threatened listing – which dates to 1982 – is based on outdated information and must be reviewed in light of the substantial evidence indicating a significant decline in populations over the last three decades.

Present and Threatened Destruction, Modification, Curtailment of Habitat or Range

African populations of the leopard have experienced significant and ongoing loss of habitat. The most recently published scientific assessment of the status and distribution of the species (Jacobson et al. 2016a) found that *P. pardus pardus*, the African leopard, has lost 48-67% of its historical range. In North Africa, *P. pardus pardus* has lost 93.9-99% of its historic range; in West Africa, the range loss is 86-95%;

in Central Africa, the range loss is 45-66%; in East Africa, the range loss is 40-60%; and in Southern Africa, the range loss is 28-51% (Jacobson et al. 2016a). Jacobson et al. (2016a) state, “even for this relatively widespread subspecies, there is still substantial cause for concern across large portions of its range.” The subspecies existed historically in 47 range States, but exists in only 38 today, and thus has been extirpated from nine countries: Mauritania, Togo, and Tunisia; Gambia, Lesotho, and Morocco (possibly extinct); and Algeria, Burundi, and Mali (possibly present) (Jacobson et al. 2016a).

The most recent IUCN assessment of the leopard (Stein et al. 2016) agrees largely with the findings of Jacobson et al. (2016a) with regard to range loss over the past three leopard generations (22.3 years); they estimated a 61% range loss for the species across its range (from 21,953,435 km² in the 2008 IUCN assessment to 8,515,935 km² in the 2016 assessment); a 21% range loss in sub-Saharan Africa; a 97% range loss in North Africa; a “dramatically reduced” range in West Africa; “substantial range declines” in West, Central, and East Africa; and a 21% range loss in southern Africa. Stein et al. (2016) attributes the range declines in West, Central, and East Africa to habitat loss and fragmentation which threaten the survival of leopards because they “require large, contiguous habitats with low human impacts to reproduce successfully” (Stein et al. 2016). Other factors contributing to range loss in Africa are prey reductions due to the illegal and unsustainable bushmeat trade, illegal harvest of skins, and human-leopard conflict and retaliation for livestock depredation.

Overutilization for Commercial, Recreational, or Scientific Purposes

The original analysis presented in this petition shows that between 2005 and 2014 (the most recent years for which complete data are available), 35,421 leopard specimens (leopards, dead or alive, and their parts and derivatives, the equivalent of at least 12,791 leopards), were traded internationally. Of these 12,791 leopards traded internationally, 10,191 of these specimens were hunting trophies.

The U.S. is the top importer of leopard specimens sourced from the wild (accounting for 45% of the total trade), and the vast majority of leopard specimens imported to the U.S. are hunting trophies. From 2005-2014, Americans imported African leopards and their products equivalent to 5,575 individuals, including bodies (14), live specimens (26), skins (741), and trophies (4,794). This amount is equivalent to approximately 44% of the global imports in leopards during this period.

Most leopards imported into the U.S. were exported from Zimbabwe (1,745 total: 1,489 trophies and 256 skins, 31% of total imports) and the United Republic of Tanzania (1,270 total: 1,118 trophies and 152 skins, 23% of total imports), with South Africa (900 total: 729 trophies, 163 skins and 8 bodies, 16% of total imports), Namibia (654 total: 646 trophies, 5 skins, 3 bodies, 12% of total imports), Zambia (468 total: 466 trophies and two skins, 8% of total imports), Mozambique (238 total: 133 trophies and 105 skins, 4% of total imports), and Botswana (196 total: 191 trophies and 5 skins, 4% of total imports) also playing major roles in exports.

Since the 1982 Threatened listing was put in place relaxing requirements for leopard trophy imports from southern Africa, there has been a dramatic increase in the number of leopard trophies imported, with numbers steadily rising throughout the 1990’s and peaking in 2009, when 657 trophies were imported. The number of leopard trophy imports has remained over 300 per year since 1999, despite prior commitments from FWS to only allow “very few” leopard trophies into the country.

Poorly managed trophy hunting is considered a major threat to the survival of leopards in sub-Saharan Africa, especially when it is geographically concentrated and targets individuals in their prime, who are territorial and reproductively active (Stein et al. 2016). Recent studies have demonstrated that trophy hunting caused leopard population declines in South Africa (Balme et al. 2009, Pitman et al. 2015), Mozambique (Jorge 2012), Tanzania (Packer et al. 2009), and Zambia (Packer et al. 2010). Concern about unsustainable leopard trophy hunting has resulted in South Africa banning the export of leopard trophies in 2016; Botswana banning all trophy hunting, including of leopard, beginning in 2014; and Zambia banning leopard hunting in 2013 (Stein et al. 2016).

Leopards also continue to be poached for commercial trade, and a trend can be seen in China exporting for commercial purposes an average of 413 leopard “derivatives” to the U.S. each year during 2006-2010, which abruptly ceased in 2011, and then the trend reappeared under a different but similar wildlife term: “medicine”; an average of 110 “medicine” products derived from leopards being exported for commercial purposes from China (2012-2013) and then Hong Kong (2014).

There is a large-scale illegal trade in leopard skins for “cultural regalia” in southern Africa, with an estimated 4,500-7,000 leopards killed annually to fulfill demand for skins by followers of one church alone (the Nazareth Baptist (Shembe) Church) (Stein et al. 2016, citing to Balme unpublished data).

Inadequacy of Existing Regulatory Mechanisms

Pursuant to Fish and Wildlife Service regulations, *Panthera pardus* is currently listed as Endangered across its range, with the exception of 18 countries in southern Africa where the species is listed as Threatened. 50 C.F.R. § 17.11. This differential geographic listing does not comport with FWS policy or statutory mandate, and the best available science – presented in this Petition – demonstrates that leopards in southern Africa, like leopards in Asia and northern Africa, are “in danger of extinction” in this significant portion of the species’ range. 16 U.S.C. § 1532(6).

All leopards were originally listed as Endangered, initially to restrict the leopard fur trade (with over 17,000 leopard hides imported into the United States from 1968-1969). 45 Fed. Reg. 19007 (March 24, 1980). But in 1980, at the urging of trophy hunters, FWS proposed to reduce protections for leopards in most of Africa (even though the agency did not explain whether or why it thought that leopards in southern Africa were both “distinct” and “significant” such that the region constitutes a listable distinct population segment). See 61 Fed. Reg. 4722 (Feb. 7, 1996); 16 U.S.C. § 1532(16). And today, FWS still has not conducted an analysis of whether leopards in southern Africa can lawfully be listed as a distinct population segment. Similarly, since 1982 when it finalized the Threatened listing for African leopards, FWS has not conducted the mandatory five-year review for such listing, resulting in an antiquated listing that is not based on the best available science.

In addition to the lack of scientific support for the original listing, the implementation of this listing is woefully inadequate to promote leopard conservation, endangering the survival of leopards in southern Africa. Currently, leopard trophies can be imported into the U.S. without an ESA permit, provided that the requirements of the Convention on International Trade in Endangered Species (CITES) are met.

Currently, CITES has established export quotas for twelve African countries for leopard skins traded for personal and hunting trophy purposes, totalling 2,648 leopards per year. These quotas have dramatically

increased over time, with the number of leopards rising five-fold – from 460 in 1983 to 2,648 in 2016 – and the number of countries with export quotas rose from seven in 1983 to twelve in 2016.

These quotas have no scientific basis and are not routinely reviewed to ensure that are not detrimental to the survival of the species. Indeed, the basis for the original and subsequent CITES export quotas for leopards is a model by Martin and de Meulenar (1988) that has been dismissed by modern leopard scientists as over-simplified as it was based on a correlation between rainfall and leopard numbers in savannah habitats of East Africa and used to predict leopard numbers across their entire sub-Saharan Africa range (Brackowski et al. 2015b).

Other Natural or Manmade Factors Affecting the Survival of the African Leopard in the Wild

African leopards are also in danger of extinction due to other manmade factors. Leopard population densities are directly related to biomass of medium and large-sized wild herbivores, the main leopard prey (Stein et al. 2016). However, populations of such herbivores have been severely depleted by the unsustainable bushmeat trade which is considered to be a major threat to the survival of the African leopard (Stein et al. 2016). According to Stein et al. (2016), Craigie et al. (2010) found an estimated 59% average decline in leopard prey populations in 78 protected areas in West, East, and Southern Africa between 1970 and 2005 due to commercialized bushmeat trade. Bushmeat hunting in the Congo Basin for local and commercial use has reduced the wild prey base, resulting in lower leopard densities and even the disappearance of leopards from some places (Henschel 2008, 2009). Leopard range is largely reduced in human-populated areas in the Democratic Republic of the Congo due illegal hunting and bushmeat trade (Stein et al. 2016). Bushmeat poaching in Mozambique and Zambia has severely reduced leopard prey inside and outside of protected areas (Stein et al. 2016).

Conflict with farmers who own domestic or wild game (game ranching) is a major threat to the survival of the African leopard (Ray et al. 2005, Henschel 2008, Stein et al. 2016). About 60-70% of Africa's human population relies on agriculture and livestock for their livelihoods, and the human population of Africa is expected to more than double by 2050 (Stein et al. 2016); thus, the future will likely see increasing numbers of people using increasing amounts of land in conflict with decreasing numbers of leopards. Currently, many sub-Saharan African countries allow farmers to kill predators considered to be a threat to life or property without first obtaining a permit; it is likely that a large number of leopards are killed but not reported; and the total number of leopards killed due to conflict is unknown (Stein et al. 2016). And indiscriminate killing, such as the poisoning of carcasses aimed at attracting and killing carnivores of any and all types, and the use of snares to kill other species, is also a threat to the survival of leopards (Henschel 2008, Jorge 2012).

Conclusion

This Petition demonstrates that leopards in southern Africa are in danger of extinction and must be listed as Endangered along with leopards across the remainder of the species' range. Given the precarious plight of the African leopard, and due to the legal deficiencies in existing law, the Petition also asks FWS to take immediate action to restrict the import of African leopard hunting trophies to the U.S.

I. Introduction

Pursuant to Fish and Wildlife Service (“FWS” or “the Service”) regulations, *Panthera pardus* is currently listed as Endangered across its range, with the exception of 18 countries in southern Africa where the species is listed as Threatened. 50 C.F.R. § 17.11. This differential geographic listing does not comport with FWS policy or the Endangered Species Act’s (ESA) statutory mandate, and the best available science – presented in this Petition – demonstrates that leopards in southern Africa are “in danger of extinction” in this significant portion of the species’ range. 16 U.S.C. § 1532(6).

Leopards in Asia and northern Africa are in danger of extinction and clearly meet the statutory definition of Endangered, as acknowledged by FWS; however, the Service’s decades old regulation listing leopards in southern Africa as a Threatened species is not supported by science – indeed, such listing and the management decisions flowing therefrom are based almost entirely on unpublished reports from biased sources that have been discredited by the scientific community (as detailed in Section IV(D), *infra*). See 50 C.F.R. § 17.11.

This Petition describes the natural history and biology of the African leopard (*Panthera pardus pardus*) and the current status and distribution of this subspecies (with a particular focus on the sub-Saharan African countries where leopards are currently listed as Threatened).³ The evidence clearly shows that leopards in this part of the species’ range are in alarming and precipitous decline. The Petition evaluates the threats to the continued existence of the African leopard, including loss of habitat and prey, excessive and unsustainable offtake for recreational purposes, high levels of poaching and illegal trade for commercial and ceremonial purposes, indiscriminant killing such as through snaring, and retaliatory killing by poison or firearms due to a perceived or actual treat to livestock and people. The Petition also demonstrates how Americans engaging in unsustainable trophy hunting and international trade of African leopards and their parts for hunting trophies are significantly and negatively impacting the conservation status of the African leopard. It then explains how existing laws and regulations are inadequate to address the numerous and interacting threats to the African leopard today, all of which requires FWS to expand the Endangered listing of *Panthera pardus* to include all animals throughout the entirety of the species’ range.

The Petition also requests that as the Service evaluates an uplisting of Threatened leopards, the Service immediately take action to restrict the import of leopard specimens by (1) suspending the issuance of CITES import permits for *Panthera pardus* trophies until the FWS non-detriment advice memorandum is reevaluated for each range country where trophy hunting occurs; and (2) rescinding the special rule pertaining to leopards from southern Africa (50 C.F.R. § 17.40(f)) to require ESA permits for all otherwise prohibited activities, consistent with 50 C.F.R. § 17.31(a).

³ Notably, because the boundary line that FWS drew “south of and including...Gabon, Congo, Zaire, Uganda, Kenya” does not have any biological basis, much of the published literature refers to the African leopard subspecies as a whole or to specific countries within the subspecies’ continental range. To the extent possible, this Petition focuses on the science pertaining to leopards in the range countries where the Threatened listing applies (which encompass the vast majority of the species’ range on the African continent).

II. Status and Distribution

The leopard is the most wide-ranging species of wild cats. The species' historic range extended from the Cape of Good Hope in South Africa through the Middle East and Southeast Asia to the Amur Peninsula in Russia (Nowell and Jackson 1996). According to the International Union for Conservation of Nature (IUCN), there are nine extant leopard subspecies, though the species' taxonomy is currently under review by the IUCN SSC Cat Specialist Group: *Panthera pardus pardus* (Africa), *Panthera pardus nimr* (Arabia), *Panthera pardus saxicolor* (Central Asia), *Panthera pardus melas* (Java), *Panthera pardus kotiya* (Sri Lanka), *Panthera pardus fusca* (Indian sub-continent), *Panthera pardus delacourii* (southeast Asia into southern China), *Panthera pardus japonensis* (northern China), and *Panthera pardus orientalis* (Russian Far East, Korean peninsula and north-eastern China).

A new IUCN status review of *Panthera pardus* was just released (Stein et al. 2016) and classifies the species as Vulnerable (demonstrating that the species is more imperilled than it was in 2008, when the last IUCN assessment classified the species as Near Threatened, Henschel et al. 2008). The 2016 status review also continues to recognize that three Asian subspecies of leopards are Critically Endangered (*P. p. orientalis*, *P. p. nimr*, and *P. p. melas*), and two subspecies are Endangered (*P. p. kotiya* and *P. p. saxicolor*).

The IUCN Red List status of the leopard demonstrates the precipitous deterioration of the status of the leopard over the past 15 years: in 2002, the species was considered Least Concern; in 2008, Near Threatened; and in 2016, Vulnerable (Stein et al. 2016). The most recent IUCN Red List assessment lists persecution, habitat fragmentation, an increase in illegal wildlife trade, excessive take for ceremonial use of skins, prey base declines, and poorly managed trophy hunting as major threats to the survival of the species (Stein et al. 2016).

Regarding African leopard populations specifically, the subpopulation of North Africa potentially qualifies as Critically Endangered due to very small and declining number of mature individuals; since the previous IUCN assessment in 2008, leopards likely have become extinct in Morocco and Algeria (Stein et al. 2016). In sub-Saharan Africa, the leopard population has declined by >30% in the past three generations, potentially qualifying the sub-Saharan population of the subspecies as Vulnerable (Stein et al. 2016); this decline was caused by a 21% loss of leopard habitat in sub-Saharan Africa over the past 25 years, and 59% decline in prey loss in protected areas. At the regional level within sub-Saharan Africa, Stein et al. (2016) infer a >50% loss of leopard populations in East and West Africa, due to leopard prey reduction by 52% and 85% in those regions, respectively. In southern Africa, populations in Angola, Zambia, Mozambique, Zimbabwe, and South Africa appear to be decreasing (Stein et al. 2016). In addition to habitat loss and loss of prey base, Stein et al. (2016) recognize two other major threats to leopards in sub-Saharan Africa: conflict with farmers over real or potential killing of domesticated livestock or farmed wild animals (game farming or game ranching); and poorly managed trophy hunting especially when it is concentrated geographically and when it targets individuals in their prime, who are territorial and reproductively active.

Regarding the total population size for the African leopard subspecies, according to the 2008 IUCN assessment (Henschel et al. 2008), "there are no reliable continent-wide estimates of population size in

Africa, and the most commonly cited estimate of over 700,000 leopards in Africa (Martin and de Meulenaer 1988) *is flawed*” (emphasis added). Similarly, the 2016 IUCN assessment states that “reliable data on Leopard population trends are missing from large portions of their range” but that “Leopards are declining throughout most of their range” and “populations have become reduced and isolated, and they are now extirpated from large portions of their historic range.” (Stein et al. 2016).

The most recent scientific publication on leopard status and distribution (Jacobson et al. 2016a) stated, “Earlier Africa-wide assessments of population size (Myers, 1976; Eaton, 1977; Martin & De Meulenaer, 1988; Shoemaker, 1993) employed questionable population models based on scant field data and were widely criticized as being unrealistic (Hamilton, 1981; Jackson, 1989; Norton, 1990; Bailey, 1993)” (p. 2). Jacobson et al. (2016a) did not provide an African leopard population size estimate saying, “Lack of empirical field data on distribution status and population size has prevented a range-wide population estimate” (p. 2).

However, recent estimates and trends are available (**Table 1**) for some of the 18 range countries where leopards are currently listed as Threatened, an area that encompasses the vast majority of the species’ current range on the African continent (**Figure 1**).

Table 1. Recent estimates of leopard population sizes and trends in countries where the population is listed as ESA Threatened.

Country	Recent Estimated Leopard Population Size, Status and/or Trend
Angola	Stein et al. (2016) state that Angola has declining but healthy leopard populations outside of areas with increased human development and intensive conflict with humans. However, Jacobson et al. (2016b) state that there are no recent publications regarding the presence of leopards in Angola and, while there are likely many leopards, there are no scientific data.
Botswana	Botswana’s 2003 Predator Strategy estimated between 4,404 and 6,830 leopards existed in the country (Jacobson et al. 2016b) where there is a continuous leopard population in the North and West” (Stein et al. 2016).
Burundi	Jacobson et al. (2016b) consider the leopard to be “possibly present” in Burundi but much of the country is converted to agriculture with high human population densities and low wild prey densities.
Republic of the Congo	Leopards are present in many protected areas but they are threatened by the illegal leopard skin trade which is supplied by specialized leopard hunters, particularly in northeast Congo (Jacobson et al. 2016b).
Democratic Republic of the Congo	The leopard is “likely still widespread” in the Democratic Republic of the Congo but there is little recent information on leopards and densities are unknown (Jacobson et al. 2016b). A large and growing human population has diminished leopard prey populations through excessive and unsustainable bushmeat harvesting practices (Jacobson et al. 2016b). Stein et al. (2016) state that leopard range has already been reduced due to bushmeat hunting.
Gabon	Henschel (2010) estimated Gabon’s leopard population to be 5,910 animals. Leopards are “found throughout the country with small absent pockets in the southeast and southwest” (Stein et al. 2016). Jacobson et al. (2016b) said that the country likely still supports significant leopard populations, with populations in virtually all protected areas; however, intensive bushmeat hunting has caused leopards to disappear from some areas (Jacobson et al. 2016b).

Country	Recent Estimated Leopard Population Size, Status and/or Trend
Kenya	Jacobson et al. (2016b) consider the leopard to be widely distributed in Kenya, but threats include poisoning by local herders near Amboseli, human-wildlife conflict near Hell's Gate and Ruma, and some isolated cases of "trophy poaching." Stein et al. (2016) considers the distribution of leopards in East Africa, including Kenya, to have been reduced; however, leopards are found throughout the west, central and southern portions of Kenya (Stein et al. 2016).
Lesotho	Jacobson et al. (2016b) and Stein et al. (2016) consider the leopard in Lesotho to be "possibly extinct."
Malawi	Jacobson et al. (2016b) consider the leopard in Malawi to be present in some areas; however, no recent scientific publications on the size and trend of the population are available.
Mozambique	Stein et al. (2016) state that Mozambique has a declining but healthy leopard populations outside of areas with increased human development and intensive human-leopard conflict. Jacobson et al. (2016b) note that the Mozambican Civil War (1977 to 1992) depleted wildlife around the country; however, while leopards are found in many places, their populations are poorly monitored and largely unknown. Jorge (2012) studied the leopard population of Niassa National Reserve and found leopard densities there were comparable with those in Central and Southern Africa; however, trophy hunting offtake combined with illegal offtake was unsustainable.
Namibia	Stein et al. (2016) stated that leopards inhabit most of the country with the exception of the highly populated northern region, the arid southeast farmlands and the desert coast. According to Jacobson et al. (2016b), the Ministry of Environment and Tourism updated their Large Carnivore Atlas in 2010 with the results indicating that leopards are the most widely distributed large carnivore in Namibia, although absent from 30% of their historic range in the country, with a population size of 14,154 (range of 13,356 - 22,706) (according to Stein et al. 2011), which is an increase of 110% from 2004 when the previous Atlas was conducted. Leopard-human conflict and poorly managed trophy hunting are threats to the species in Namibia (Jacobson et al. 2016b).
Rwanda	Jacobson et al. (2016b) state that there are no recent publications regarding the status or presence of leopards in Rwanda and that a lot of the country has been converted to agriculture and has high human population densities.
South Africa	Leopards are found on borders with Namibia, Botswana, Zimbabwe and Mozambique, with dense populations in the Limpopo region, and they are also found in the Cape provinces (Stein et al. 2016). The population is decreasing from previous estimates especially in areas with human development and intensive human-leopard conflict (Stein et al. 2016). Swanepoel et al. (2014) estimated that there were 4,476 leopards in South Africa. According to Jacobson et al. (2016b), there is no national monitoring program for leopards and current trade and trophy hunting quotas may lead to population decline and possible extinction in certain areas. Indeed, recently Pitman et al. (2015) studied leopard offtake in Limpopo Province and found it to exceed that which is considered sustainable. South Africa banned export of leopards for 2016 as they did not have enough information to make a finding of non-detriment required under CITES for leopard exports.
Swaziland	There are no recent publications on the size or trend of the leopard population in Swaziland (Jacobson et al. 2016b).
Tanzania	Leopards remain widely distributed in Tanzania although only a few studies have established scientifically-based leopard densities or population trends (Jacobson et al. 2016b). The leopard population is declining and has been reduced in Tanzania

Country	Recent Estimated Leopard Population Size, Status and/or Trend
	(Jacobson et al. 2016b, Stein et al. 2016) driven, in part, by excessive offtake for trophy hunting (Packer et al. 2009, Jacobson et al. 2016b).
Uganda	Although apparently present in many areas (Jacobson et al. 2016b, Stein et al. 2016), the Uganda Wildlife Authority reported in 2010 that leopards are ‘likely to have declined even more drastically [relative to other species of concern] because of their widespread presence outside protected areas’ and estimated that the population may be lower than 150-200 individuals (Jacobson et al. 2016b).
Zambia	Zambia’s leopard population has declined with leopards disappearing from areas with increased human development and in areas with high human-leopard conflict (Stein et al. 2016). Leopards are present in some National Parks and game management areas, but absent in others (Jacobson et al. 2016b). Zambia banned leopard hunting in 2013 and 2014, but reinstated it in 2015 and 2016 (Jacobson et al. 2016, supplemental document 1, country profiles).
Zimbabwe	Leopards exist in many conservation areas but no assessment of the national population exists (Jacobson et al. 2016b). Populations are declining and leopards are disappearing in areas with high human impact and human-leopard conflict (Stein et al. 2016). Williams et al. (2016b) extrapolated the results of a study of the impact of government land reform policies on the leopard population of Save Valley Conservancy to the remainder of the country, estimating Zimbabwe’s leopard population size to be 626 at minimum and 6,716 at maximum in 2008, a decrease of 69% and 58%, respectively, compared to minimum and maximum population estimates from 2000.

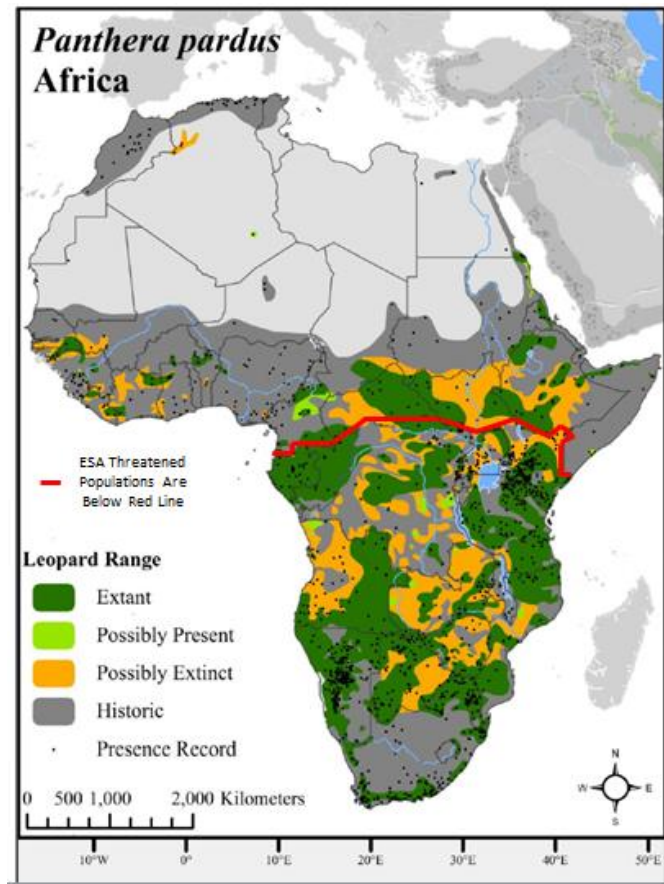
The most recently published scientific paper containing an assessment of the status and distribution of the species (Jacobson et al. 2016a) found that *P. pardus pardus*, the African leopard, has lost 48-67% of its range, from a historical range of 19,751,400 km² to between 6,613,000-10,219,200 km² today (Jacobson et al. 2016b) (**Figure 1**). Jacobson et al. (2016a) state, “even for this relatively widespread subspecies, there is still substantial cause for concern across large portions of its range.” The African leopard subspecies existed historically in 47 range States, but exists in only 38 today, and thus has been extirpated from nine countries (Jacobson et al. 2016c): Mauritania, Togo, and Tunisia; Gambia, Lesotho, and Morocco (possibly extinct); and Algeria, Burundi, and Mali (possibly present) (Jacobson et al. 2016c). Regarding *Panthera pardus* as a whole, Jacobson et al. (2016a) state, “Contrary to the pervasive impression of the leopard as being one of the most widespread, adaptable and resilient carnivores, our calculated range loss of 63–75% exceeds the average range loss documented for the world’s largest carnivores (53% for 17 species; Ripple et al., 2014).”

See also Declaration of Dr. Jane Goodall, ¶ 8 (“It is absolutely clear that leopards – like most wildlife in Africa – are at greater risk of extinction today than they were in 1982 when the U.S. Fish and Wildlife Service listed southern African leopards as Threatened. In the nearly six decades during which I have learned a great deal about wildlife in Tanzania and other African countries, the human population has more than doubled, resulting in rapidly vanishing wildlife habitat, wiping out forests and grasslands essential to sustain leopards and their prey. Large mammals – like leopards and chimpanzees – play essential roles in their ecosystems, and in order to preserve these magnificent animals in perpetuity it will require all nations to exercise their full power to promote the conservation of imperiled species.”); Declaration of Dereck Joubert, ¶ 9 (“There is no reason to believe that the population trend for leopards is significantly different to those of other big cats in Africa, all of which indicate a 95% decline over the

past 50 years. Our own findings coincide with that hypothesis and in many areas I have surveyed, in particular where there is hunting, leopard have declined significantly. Territories have been disrupted and breeding has been suppressed. It is unlikely that there are more than 50,000 leopards in Africa today. Indeed, based on my experience over the last 30 years working with leopards, the population has significantly decreased in that time.”).

The most recent IUCN assessment of the leopard (Stein et al. 2016) agrees largely with the findings of Jacobson et al. (2016a) with regard to range loss over the past three leopard generations (22.3 years); they estimated a 61% range loss for the species across its range (from 21,953,435 km² in the 2008 IUCN assessment to 8,515,935 km² in the 2016 assessment); a 21% range loss in sub-Saharan Africa; a 97% range loss in North Africa; a “dramatically reduced” range in West Africa; “substantial range declines” in West, Central, and East Africa; and a 21% range loss in southern Africa. Stein et al. (2016) attributes the range declines in West, Central, and East Africa to habitat loss and fragmentation which threaten the survival of leopards because they “require large, contiguous habitats with low human impacts to reproduce successfully” (Stein et al. 2016). Other factors contributing to range loss in Africa are prey reductions due to the illegal and unsustainable bushmeat trade, illegal harvest of skins, and human-leopard conflict and retaliation for livestock depredation.

Figure 1. Historic and present distribution of the leopard in Africa with red line demarcation between ESA Endangered and ESA Threatened populations.



Source Jacobson et al. 2016d (ESA demarcation added).

III. Natural History and Biology

A. Species Description

The following account of the species is sourced from Stein and Hayssen (2013). The leopard is the smallest of the large cats in the genus *Panthera*, though there are variations in sizes of leopards across their range. Males are generally larger than females – for example, mean length of head and body for males in Namibia is 132 cm, and females 106.5 cm (based on two samples of each sex); weight of 47 males from India, Ivory Coast, Namibia and South Africa was 30.9-62.6 kg, and for 34 females 21.2-54.0 kg. Fur color varies from yellow to black and is soft and thick and leopards living in colder climates have longer hair. Spots occur on the muzzle and forehead and the whisker spots can be used to identify individuals. The spots become a rosette pattern from the neck and shoulders to the rump and tail. Irregular spots are found from the elbow and knee to the feet and along the ventral side of the torso. Eye color varies from yellow to blue. Leopards have well-developed musculature on the neck, forelimbs and chest and can drag a carcass more than double the leopard's body weight up a tree. They have five toes on the front feet and four on the back, with the first toe on the inside of the front used only for bringing down prey. Leopards can reach a maximum speed of 60 km per hour, make horizontal leaps of 6 m, and vertical leaps of 3 m.

B. Reproduction and Mortality

Leopards have a polygynous mating system; both sexes are territorial; males have a territory that includes territories of several females; both sexes defend their territories against individuals of the same sex although there is some overlap (Balme and Hunter 2013).

According to Stein and Hayssen (2013)'s description of *Panthera pardus* across its entire range, some populations have a distinctive mating season (e.g. November-December in Nepal) but leopards mate year-round in South Africa. Females attract males through scent marks and vocalizations. When mating, males associate with females for 1-4 days. Mean length of estrus is 5-13 days, gestation is 88-112 days, lactation occurs for 114-130 days, den emergence happens in 42 days, independence occurs at 13 months. The interbirth interval is 3.5-45 months, with most intervals 8-12 months. Females have four mammae and litter size is 1-6 with a mode of 2. Females first mate at 23-32 months, first births occur at 27-52 months, and males can first sire young at 1.5 years. Infanticide can occur when territorial males that likely sired the young are removed before cubs reach independence. Juveniles remain with their mothers for 12-18 months. Female young take over a portion of their mother's range, while young males disperse.

Lindsey and Chikerema-Mandisodza (2012) describes the reproduction of African leopard specifically (*Panthera pardus pardus*). The African leopard has a low reproductive rate and is long-lived. They reach sexual maturity at 3-4 years, have on average two cubs per litter, have a mean lifetime reproduction of 4.1 cubs/female, have an inter-birth interval of 25 months for successful litters, have a lifespan of 19 years for females and 14 years for males, have a generation time of 7 years, and have an adult sex ratio of 1.6 females/males. There is a 63% mortality of cubs prior to independence.

As described Braczkowski et al. (2015a), the African leopard subspecies (*Panthera pardus pardus*) is considered to be a solitary species (except for mothers and their cubs and males and females when

mating), but they live in a social system that is highly dependent on long-term relationships. When individuals are removed from a population and new immigrants enter the population this destabilizes the social system and leads to fighting and infanticide by new males. In populations where fathers remain present, cub survival and reproductive output of the population are higher than in populations where this is not the case. In addition, in stable populations female leopards give birth at a younger age, spend more time with dependent young, and produce more litters.

Longevity is 10-15 years in the wild; annual adult mortality averaged 19% in Kruger National Park of which 30% were old males, 17% old females, 17% prime males, 10% prime females; 64% died of starvation (Nowell and Jackson 1996).

C. Hunting and Feeding

According to Stein and Hayssen (2013), *Panthera pardus* consume a wide variety of animals of all types and sizes, from beetles to large antelopes. Preferred prey are 10-40 kg but they can feed on larger prey (>150 kg). In Africa, leopards prey on impala, springbok, duiker, nyala, and warthogs, and rodents. Females and cubs tend to prey on smaller animals. Leopards attack prey by stalking and pouncing – smaller prey are killed by a bite on the head or nape of the neck; larger prey by a bite on the throat. Once prey animals are killed, they are eaten on the spot, or dragged to trees, bushes or caves where they are cached. Leopards can be active at night or during the day (*i.e.*, in Kenya and South Africa, 66% of activity is nocturnal). Generally, leopard home range size varies according to prey availability with larger home ranges where prey availability is low. Females have smaller home range sizes than males (*e.g.*, in Tai National Park, Ivory Coast, males had a home range size of 32-46 km² and females 14-26 km²).

IV. *Panthera pardus* is Endangered Across its Range Pursuant to the ESA Listing Criteria

The main threats to the survival of leopards across their range are habitat loss and fragmentation, conflict with humans, loss of prey, killing for the illegal trade in skins and parts and, for *P. pardus pardus*, unsustainable trophy hunting (Jacobson et al. 2016a). *See also* Stein et al. 2016 (“Evidence suggests that Leopard populations have been dramatically reduced due to continued persecution with increased human populations (Thorn et al. 2013, Selvan et al. 2014), habitat fragmentation (UN 2014), increased illegal wildlife trade (Datta et al. 2008), excessive harvesting for ceremonial use of skins (G. Balme pers. comm. 2015), prey base declines (Hatton et al. 2001, du Toit 2004, Fusari and Carpaneto 2006, Datta et al. 2008, Lindsey et al. 2014, Selvan et al. 2014) and poorly managed trophy hunting (Balme et al. 2009)”). Based on these threats, leopards in southern Africa must be included in the Endangered listing for *Panthera pardus*.

Notably, the IUCN concludes that “[m]ost of the factors driving Lion population declines (*e.g.*, habitat loss and fragmentation, retaliatory killing due to conflict, poorly managed trophy hunting) also affect Leopards.” (Stein et al. 2016). Just as the Service has recently taken action to prohibit the import of African lion trophies unless the ESA’s enhancement standard is met (50 C.F.R. § 17.40(r)), the Service must take action to address the impact that Americans are having on the decline of the leopard.

A. Present or Threatened Destruction, Modification, or Curtailment of Habitat

African populations of the leopard have experienced significant and ongoing curtailment of range. As noted above, the most recently published assessment of the status and distribution of the species (Jacobson et al. 2016a) found that *P. pardus pardus*, the African leopard, has lost 48-67% of its range, from a historical range of 19,751,400 km² to between 6,613,000-10,219,200 km² today (Jacobson et al. 2016b) (**Figure 1**). In North Africa, *P. pardus pardus* has lost 93.9-99% of its historic range (from 605,300 km² historically to 5,800-37,000 km² today); in West Africa, the range loss is 86-95% (3,505,000 km² to 196,000-483,100 km²); in Central Africa, the range loss is 45-66% (6,101,100 km² to 2,081,900-3,379,700 km²); in East Africa, the range loss is 40-60% (3,626,300 km² to 1,457,200-2,003,300 km²); and in Southern Africa, the range loss is 28-51% (5,913,800 km² to 2,872,200-4,270,800 km²) (Jacobson et al. 2016b). Jacobson et al. (2016a) state, “even for this relatively widespread subspecies, there is still substantial cause for concern across large portions of its range.” The subspecies existed historically in 47 range States, but exists in only 38 today, and thus has been extirpated from nine countries (Jacobson et al. 2016c): Mauritania, Togo, and Tunisia; Gambia, Lesotho, and Morocco (possibly extinct); and Algeria, Burundi, and Mali (possibly present) (Jacobson et al. 2016c).

The most recent IUCN assessment of the leopard (Stein et al. 2016) agrees largely with the findings of Jacobson et al. (2016) with regard to range loss over the past three leopard generations (22.3 years); they estimated a 61% range loss for the species across its range (from 21,953,435 km² in the 2008 IUCN assessment to 8,515,935 km² in the 2016 assessment); a 21% range loss in sub-Saharan Africa; a 97% range loss in North Africa; a “dramatically reduced” range in West Africa; “substantial range declines” in West, Central, and East Africa; and a 21% range loss in southern Africa. Stein et al. (2016) attributes the range declines in West, Central, and East Africa to habitat loss and fragmentation which threaten the survival of leopards because they “require large, contiguous habitats with low human impacts to reproduce successfully” (Stein et al. 2016). Other factors contributing to range loss in Africa are prey reductions due to the illegal and unsustainable bushmeat trade, illegal harvest of skins, and human-leopard conflict and retaliation for livestock depredation.

Contributing to this immense and ongoing loss of range is the collapse in prey species’ populations due to commercial bushmeat harvest of herbivores which, in addition to outright habitat destruction, destroys the suitability of habitats for leopards whose density is dependent on the availability of prey (Stein et al. 2016). Thus, the African leopard is in danger of extinction due to habitat loss.

B. Overutilization for Commercial, Recreational, or Scientific Purposes

A valuable source of information on the utilization of leopards for commercial, recreational or scientific purposes is the Convention on International Trade in Endangered Species (CITES) Trade Database. The 182 CITES Parties are required to file annual reports with the CITES Secretariat on the import, export, re-export, and introduction from the sea of CITES-listed species. These reports are compiled into an electronic, searchable trade database, known as the CITES Trade Database, which is available to the public on the CITES website (www.cites.org).

This database can be used to determine the level of currently-legal international trade as well as the types and sources of leopards and their parts that are involved. In the context of CITES, international trade includes commercial trade as well as trade associated with breeding, circus or travelling exhibition, education, enforcement, trophy hunting, medicinal, personal use, reintroduction, scientific research, and for zoological exhibition. By examining the documented purposes of trade, the CITES trade database can be used to evaluate the reasons behind the movement of leopards and their parts across international borders by humans. The database also includes the source of African leopards and their parts in international trade, whether captive-bred, captive-born, illegal, pre-Convention, ranch-raised, or wild. While the CITES trade database is the principal source of information on international trade in leopards and their parts, it does not contain information on domestic use of leopards or their parts for commercial, recreational, or scientific purposes; nor does it account for poaching and illegal trade, except where illicit international trade has resulted in a seizure.

The leopard is clearly over-utilized for commercial and recreational purposes and must be listed as Endangered based on this criterion. The original analysis presented in this petition shows that between 2005 and 2014 (the most recent years for which complete data are available), 35,421 leopard specimens (leopards, dead or alive, and their parts and derivatives, the equivalent of at least 12,791 leopards), were traded internationally for all purposes (Annex 4, Table 1). This figure was derived by adding the figures for four types of specimens that likely represent one leopard each: bodies, skins, live, and trophies. Skulls and bones were not included in this calculation because after leopards are hunted, their skin is usually removed, leaving the skull and other bones and body parts; in this analysis, the skin or trophy is used to represent a leopard, not the skull or bones. The most commonly-traded items were derivatives (13,968), trophies (10,211), specimens (4,352), skulls (2,045) and skins (1,928) (Annex 4, Table 1). Other leopard specimens in trade include live animals (550), medicine (538), bones (405), claws (381), small leather products (287), and hair (238), as well as smaller numbers of bodies, bone pieces, carvings, cloth, feet, garments, hair products, large leather products, plates, skeletons, skin pieces, tails, and teeth (Annex 4, Table 1).

Global gross imports of African leopards reported as bodies, trophies, skins and live for the period of 2005 to 2014 total 12,791, including imports of 134 bodies, 549 live leopards, 1,916 skins, and 10,191 trophies (see **Table 2**).

Table 2. Gross Imports of *Panthera pardus* Bodies, Live, Skins, And Trophies, All Purposes, All Sources, 2005-2014.

Term	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Totals
Bodies	7	0	9	10	22	19	24	24	9	11	135
Live	37	44	45	42	48	75	79	68	67	44	549
Skins	73	162	61	75	234	236	353	467	226	29	1,916
Trophies	1235	1134	1064	1291	1405	993	769	984	718	598	10,191
Totals	1,352	1,340	1,179	1,418	1,709	1,323	1,225	1,543	1,020	682	12,791

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus*, all countries, all sources, all purposes, on 03/23/2016.

Of this trade from all sources, 19,909 leopard specimens, reported as being from a wild source – the equivalent of at least 11,959 leopards (adding bodies, live, skins, trophies) – were traded internationally for all purposes (Annex 4, Table 2). Wild sourced specimens accounted for 56.2% of specimens in trade (19,909 of 35,421) and 93.5% of leopards in trade (11,959 of 12,791). Of this trade, the U.S. imported 8,553 wild leopard specimens, the equivalent of at least 5,382 leopards (Annex 4, Table 3), which is 45% of wild leopards traded during the period. Indeed, the U.S. is the top importer of wild leopard specimens with other leading importers being France (1188 specimens representing at least 1,055 leopards), South Africa (1,224 specimens representing at least 839 leopards), Spain (823 specimens representing at least 614 leopards) and Germany (3,411 specimens representing at least 527 leopards) (Annex 4, Table 3). The top countries export of wild leopards and their parts were Zimbabwe (3,568 specimens representing at least 2,898 leopards), Tanzania (3,355 specimens representing at least 2,877 leopards), Namibia (4,308 specimens representing at least 1,796 leopards), and South Africa (2,805 specimens representing at least 1,601 leopards) (Annex 4, Table 5).

From 2005 through 2014, leopards and their parts from the following additional sources were traded internationally:

- 1,064 captive-bred⁴ leopards and their parts, the equivalent of at least 510 leopards, including 8 bodies, 473 live, 18 skins, 554 specimens, and 11 trophies (Annex 4, Tables 6 and 7).
- 32 captive-born⁵ leopards and their parts, the equivalent of at least 31 leopards, including 25 live, 1 skull, and 6 trophies (Annex 4, Table 8).
- 217 pre-convention⁶ leopards and their parts, the equivalent of at least 127 leopards, including 101 skins, 13 skin pieces, 5 bodies, and 21 trophies (Annex 4, Table 9).
- 16 ranched⁷ leopards and their parts, the equivalent of at least 10 leopards, including 8 live, 1 skin and 1 trophy (Annex 4, Table 10).
- 14,169.5 confiscated/seized⁸ leopards and their parts, the equivalent of at least 219 leopards, including 180 trophies, 38 skins, 74 skin pieces, 28 teeth, 538 medicines, 12,906.5 derivatives, 269 small leather products, 14 claws, and 50 bones (Annex 4, Table 11).
- 91 unknown source⁹ leopards and their parts, the equivalent of at least 15 leopards, including 25 derivatives, 35 specimens, 1 body, 6 live, and 18 skins (Annex 4, Table 12).

1. Trade for Commercial Purposes

Panthera pardus is listed on CITES Appendix I and international trade for primarily commercial purposes is not allowed under the treaty. Nonetheless, from 2005 to 2014, 3,522 African leopard specimens, the equivalent of at least 135 individual leopards, were traded internationally for commercial purposes (Annex 4, Table 13); this equates to 9.9% of the leopard specimens traded over this period (3,522 of 35,421) and 1% of leopards (135 of 12,791). The vast majority of these specimens were derivatives (2,683); others included medicine (331), and small leather products (266); but bodies (11),

⁴ CITES source code C; none were traded under source code D. Information on the CITES Source Codes is in CoP16 Conf. 12.3 § I(i) (2002), available at <https://cites.org/eng/res/12/12-03R16.php>.

⁵ CITES source code F.

⁶ CITES source code O.

⁷ CITES source code R.

⁸ CITES source code I.

⁹ CITES source code U.

skins (72), live specimens (39), trophies (13) and also skin pieces (69), feet (29), garments (14), teeth (14), skulls (8), carvings (7), claws (7), specimens (2), large leather products (1), and cloth (1) were also reported in trade (Annex 4, Table 13).

Of the leopard specimens internationally traded for commercial purposes, 3,358 (95%) were imported by the U.S (Annex 4, Table 14). However, upon closer inspection of FWS records, many of these were seized by the U.S. and reported in their annual report to the CITES Secretariat which is why they appear in the CITES Trade Database (Annex 4, Table 15). For example, from 2005-2014, a total of 2,482 leopard derivatives (2,151 or 80% of the total exported to the U.S. for commercial purposes) and medicine (331 or 100% of the total exported to the U.S. for commercial purposes) products were seized upon import into the U.S. These data further show that China exported, on average, 413 leopard “derivatives” to the U.S. each year during 2006-2010 for commercial purposes. This trade abruptly ceased in 2011, and then the trend reappeared under a different but similar wildlife term: “medicine”; an average of 110 “medicine” products derived from leopards being exported for commercial purposes from China (2012-2013) and then Hong Kong (2014) (Annex 4, Table 16).

However, substantial trade in leopard specimens for commercial purposes did not result in confiscations or seizures. For example, while 72 skins were internationally traded 2005-2014 (Annex 4, Table 13), only 9 were confiscated or seized as illegal imports during this period (Annex 4, Table 15). Similarly, of 8 bodies and 7 carvings so traded, none were seized; of 14 garments, 5 were seized; of 8 skulls, 1 was seized; of 14 teeth, 4 were seized; and of 13 trophies, none were seized.

Most leopard specimens traded internationally for commercial purposes and confiscated or seized globally, originated in China (Annex 4, Table 17). China is, by far, the country that exported the most leopard specimens for commercial purposes 2005-2014 (Annex 4, Table 18); as noted previously, most of these were derivatives and medicines that were imported by the U.S. and confiscated or seized.

Leopards continue to be poached for commercial trade. Both skins and canine teeth are widely traded domestically in some Central and West African countries, and these are sold openly in villages and cities (Henschel 2008). Chapman and Balme (2010) found that leopard poaching occurs in the Zululand Rhino Reserve in northern KwaZulu-Natal province of South Africa and is increasing. They said, “There is evidence that targeted poaching for leopards is increasing in the region; the skins of 58 individuals were seized in the nearby Mkhuze district in 2004 and a further 91 skins were seized in the same area in 2009 (Hunter et al., in press).” (p. 119). According to Stein et al. (2016, citing to Balme unpublished data), “preliminary data suggest that the illegal trade in Leopard skins for cultural regalia is rampant in southern Africa. It is suggested that 4,500-7,000 Leopards are harvested annually to fuel the demand for Leopards skins by followers of the Nazareth Baptist (Shembe) Church only.” Jorge (2012) found that the illegal off-take of leopards in Niassa National Reserve, Mozambique, was unsustainable and, when combined with off-take for trophy hunting, was negatively affecting leopard populations; skins are illegally traded locally for USD 83, an amount equivalent to one month’s salary; poaching is driven by economic value of skins rather than human-leopard conflict which is low in the area; poachers killed an estimated 6-22% of the adult female population which may also have resulted in the death of cubs; poaching is a serious threat to conservation of leopards in the Reserve.

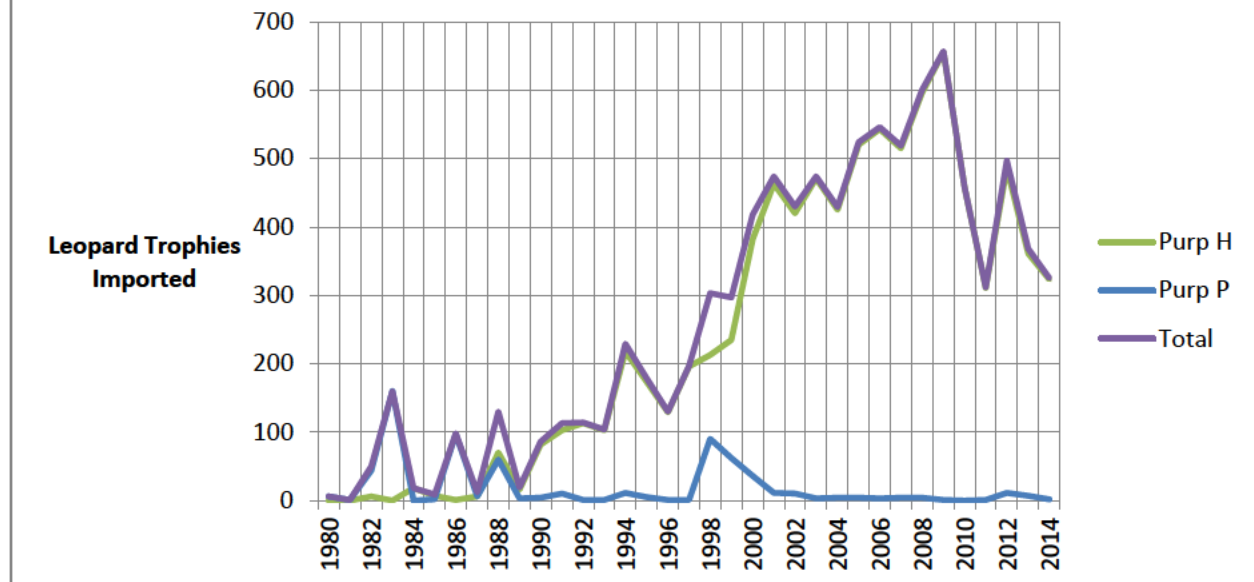
2. Trade for Recreational Purposes

Most leopards in trade are traded for hunting trophy purposes and leopards are clearly over-utilized for this purpose. From 2005 to 2014, 13,721 leopard specimens, representing at least 11,145 individual leopards, were traded for hunting trophy purposes (Annex 4, Table 19); this equates to 38.7% of the leopard specimens traded over this period (13,721 of 35,421) and 87.1% of individual leopards (11,145 of 12,791). The most common type of specimen traded for hunting trophy purposes was “trophies” (9,495) followed by “skulls” (1,974) and “skins” (1,564) (Annex 4, Table 19). Most leopard specimens traded internationally for hunting trophy purposes were imported by the U.S. (6,695 or 48.8%); no other country comes near to being as large an importer as the U.S.; the next nearest country is South Africa (1,113 or 8.1%) (Annex 4, Table 20). The top countries of export of leopard specimens for hunting trophy purposes were Zimbabwe (3,535 or 25.8%), Tanzania (3,088 or 22.5%), South Africa (2,291 or 16.7%), Namibia (1,917 or 14%) and Mozambique (1,009 or 7.4%) (Annex 4, Table 21); together these five countries export 60.5% of leopard specimens for hunting trophy purposes.

Leopard trophies are also traded internationally for personal purposes with 773 so traded from 2005 through 2014 (Annex 4, Table 22). France is, by far, the largest importer of leopard trophies for personal purposes, having imported 458 or 59.2%. Tanzania is, by far, the largest exporter of leopard trophies for personal purposes, having exported 303 or 39.1% (Annex 4, Table 23).

Regarding leopard trophy imports to the U.S., since 1982 there has been a dramatic increase in the number of leopard trophies imported, with numbers steadily rising throughout the 1990’s and peaking in 2009, when 657 trophies were imported according to data from CITES trade database (see **Figure 2** below). The number of leopard trophy imports has remained over 300 per year since 1999, indicating the continuing trend of the U.S. being a major importer of leopard hunting trophies in this decade.

Figure 2. U.S. imports of *Panthera pardus* trophies, Purpose H and P, 1980-2014



Source UNEP-WCMC CITES Trade database, search on March 22nd, 2016 for gross imports of *Panthera pardus* trophies, purpose P and H, all sources, between 1980 and 2014.

Leopard trophy hunting has increased exponentially over the past thirty years (Palazy et al. 2011). African leopards are highly sought after by trophy hunters (Braczkowski et al 2015b). Trophy hunting organizations, such as Safari Club International, offer awards to members who kill leopards, such as the Africa Big Five Grand Slam award, the Dangerous Game of Africa Grand Slam award, or the Cats of the World Grand Slam award (Shield Political Research et al. 2015). Trophy hunters routinely target the biggest and strongest males, but removing these animals from the breeding pool unnaturally selects for smaller and weaker animals (Allendorf and Hard 2009). Further, a new study demonstrates that when trophy hunting is sanctioned, poaching activity increases, likely due to the perception that species authorized for hunting are of diminished value and the perception that legal killing increases the acceptability of poaching (Chapron and Treves 2016).

Generally, trophy hunting poses a threat to carnivores because their populations are difficult to monitor and for some species, like the African leopard, infanticide is exacerbated by removing males (Packer et al. 2009). Simulation models predict population declines from moderate levels of trophy hunting of infanticidal species (Packer et al. 2009), such as leopards. Balme et al. (2010) demonstrated the impact of trophy hunting on infanticide in a population of leopards in South Africa; high trophy hunting offtake resulted in particularly high male leopard mortality and high levels of male turnover; females cannot successfully raise cubs because of immigration into the population of new males; the consequences were low cub survival rates, delayed age at first parturition, reduced conception rates, and low annual litter production; the combined impact of high mortality and low reproductive output led to a negative population growth rate.

Trophy hunting of leopards contributes to substantial declines in populations across southern African range states, and therefore puts the African leopard in danger of extinction. Indeed, the 2016 IUCN

assessment specifically notes that “concern about unsustainable trophy hunting has lately increased” and cites studies concretely demonstrating that “trophy hunting was a key driver of Leopard population decline” (Stein et al. 2016).

a. Biological factors render leopards sensitive to over-harvesting

High male leopard turnover causes high rates of infanticide which are already naturally high in leopard populations (Braczkowski et al. 2015b). This, in turn, can cause rapid population declines (Balme et al. 2009, Braczkowski et al. 2015a). A review of eighteen studies of leopards in southern Africa found that adult and subadult leopards outside of protected areas experienced significantly lower survival rates (55% on average) than those in protected areas (88% on average) (Swanepoel et al. 2015). In protected areas, adult males had a 94% survival rate, compared to 59% outside of protected areas; for adult females, 86% versus 57%; for subadult males, 80% vs 48%; and subadult females 93% vs 18% (Swanepoel et al. 2015). The main causes of mortality outside of protected areas were trophy hunting, problem animal control and poaching for leopard skins (Swanepoel et al. 2015). Even in protected areas, juveniles 12 months old and younger had a significantly lower survival rate (39%) than adults and 52% of mortalities were due to infanticide (Swanepoel et al. 2015). Swanepoel et al. (2015) stated that sustainability of leopard populations in southern Africa is of concern because mortality rates exceeding 30% for solitary carnivores, like leopards, could lead to population declines. Furthermore, the high female mortality rates outside of protected areas, where a large proportion of suitable leopard habitat exists, may have severe demographic effects (Swanepoel et al. 2015).

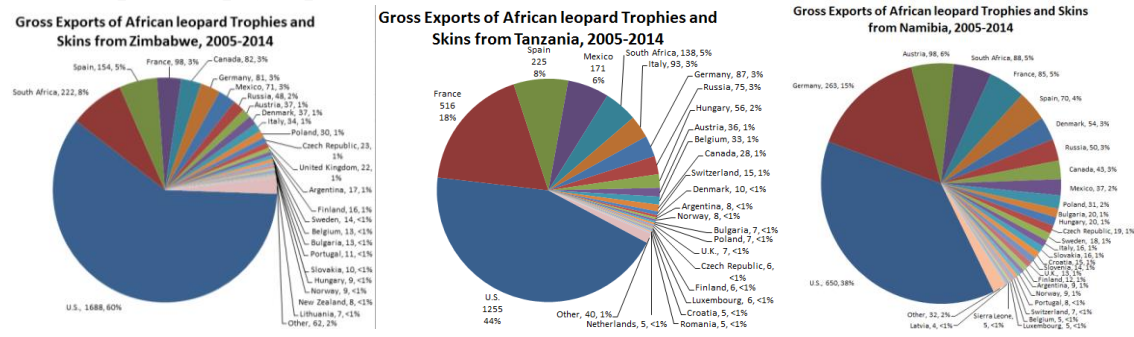
b. Lack of a scientific basis for export and hunting quotas

Leopard trophy hunting quotas have never been based on rigorous quantitative analysis in any African range country (Packer et al. 2010). Management of leopard hunting is hampered by lack of reliable population data and leopard hunting quotas are set arbitrarily and not based on science, which has led to population declines (Braczkowski et al. 2015b). Poorly managed trophy hunting is a significant cause of mortality in leopard populations (Braczkowski et al. 2015a).

While South Africa took action to protect leopards from export by trophy hunters in 2016, it is the only country with a CITES-established export quota that has issued a negative non-detriment finding assessment for the African leopard to date. Moreover, South Africa is not the main exporter of leopard trophies; Zimbabwe, Tanzania and Namibia are the top exporters. During 2005-2014, the U.S. imported 60% of gross leopard trophy exports from Zimbabwe, 44% of Tanzania’s exports, and 38% of Namibia’s exports (**Figure 3**).¹⁰ Therefore, the U.S. has an important role to play in ensuring that international trade is not detrimental to the survival of *Panthera pardus*, in accordance with CITES.

¹⁰ CITES, Trade Database., *available at* <http://trade.cites.org/> (gross export of leopard trophies for hunting trophy and personal purposes, and trophies for personal purpose).

Figure 3. Leopard trophy exports from Zimbabwe, Tanzania and Namibia, 2005-2014.



Given the fact that leopard trophy hunting quotas have never been based on rigorous quantitative analysis in any country (Packer et al. 2010), these and other leopard exporting countries cannot be said to be enhancing the survival of leopards through trophy hunting – indeed, in Tanzania (Packer et al. 2009), Mozambique (Jorge 2012) Zambia (Packer et al. 2010) and South Africa (Balme et al. 2009, Pitman et al. 2015), there are clear indications that leopard trophy hunting is unsustainable.

c. Female leopards are hunted

One of the most egregious practices associated with leopard trophy hunting – perhaps due to a relative lack in sexual dimorphism in the species – is the killing of female leopards. Killing of females is highly problematic as they are the key reproductive unit; also, killing of females with cubs means that those cubs will not reach adulthood. Trophy hunters may prefer male leopards because they are up to 60% larger than female leopards (Braczkowski et al. 2015b). Nonetheless, one study found that 87% of trophy hunters surveyed said they were willing to shoot females in order to get a trophy even though hunting females is illegal in most countries (Braczkowski et al. 2015b). For example, until this year, South Africa had no restrictions on leopard hunting by sex, age or size and was the only country allocated a CITES export quota that allows hunting of females; this is particularly concerning as a population viability analysis conducted for the South African leopard population demonstrated that the risk of extinction almost doubled when females were hunted (South Africa Department of Environmental Affairs 2015). Another study found that 28.6% of leopard trophies taken in the United Republic of Tanzania were females, even though only males could be legally hunted there and quotas are based on the assumption that only males are hunted (Spong et al. 2000). Since females most commonly die from starvation or due to old age or injuries, and when females are killed their cubs will die, offtake of females by trophy hunters is additive and more likely to adversely affect the population (Spong et al. 2000). Researchers have recommended that trophy hunting should be allowed only for males and that this should be strictly enforced (Braczkowski et al. 2015b). But even where such practice is prohibited, the prevalence of trophy hunting has led to illegal trophy hunting of females, such as in Mozambique (Jorge 2012).

d. Young males are removed from the population

Researchers have further recommended that trophy hunting should only be allowed for males over the age of seven as to allow them to reproduce successfully at least once and contribute their genes to the population (Braczkowski et al. 2015b). However, a study of photos on trophy hunting outfitters websites revealed a high frequency of animals killed between two and six years of age, who have territorial tenure and thus whose removal is likely to have cascading impacts (Braczkowski et al. 2015a). This is below the

recommended age minimum of seven years (Packer et al 2009), and it is likely that many younger animals or even females are killed each year (Braczkowski et al. 2015a). Jorge (2012) found that a high percentage of leopards killed for trophies in Niassa National Reserve, Mozambique, were under the recommended age of seven. Given that trophy hunters are highly motivated to obtain a kill, it is unreasonable to expect that an age limit will routinely be honored in the field.

e. Other factors making leopard hunting unsustainable

A study in Mozambique found that trophy hunting takes place in areas where leopard poaching also occurs and that the offtake from both combined were unsustainable and caused a decrease in leopard population density (Jorge 2012). Furthermore, in some areas of South Africa, especially in areas where leopard density is low, more leopards are killed by illegal retaliatory killing than by trophy hunting and offtake for this purpose should therefore be included in setting trophy hunting quotas (Swanepoel et al. 2015). Pitman et al. (2015) found that legal offtake for trophy hunting and legal offtake for problem animal control added together exceeded a sustainable level of offtake of the leopard population in Limpopo Province, South Africa, the most important habitat for leopard conservation in the country; although offtake for problem animal control exceed offtake for trophy hunting, the authorities do not take the former into account when issuing trophy hunting permits; in addition, illegal offtake is considered to be higher than these forms of legal offtake.

The use of dogs to hunt leopards in Zimbabwe, and a declining number of leopards killed by trophy hunters in Zimbabwe and Zambia (suggesting less availability in spite of insatiable demand), also raise concerns about management of trophy hunting (Packer et al. 2010). Hunting leopards with dogs masks continued population declines because the dogs increase the ability of the hunter to locate and kill leopards (Packer et al. 2009).

Therefore, leopard trophy hunting is a serious threat to the existence of the species in Africa, necessitating an uplisting to Endangered status of leopards in southern Africa (where the vast majority of leopard trophy hunting occurs). *See also* Declaration of Dr. Jane Goodall, ¶ 9-11 (“Given the precipitous decline of African leopards in recent decades, and because the threats to the continued existence of *Panthera pardus* and its habitat are significant, the United States must ensure that it is not contributing to the imperilment of this species and do all it can to promote the conservation of leopards in Africa. Trophy hunters sometimes defend this malicious slaughter by claiming that the money they pay for the pleasure of killing is what enables impoverished countries to pay for conservation of wildlife, but this argument has many flaws. The money paid to hunt a leopard or other trophy animal is often counted as profit by a hunting outfitter and does not usually end up in a conservation program. And as the founder of an organization that has worked for decades on community-based conservation in Africa, I can say confidently that putting a bounty on the heads of individual animals is counter-productive to promoting their protection.”); Declaration of Dereck Joubert, ¶ 12-20 (“In my expert opinion, trophy hunting is a dire threat to the continued survival of the African leopard.... the activity undermines conservation, fuels corruption at the local levels in particular and often higher up, and causes the loss of the healthiest animals in the populations, animals that are key for reproduction and social cohesion of those species.... Each leopard that is shot as a trophy cannot be considered in isolation but as just the tip of the iceberg in a trickle down effect of destruction to the family and society of leopards he influences....[L]eopards across their African range are in danger of extinction and the U.S. Fish and Wildlife Service should strictly

regulate the import of hunting trophies and other leopard parts in order to not continue to contribute to the decline of this endangered species.”).

3. Trade for Scientific Purposes

From 2005 through 2014, 4,813 leopard specimens (including bones, derivatives, hair, specimens and teeth), the equivalent of at least 12 leopards (bodies, live and skins), were traded internationally for scientific purposes (Annex 4, Table 24). In addition, several types of leopard specimens were traded for scientific purposes in units including weight, fluid volume and “flasks” (Annex 4, Table 24). Germany, U.K., U.S., and South Africa were major importers (Annex 4, Table 25) and Namibia and Russia were major exporters (Annex 4, Table 26) of leopard specimens for scientific purposes.

4. Trade for Other Purposes

From 2005 through 2014, leopards and their parts and products were traded internationally for other purposes including:

- 43 live leopards for “breeding in captivity”¹¹ (Annex 4, Table 26); South Africa (8), United Arab Emirates (7), Belgium (6), and Yemen (6) were the main exporters. The main importing countries were United Arab Emirates (16), Armenia (6), and Saudi Arabia (4) (Annex 4, Table 27).
- 712 leopards and their parts for “educational”¹² purposes (Annex 4, Table 27).
- 12 leopard parts for “law enforcement/judicial/forensic”¹³ purposes (Annex 4, Table 28).
- 29 specimens for “medical”¹⁴ purposes (Annex 4, Table 29).
- 14 live leopards for “reintroduction or introduction into the wild”¹⁵ purposes (Annex 4, Table 30).
- 9,920.5 leopards and their parts, totaling at least 997 leopards, plus 2,435 g and 28.4082 kg of leopards and their parts, for “personal”¹⁶ purposes including 773 trophies, 191 skins, 207 medicines, 26 bodies, 50 bones, and 8476 derivatives (Annex 4, Table 31). Export of trophies for personal purposes was discussed in Subsection 2) above. Most skins were exported by South Africa, Namibia and Zimbabwe; medicines were exported from China and Hong Kong; most derivatives were exported by China, Hong Kong, Cambodia, Malaysia, Singapore and Viet Nam; most bones were exported by China (Annex 4, Table 32). Most skins were imported by Austria, the U.S., and Australia; most medicines were imported by U.S. (and seized as noted earlier); most derivatives were imported to the U.S. (and seized as noted earlier) and New Zealand (Annex 4, Table 33).
- 168 leopards and their parts, totaling at least 129 leopards, for “circus and travelling exhibition” purposes including six bodies, 113 live, nine skins and one trophy; Russia (28) and Mexico (23) exported the largest number of live leopards for this purpose (Annex 4, Table 34).

¹¹ CITES Purpose Code B.

¹² CITES Purpose Code E.

¹³ CITES Purpose Code L.

¹⁴ CITES Purpose Code M.

¹⁵ CITES Purpose Code N.

¹⁶ CITES Purpose Code P.

- 181 live leopards and one trophy for “zoo” purposes; South Africa (18), France (15), Czech Republic (12) and Namibia (12) exported the largest numbers of live leopards for this purpose (Annex 4, Table 35).

5. International Trade from Sub-Saharan Africa Leopard Range States

This section provides details about the export of leopards and their parts and products by sub-Saharan Africa range States from 2005 through 2014 (including the 18 range states where leopards are listed as Threatened). The following sub-Saharan Africa leopard range States did not export leopards or their parts or products during this period:¹⁷ **Angola**, Burkina Faso, Benin, Chad, Gambia, Guinea, Guinea-Bissau, Niger, **Rwanda**, and Somalia. Between 2005 and 2014, 25 sub-Saharan African countries exported leopards and their parts and products; the top ten countries of export are in **Table 3** – notably, only two countries where leopards are listed as Endangered are on this list (Central African Republic (CAR) and Ethiopia). Thus, given the major role that the U.S. plays as an importer of leopard parts, it is clear that the Threatened listing is facilitating trade in leopards from southern Africa, without appropriate scrutiny.

Table 3. Top Ten Countries of Export of *Panthera pardus*, 2005-2014.

Country of Export	Individual Leopards Exported (bodies, live, skins, trophies)	% of Global Exports (rounded to nearest whole percent)
Zimbabwe	2,947	23
Tanzania	2,923	23
Namibia	1,785	14
South Africa	1,579	12
Zambia	866	7
Mozambique	770	6
Botswana	394	3
CAR	330	3
Ethiopia	24	<1
DRC and Swaziland (tied)	12	<1

a. Botswana

Botswana exported African leopards and their products equivalent to 394 individuals between 2005 and 2014, including bodies (1), live (4), skins (16), and trophies (373) (Annex 4, Table 36). This amount is equivalent to 3% of the global exports in leopards during this period (394 of 12,791). All of these skins and the vast majority of the trophies (334 of 373) were wild-sourced and exported for hunting trophy purposes, 5 of the hunting trophy purpose trophies were reported as having been seized by the U.S. upon import, one of which originated in Mozambique. More than half (191 of 373) of the trophies and 5 of the skins were exported to the U.S. One trophy was reported as having been exported to South Africa for trophy hunting purposes but the source was reported as ranched. The remainder of the hunting trophies (33) were reported as wild-sourced and exported for personal purposes. Botswana also exported 4 live

¹⁷ CITES Trade Database searched on 23 March 2016. As indicated in bold in the text, only two countries where leopards are listed as Threatened – Angola and Rwanda – did not export leopards or their parts from 2005-2014.

leopards that were reported as having been captive-bred to South Africa in 2010 for “circus and travelling exhibitions” purposes.

b. Cameroon

Cameroon exported one African leopard skin between 2005 and 2014, the equivalent of one individual (Annex 4, Table 37). This amount is equivalent to less than 1% of the global exports in leopards during this period. The skin was wild-sourced and exported to Germany for personal purposes.

c. Central African Republic

Central African Republic exported African leopards and their products equivalent to 330 individuals between 2005 and 2014, including skins (4), and trophies (326) (Annex 4, Table 38). This amount is equivalent to approximately 3% of the global exports in leopards during this period (330 of 12,791). All of these skins and the vast majority of the trophies (284 of 326) were wild-sourced and exported for hunting trophy purposes, with the remainder of the trophies (42) being wild-sourced but imported for personal purposes. 60% of the trophy exports (196) went to France, while two of the trophies were exported to the U.S.

d. Congo

Congo exported two African leopard skins between 2005 and 2014, the equivalent of two individuals (Annex 4, Table 39). This amount is equivalent to less than 1% of the global exports in leopards during this period. The skins were seized upon import to the U.K. and there was no purpose recorded.

e. Côte d’Ivoire

Côte d’Ivoire exported two African leopard skins between 2005 and 2014, the equivalent of two individuals (Annex 4, Table 40). This amount is equivalent to less than 1% of the global exports in leopards during this period. The skins were marked as being pre-convention and imported into France for personal purposes.

f. Democratic Republic of the Congo

The Democratic Republic of the Congo exported twelve leopard skins between 2005 and 2014, the equivalent of twelve individuals (Annex 4, Table 41). This amount is equivalent to less than 1% of the global exports in leopards during this period. Ten of the skins were reported as having been exported for personal purposes, with all except one of those wild-sourced. The remaining skin exported for personal purposes was seized upon import to the U.S. Another skin exported for commercial purposes to the U.S. was seized upon import to the U.S., while another skin was exported to an unknown country and no purpose or source was recorded.

g. Ethiopia

Ethiopia exported African leopards and their products equivalent to 24 individuals between 2005 and 2014, including skins (6), trophies (18), as well as skulls (4) (Annex 4, Table 42). This amount is equivalent to less than 1% of the global exports in leopards during this period. Five of the skins and 12 of the trophies were wild-sourced and exported for hunting trophy purposes, while another two trophies

were wild-sourced but one was exported for personal purposes and the other for commercial purposes. The remaining skin was seized upon import to Norway in 2014, and no purpose was recorded. The four remaining trophies were exported for personal purposes but were seized upon import into the United Arab Emirates (2) and Bahrain (2) in 2006. The four skulls were all wild-sourced and exported to Canada (3) and South Africa (1) for hunting trophy purposes.

h. Gabon

Gabon exported African leopards and their products equivalent to 10 individuals between 2005 and 2014, including live specimens (8) and skins (2) (Annex 4, Table 43). This amount is equivalent to less than 1% of the global exports in leopards during this period. The two skins were seized upon import to Hungary and had no purpose data, while the 8 live specimens were reported as having been captive-bred and imported into Tunisia for zoo purposes.

i. Ghana

Ghana exported one African leopard skin between 2005 and 2014, the equivalent of one individual (Annex 4, Table 44). This amount is equivalent to less than 1% of the global exports in leopards during this period. The skin was exported for personal purposes in 2005 but seized upon import to the U.S., with the origin of the specimen marked as unknown.

j. Kenya

Kenya exported African leopards and their products equivalent to 6 individuals between 2005 and 2014, including skins (4) and trophies (2) (Annex 4, Table 45). This amount is equivalent to less than 1% of the global exports in leopards during this period. The skins and trophies were all wild-sourced and exported for personal purposes, with one skin and two trophies exported to Australia, one skin exported to the U.K., and two skins exported to an unknown country.

k. Liberia

Liberia exported African leopards and their products equivalent to one individual between 2005 and 2014, as one skin (Annex 4, Table 46). This amount is equivalent to less than 1% of the global exports in leopards during this period.

l. Malawi

Malawi exported three African leopard skins between 2005 and 2014, the equivalent of three individuals (Annex 4, Table 47). This amount is equivalent to less than 1% of the global exports in leopards during this period. The skins were all wild-sourced and exported for personal purposes, with two skins exported to Sri Lanka, and one to the Netherlands.

m. Mali

Mali exported two live leopards and one skin between 2005 and 2014, the equivalent of three individuals (Annex 4, Table 48). This amount is equivalent to less than 1% of the global exports in leopards during this period.

n. Mozambique

Mozambique exported African leopards and their products equivalent to 770 individuals between 2005 and 2014, including bodies (1), skins (257), and trophies (512) (Annex 4, Table 49). This amount is equivalent to approximately 6% (770 of 12,791) of the global exports in leopards during this period. The one body as well as the vast majority of the skins (245) and trophies (461) were wild-sourced and exported for hunting trophy purposes. Major export destinations for trophies included the U.S. (133), South Africa (119), Spain (59), Portugal (43), and France (41). Major export destination countries for skins included the U.S. (105), South Africa (62), Spain (13), France (12), and Zimbabwe (11). Eight of the trophies exported for hunting trophy purposes were seized upon import into the U.S. between 2007 and 2012. Further, one skin with no purpose reported was seized upon import to Portugal. Six skins and 38 trophies, all wild-sourced, were exported for personal purposes, while two skins were marked as captive-bred and were exported for personal purposes. One skin and two trophies, all wild-sourced, were exported for commercial purposes; the skin was imported into the U.S. in 2013 and the trophies into South Africa and Zimbabwe.

o. Namibia

Namibia exported African leopards and their products equivalent to 1,785 individuals between 2005 and 2014, including bodies (25), live specimens (12), skins (83), and trophies (1,810) (Annex 4, Table 50). This amount is equivalent to approximately 14% of the global exports in leopards during this period (1,810 of 12,791). Major trophy export destination countries included the U.S. (645), Germany (259), Austria (92), France (84), South Africa (79), Spain (68), Russia (47), and Mexico (41). Twenty-three of the bodies, 58 of the skins, and 1,600 of the trophies exported were wild-sourced for hunting trophy purposes. One trophy exported for hunting trophy purposes to the U.S. was captive-bred, while another trophy exported for personal purposes to Germany was marked as pre-convention. Two of the bodies, 24 of the skins, and 94 of the trophies exported were wild-sourced for personal purposes. 645 (~39%) of the total number of trophies were exported to the U.S., 622 for hunting trophy purposes and wild-sourced and 23 that were seized upon import. In addition, one wild-sourced trophy was exported for commercial purposes to the U.S., while one skin exported for commercial purposes was seized upon import to the U.S. and another with no purpose recorded was seized upon import to the U.K. The 12 live specimens were wild-sourced leopards exported to Cuba for zoo purposes.

p. Nigeria

Nigeria exported 6 leopard skins between 2005 and 2014, the equivalent of six individuals (Annex 4, Table 51). This amount is equivalent to less than 1% of the global exports in leopards during this period. All of the skins exported were for personal purposes, and all of the exports were seized upon import to the U.S. (5) and Hungary (1).

q. Senegal

Senegal exported 18 specimens between 2005 and 2014 (Annex 4, Table 52).

r. Sierra Leone

Sierra Leone exported five derivatives between 2005 and 2014 (Annex 4, Table 53).

s. South Africa

South Africa exported African leopards and their products equivalent to 1,579 individuals between 2005 and 2014, including bodies (44), live specimens (56), skins (290), and trophies (1,189) (Annex 4, Table 54). This amount is equivalent to approximately 12% of the global exports in leopards during this period (1,579 of 12,791). Major trophy export destination countries included the U.S. (729), Spain (63), Mexico (53), Philippines (46), Russia (45), and France (35). Major skin export destination countries included the U.S. (163), Spain (29), and Canada (19). Major bodies export destination countries included Canada (11) and the U.S. (8), while major live specimen export destination countries included Egypt (12), Malawi (12), Gabon (10), and the United Arab Emirates (8). In total, the U.S. imported more than half (900) of the total African leopards and their products that are equivalent to individual animals exported from South Africa during the period examined.

South Africa exported 5 live leopards for breeding in captivity purposes that were captive-bred sourced during this period, as well as one live leopard, one skin and one trophy for educational purposes that were captive-bred. 17 wild-sourced leopards (8 trophies and 9 bodies) were exported from South Africa for educational purposes. For hunting trophy purposes, 1,532 leopards were exported (two captive-bred leopard trophies; two F1 (born in captivity F1 and subsequent) leopard trophies; 36 leopard trophies were seized upon import; two trophies marked as pre-convention specimens; one marked as having been sourced from a ranching operation; and of wild-source specimens, 30 bodies, 260 skins, and 1,199 trophies) from South Africa between 2005 and 2014. For purposes of reintroduction to the wild, 12 leopards were exported (4 live leopards sourced from a ranching operation and 8 live wild-sourced leopards) during the period examined. For personal purposes, 117 leopards were exported (2 captive-bred trophies, 19 pre-convention skins, 5 pre-convention trophies, 6 wild-source bodies, 15 wild-sourced skins, and 80 wild-sourced trophies) from South Africa during the period examined. For commercial purposes, 7 live leopards were exported for commercial purposes. For zoo purposes, 30 leopards were exported (22 captive-bred live leopards, one captive-bred trophy, 5 live leopards sourced from a ranching operation, and two live wild-sourced leopards) from South Africa during the period examined.

t. Sudan

Sudan exported African leopards and their products equivalent to 8 individuals between 2005 and 2014, including live specimens (7) and skins (1) (Annex 4, Table 55). This amount is equivalent to less than 1% of the global exports in leopards during this period. Six of the live leopards exported were wild-sourced and exported for zoo purposes (4 were exported to Syria and 2 to South Africa), and the remaining live specimen was wild-sourced and exported for personal purposes (to Saudi Arabia). The one skin exported was wild-sourced and exported for personal purposes.

u. Swaziland

Swaziland exported African leopards and their products equivalent to 12 individuals between 2005 and 2014, including live specimens (1) and skins (11) (Annex 4, Table 56). This amount is equivalent to less than 1% of the global exports in leopards during this period.

v. Togo

Togo exported one leopard skin that was seized upon import to Spain, with no purpose recorded, during the period examined, the equivalent of one individual (Annex 4, Table 57). This amount is equivalent to less than 1% of the global exports in leopards during this period.

w. The United Republic of Tanzania

The United Republic of Tanzania exported African leopards and their products equivalent to 2,923 individuals between 2005 and 2014, including bodies (5), live specimens (1), skins (462), and trophies (2,455) (Annex 4, Table 58). This amount is equivalent to approximately 23% of the global exports in leopards during this period (2,923 of 12,791). The leopard bodies were exported to Denmark (3), the U.K. (1) and Russia (1), while the one live specimen was exported to Nicaragua. Major skin export destination countries included the U.S. (152), France (79), South Africa (55), Spain (37), and Canada (27). Major trophy export destination countries included the U.S. (1,118), France (439), Spain (189), Mexico (181), South Africa (96), Italy (79), and Germany (73). In total, the U.S. imported approximately 43% (1,270) of the total African leopards and their products that are equivalent to individual animals exported from the United Republic of Tanzania during the period examined. Exports to France (518) comprised 17% of the total.

The United Republic of Tanzania exported one wild-sourced leopard skin for educational purposes during this period. For hunting trophy purposes, 2,609 leopards were exported (two captive-bred leopard trophies; 43 leopard trophies were seized upon import; 3 trophies marked as pre-convention specimens; and of wild-source specimens, 5 bodies, 447 skins, and 2,109 trophies) from the United Republic of Tanzania between 2005 and 2014. For personal purposes, 309 leopards were exported (6 wild-source skins and 303 wild-sourced trophies) from the United Republic of Tanzania during the period examined. For commercial purposes, 7 leopards were exported (4 skins and 3 leopard trophies) during the period examined.

x. Zambia

Zambia exported African leopards and their products equivalent to 866 individuals between 2005 and 2014, including bodies (1), skins (52), and trophies (813) (Annex 4, Table 59). This amount is equivalent to approximately 7% of the global exports in leopards during this period (866 of 12,791). The leopard body was exported to Denmark (1). Major skin export destination countries included South Africa (18), Canada (12), and the U.K. (9). Major trophy export destination countries included the U.S. (466), South Africa (55), Mexico (40), Spain (38), and France (25). In total, the U.S. imported approximately 54% (468) of the total African leopards and their products that are equivalent to individual animals exported from Zambia during the period examined. Exports to South Africa (73) comprised 8% of the total. For hunting trophy purposes, 823 leopards were exported (18 leopard trophies were seized upon import; of wild-source specimens, 1 body, 45 skins, and 777 trophies) from Zambia between 2005 and 2014. For personal purposes, 36 leopards were exported (11 wild-source skins and 25 wild-sourced trophies) from Zambia during the period examined.

y. Zimbabwe

Zimbabwe exported African leopards and their products equivalent to 2,947 individuals between 2005 and 2014, including bodies (12), live specimens (3), skins (490), and trophies (2,442) (Annex 4, Table 60). This amount is equivalent to approximately 23% of the global exports in leopards during this period (2,947 of 12,791). The leopard bodies were exported to Canada (6), South Korea (3), Hong Kong (1) and Sweden (1), while the three live leopards were exported to South Africa. Major skin export destination countries included the U.S. (256), South Africa (52) and Canada (43). Major trophy export destination countries included the U.S. (1,489), South Africa (170), Spain (138), France (86), Mexico (71) and Germany (67). In total, approximately 60% (1,745) of the total African leopards and their products that are equivalent to individual animals from Zimbabwe during the period examined were exported to the U.S. Exports to South Africa (225) comprised 8% of the total, while exports to Spain (138) comprised approximately 5% of the total.

Zimbabwe exported 5 leopard products equivalent to individual leopards for educational purposes (one wild-sourced leopard skin and 4 wild-sourced trophies) during this period. For hunting trophy purposes, a total of 2,840 leopards were exported (one captive-bred leopard trophy; two F1 (born in captivity F1 and subsequent) leopard trophies; 40 leopard trophies were seized upon import; 2 trophies marked as pre-convention specimens; and 2,795 wild-source specimens (8 bodies, 457 skins, and 2,330 trophies) from Zimbabwe between 2005 and 2014. For personal purposes, 111 leopards were exported (one body, 16 skins and 6 trophies were seized upon import from Zimbabwe; 4 pre-convention skins; 19 wild-source skins and 65 wild-sourced trophies) from Zimbabwe during the period examined. For circus and travelling exhibition purposes, 3 wild-sourced leopard bodies were exported, and for commercial purposes, a total of 8 leopards were exported (7 captive-source live specimens and one wild-source skin) during the period examined.

6. Countries of Import of African Leopards and Their Parts

The U.S., France, South Africa, Spain, Germany, Mexico, Russia, Canada, Austria, and Italy were the top ten importers of leopards and their products from 2005-2014, with the U.S. accounting for nearly half of all leopard imports (see **Table 4**). This underscores the major role the U.S. plays in the international trade in leopards, and the importance of ensuring that U.S. law stringently regulates leopard imports to ensure that such imports only occur if the import enhances the survival of the species.

Table 4. Top Ten Countries of Import of African Leopards and their Products, 2005-2014, all sources, all purposes.

Country of Import	Individual Leopards Exported (bodies, live, skins, trophies)	% of Global Exports (rounded to nearest whole percent)
United States	5,575	44%
France	1,072	8%
South Africa	878	7%
Spain	709	6%
Germany	539	4%
Mexico	510	4%
Russia	386	3%
Canada	318	3%
Austria	230	2%
Italy	192	2%

The following examines gross import data from the top ten leopard importer countries.

a. Austria

Austria imported African leopards and their products equivalent to 230 individuals between 2005 and 2014, including bodies (1), skins (56), and trophies (173) (Annex 4, Table 61). This amount is equivalent to approximately 2% of the global imports in leopards during this period. Most leopards imported into Austria were exported from Namibia (120 total: 93 trophies, 27 skins and one body, 52% of total imports), with Zimbabwe (44 total: 29 trophies and 15 skins, 20% of total imports), the United Republic of Tanzania (40 total: 12 skins and 28 trophies, 17% of total imports) and Zambia (11 trophies, 5% of total imports) also playing major roles in exports. For hunting trophy purposes, a total of 164 leopards were imported, all wild-source specimens (one body, 21 skins, and 142 trophies) into Austria between 2005 and 2014. For personal purposes, 65 leopards were imported (one pre-convention skin; 33 wild-source skins and 31 wild-sourced trophies) into Austria during the period examined. For circus and travelling exhibition purposes, one pre-convention skin was imported during the period examined.

b. Canada

Canada imported African leopards and their products equivalent to 318 individuals between 2005 and 2014, including bodies (33), live specimens (10), skins (134), and trophies (141) (Annex 4, Table 62). This amount is equivalent to approximately 2% of the global imports in leopards during this period. Most leopards imported into Canada were exported from Zimbabwe (97 total: 48 trophies, 43 skins and 6 bodies, 30% of total imports), with South Africa (53 total: 21 trophies, 19 skins, two live specimens and 11 bodies, 17% of total imports), Namibia (44 total: 25 trophies and 19 skins, 14% of total imports), the United Republic of Tanzania (36 total: 9 trophies and 27 skins, 11% of total imports), Zambia (36 total: 23 trophies and 12 skins, 11% of total imports), and the U.S. (25 total: 9 trophies, 3 skins, 6 live specimens and 7 bodies, 8% of total imports) also playing major roles in exports. For educational purposes, 3 leopards were imported (two wild-sourced leopard bodies and one wild-sourced leopard skin) into Canada between 2005 and 2014. For hunting trophy purposes, a total of 279 leopards were imported (two captive-bred leopard trophies; two F1 (born in captivity F1 and subsequent) leopard trophies; and

275 wild-source specimens (27 bodies, 119 skins, and 129 trophies) imported into Canada during this period. For personal purposes, 22 leopards were imported (one trophy was seized upon import; 6 pre-convention skins; 3 wild-source skins and 6 wild-sourced trophies) into Canada during the period examined. For commercial purposes, a total of 3 leopards were imported (one pre-convention body and two wild-source skins) during the period examined. For zoological purposes, 10 live leopards were imported into Canada between 2005 and 2014.

c. France

France imported African leopards and their products equivalent to 1,072 individuals between 2005 and 2014, including bodies (3), live specimens (13), skins (124), and trophies (932) (Annex 4, Table 63). This amount is equivalent to approximately 8% of the global imports in leopards during this period. Most leopards imported into France were exported from the United Republic of Tanzania (518 total: 439 trophies and 79 skins, 48% of total imports) and Central African Republic (198 total: 196 trophies and two skins, 18% of total imports), with Zimbabwe (98 total: 86 trophies and 12 skins, 9% of total imports), Namibia (86 total: 84 trophies and two skins, 8% of total imports), Mozambique (54 total: 41 trophies and 12 skins, 5% of total imports) and South Africa (45 total: 35 trophies, 8 skins, and two bodies, 4% of total imports) also playing major roles in exports to France. For hunting trophy purposes, a total of 584 leopards were imported into France during this period, all of which were wild-sourced (one body, 110 skins, and 473 trophies). For personal purposes, 475 leopards were imported (two pre-convention bodies, 9 wild-sourced skins and 459 wild-sourced trophies) into France during the period examined. For circus and travelling exhibition purposes, 4 wild-sourced leopard bodies were imported, and for zoological purposes, a total of 7 live leopards were imported into France during the period examined.

d. Germany

Germany imported African leopards and their products equivalent to 539 individuals between 2005 and 2014, including bodies (3), live specimens (10), skins (63), and trophies (463) (Annex 4, Table 64). This amount is equivalent to approximately 4% of the global imports in leopards during this period. Most leopards imported into Germany were exported from Namibia (266 total: 259 trophies, 5 skins and two bodies, 49% of total imports), with the United Republic of Tanzania (87 total: 73 trophies and 14 skins, 16% of total imports), Zimbabwe (81 total: 67 trophies and 14 skins, 15% of total imports), and South Africa (33 total: 25 trophies, 8 skins, 6% of total imports) also playing major roles in exports. For captive breeding purposes, Germany imported two live captive-bred leopards between 2005 and 2014. For hunting trophy purposes, a total of 486 leopards were imported, all wild-source specimens (one body, 42 skins, and 443 trophies). For personal purposes, 26 leopards were imported (one pre-convention body, two pre-convention skins and one pre-convention trophy, one wild-source body, 3 wild-source skins and 18 wild-sourced trophies) into Germany during the period examined. For circus and travelling exhibition purposes, one live captive-bred leopard and one pre-convention trophy was imported during the period examined. For commercial purposes, a total of 16 leopards were imported (one pre-convention skin, 8 skins of unknown source and 8 wild-source skins) during the period examined.

e. Italy

Italy imported African leopards and their products equivalent to 192 individuals between 2005 and 2014, including a body (1), a live specimen (1), skins (21), and trophies (169) (Annex 4, Table 65). This amount

is equivalent to approximately 2% of the global imports in leopards during this period. Most leopards imported into Italy were exported from the United Republic of Tanzania (93 total: 79 trophies and 14 skins, 48% of total imports), with Zimbabwe (38 total: 34 trophies and 4 skins, 20% of total imports), South Africa (22 total: 21 trophies, one skin, 11% of total imports) and Namibia (17 total: 16 trophies, one body, 9% of total imports) also playing major roles in exports. For hunting trophy purposes, a total of 186 leopards were imported (one ranched leopard trophy and 185 wild-source specimens: one body, 19 skins, and 165 trophies) into Italy during this period. For personal purposes, 4 leopards were imported (one pre-convention skins and 3 wild-source trophies) into Italy during the period examined. For circus and travelling exhibition purposes, one wild-sourced leopard skin was imported, and for zoological purposes, one live, captive-bred leopard was imported during the period examined.

f. Mexico

Mexico imported African leopards and their products equivalent to 510 individuals between 2005 and 2014, including a body (1), live specimens (8), skins (20), and trophies (481) (Annex 4, Table 66). This amount is equivalent to approximately 4% of the global imports in leopards during this period. Most leopards imported into Mexico were exported from the United Republic of Tanzania (186 total: 181 trophies and 5 skins, 36% of total imports), with Zimbabwe (76 total: 71 trophies and 5 skins, 15% of total imports), South Africa (60 total: 53 trophies, 6 skins and one body, 12% of total imports), Namibia (41 trophies, 8% of total imports), and the U.S. (34 total: 31 trophies and 3 live specimens, 7% of total imports) also playing major roles in exports. For hunting trophy purposes, a total of 487 leopards were imported (two captive-bred leopard trophies; two F1 (born in captivity F1 and subsequent) leopard trophies; two leopard trophies were seized upon import; 6 trophies marked as pre-convention specimens; and 475 wild-source specimens (one body, 19 skins, and 455 trophies) into Mexico between 2005 and 2014. For personal purposes, 5 wild-source leopard trophies were imported into Mexico during the period examined. For circus and travelling exhibition purposes, 3 live, captive-bred leopards were imported; while for commercial purposes, 3 wild-source leopard trophies were imported during the period examined. For zoological purposes, 5 live, captive-bred leopards were imported between 2005 and 2014.

g. Russia

Russia imported African leopards and their products equivalent to 386 individuals between 2005 and 2014, including bodies (9), live specimens (41), skins (36), and trophies (300) (Annex 4, Table 67). This amount is equivalent to approximately 3% of the global imports in leopards during this period. Most leopards imported into Russia were exported from the United Republic of Tanzania (73 total: 58 trophies and 17 skins, 19% of total imports), with Namibia (53 total: 47 trophies, 3 skins and 3 bodies, 14% of total imports), South Africa (50 total: 45 trophies and 5 skins, 13% of total imports), Zimbabwe (48 total: 42 trophies, 6 skins, 12% of total imports), and France (45 total: 35 trophies, 9 live specimens, and one body, 12% of total imports) also playing major roles in exports. For captive breeding purposes, a total of two leopards were imported (two live, captive-bred leopards) into Russia between 2005 and 2014. For hunting trophy purposes, a total of 303 leopards were imported, all wild-source (8 bodies, two live leopards, 30 skins, and 263 trophies) into Russia during this period. For purposes of reintroduction to the wild, 4 live, wild-source leopards were imported in Russia between 2004 and 2015. For personal purposes, 38 leopards were imported (one body and 37 trophies), while for circus and travelling exhibition purposes, 4 live, wild-source leopards and 4 live leopards whose source was unknown were

imported into Russia during this period. For commercial purposes, 4 pre-convention skins were imported, and for zoological purposes, one live, F1 leopard was imported in Russia during the period examined.

h. South Africa

South Africa imported African leopards and their products equivalent to 878 individuals between 2005 and 2014, including live specimens (36), skins (229), and trophies (613) (Annex 4, Table 68). This amount is equivalent to approximately 7% of the global imports in leopards during this period. Most leopards imported into South Africa were exported from Zimbabwe (225 total: 170 trophies, 52 skins, 3 live specimens, 26% of total imports) and Mozambique (181 total: 119 trophies and 62 skins, 21% of total imports), and the United Republic of Tanzania (151 total: 96 trophies and 55 skins, 17% of total imports), with Namibia (89 total: 78 trophies and 11 skins, 10% of total imports), Botswana (82 total: 73 trophies, 5 skins, and 4 live specimens, 9% of total imports), and Zambia (73 total: 55 trophies and 18 skins, 8% of total imports) also playing major roles in exports. For captive breeding purposes, a total of 8 live leopards were imports (5 captive-bred, two F1, and one wild-source). For educational purposes, 3 live, captive-bred leopards were imported into South Africa between 2005 and 2014. For hunting trophy purposes, a total of 798 leopards were imported (one captive-bred leopard trophy; two F1 (born in captivity F1 and subsequent) leopard trophies; one ranched leopard trophy; and 794 wild-source specimens (207 skins and 587 trophies) imported (one wild-sourced leopard skin and 4 wild-sourced trophies)) into South Africa during this period. For law enforcement purposes, two wild-source skins were imported into South Africa between 2005 and 2014. For personal purposes, 40 leopards were imported (7 captive-bred skins, 3 pre-convention skins; 10 wild-source skins and 20 wild-sourced trophies) into South Africa during the period examined. For circus and travelling exhibition purposes, 4 live, wild-sourced leopards were imported, and for commercial purposes, a total of 12 leopards were imported (8 captive-source live specimens, two live specimens, and two wild-source trophies during the period examined. For zoological purposes, 9 live, captive-bred leopards and two wild-source leopards were imported.

i. Spain

Spain imported African leopards and their products equivalent to 709 individuals between 2005 and 2014, including bodies (3), live specimens (3), skins (101), and trophies (602) (Annex 4, Table 69). This amount is equivalent to approximately 6% of the global imports in leopards during this period. Most leopards imported into Spain were exported from the United Republic of Tanzania (226 total: 189 trophies, 37 skins, 32% of total imports) and Zimbabwe (154 total: 138 trophies and 16 skins, 22% of total imports), with South Africa (92 total: 63 trophies and 29 skins, 13% of total imports), Mozambique (77 total: 64 trophies and 13 skins, 11% of total imports), Namibia (70 total: 68 trophies and two skins, 10% of total imports), Zambia (40 total: 38 trophies and two skins, 6% of total imports) and Botswana (39 total: 38 trophies and one skin, 6% of total imports) also playing major roles in exports. For hunting trophy purposes, a total of 690 leopards were imported, all wild-sourced (3 bodies, 99 skins, and 588 trophies) imported (one wild-sourced leopard skin and 4 wild-sourced trophies) into Spain during this period. For personal purposes, 15 wild-source leopard trophies were imported while for circus and travelling exhibition purposes, two captive-bred live leopards were imported between 2005 and 2014. For commercial purposes, a total of two leopards were imported (one captive-source live specimen and one wild-source skin) during the period examined.

j. United States of America

The U.S. imported African leopards and their products equivalent to 5,575 individuals between 2005 and 2014, including bodies (14), live specimens (26), skins (741), and trophies (4,794) (Annex 4, Table 70). This amount is equivalent to approximately 44% of the global imports in leopards during this period. Most leopards imported into the U.S. were exported from Zimbabwe (1,745 total: 1,489 trophies and 256 skins, 31% of total imports) and the United Republic of Tanzania (1,270 total: 1,118 trophies and 152 skins, 23% of total imports), with South Africa (900 total: 729 trophies, 163 skins and 8 bodies, 16% of total imports), Namibia (654 total: 646 trophies, 5 skins, 3 bodies, 12% of total imports), Zambia (468 total: 466 trophies and two skins, 8% of total imports) Mozambique (238 total: 133 trophies and 105 skins, 4% of total imports) and Botswana (196 total: 191 trophies and 5 skins, 4% of total imports) also playing major roles in exports. For educational purposes, two wild-source leopard trophies were imported into the U.S. between 2005 and 2014. For hunting trophy purposes, a total of 5,447 leopards were imported (two captive-bred leopard trophies; 175 leopard trophies were seized upon import; one ranched leopard skin and 5,269 wild-source specimens (12 bodies, 683 skins, and 4,573 trophies) into the U.S. during this period. For law enforcement purposes, 3 wild-source skins were imported into the U.S. between 2005 and 2014. For personal purposes, 67 leopards were imported (one trophy was seized upon import, while 15 pre-convention skins, one pre-convention trophy, two skins of unknown origin, two wild-source bodies, 11 wild-source skins, and 35 wild-sourced trophies) into the U.S. during the period examined. For circus and travelling exhibition purposes, 7 live captive-bred leopards, 3 pre-convention skins, and one wild-sourced leopard skin were imported between 2005 and 2014. For scientific purposes, 7 skins of unknown origin were imported, while for commercial purposes, a total of 19 leopards were imported (5 skins were seized upon import, while 6 pre-convention skins, one skin and one trophy of unknown origin, 3 wild-source skins and 3 wild-source trophies were imported between 2005 and 2014. For zoological purposes, two live F1 leopards were imported during the period examined.

Therefore, as demonstrated in this section, the African leopard is Endangered by overutilization for recreational and commercial purposes, and the U.S. plays a major role in this unsustainable international trade.

C. Disease or Predation

Wild leopards have been found to have at least nine infectious agents including viruses (rabies, feline leukemia, feline immunodeficiency), bacteria (*Anthrax*), and protozoa (*Toxoplasma*, *Sarcocystis*, *Hepatozoon*, *Giardia*, *Isospora*) (Murray et al. 1999). While there is evidence of a negative conservation impact of disease on wild populations of other large carnivores (i.e. *Canis lupis*, *Lycaon pictus*, *Canis latrans*, *Panthera leo*), there is no such evidence with respect to leopards (Murray et al. 1999).

The leopard is an apex predator in Africa and is not typically preyed upon by animals other than humans. Lions do kill and eat leopards (Palomares and Caro 1999) but leopards are not among the typical prey of lions and such killing is not known to have a conservation impact on leopard populations.

The most significant non-human predator of leopards is leopards themselves. In a study of leopards in a reserve in South Africa, Balme and Hunter (2013) found high rates of infanticide by adult males which

accounted for almost half of cub mortality and caused the death of nearly a third of all leopard offspring; most of these adult males were immigrants; cubs are vulnerable to infanticide until at least 15 months of age; sometimes females defending their cubs were killed; males frequently consumed the cubs they killed; females also sometimes ate their dead cubs; females never killed cubs. Balme and Hunter (2013) consider infanticide in leopards to be primarily motivated by sexual selection: as females whose cubs were killed came into heat sooner, infanticide allows males to improve their fitness by accelerating their opportunity to father offspring. Despite such high levels of infanticide in the population studied by Balme and Hunter (2013), the population remained stable over the period studied; the authors warn against activities that would artificially elevate male turnover – such as trophy hunting – as this may increase infanticide levels.

D. Inadequacy of Existing Regulatory Mechanisms

1. U.S. Endangered Species Act and CITES

Statutory Background of the ESA

The U.S. has long recognized the need to protect wildlife, and, toward this end, has enacted multiple laws to prohibit human actions that contribute to species extinction. With the promulgation of the Lacey Act in 1900 (16 U.S.C. §§ 3371 *et seq.*), it became a federal offense to engage in commerce of protected species. In 1940, the U.S. signed the Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere “to protect and preserve [species] in their natural habitat...in sufficient numbers and over areas extensive enough to assure them from becoming extinct through any agency within man’s control.” 56 Stat. 1534, T.S. No. 981, U.N.T.S. No. 193. These laws recognized that extinction knows no political boundaries, and that both national action and international cooperation are essential to effectively protect endangered species.

In 1966, Congress enacted the Endangered Species Preservation Act (Public Law No. 89-669), which created “a program in the United States of conserving, protecting, restoring, and propagating selected species of native fish and wildlife that are threatened with extinction.” Because this statute extended protection only to native species, Congress found that it did not adequately protect foreign species that suffered from overexploitation, often because of the demands of the American marketplace. Therefore, in 1969, Congress enacted the Endangered Species Conservation Act (Public Law No. 91-135), which authorized the Secretary of the Interior to promulgate a list of species, native or non-native, that were “threatened with worldwide extinction.” This Act also called for an “international ministerial meeting” to create a “binding international convention on the conservation of endangered species,” ultimately leading to the passage of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (27 U.S.T. 1087, “CITES”). Thus, five decades ago the U.S. led the way to ensure that all countries act to save species from both local and global threats.

Recognizing that prior laws did not sufficiently protect endangered species, in 1973 Congress passed the Endangered Species Act. The purpose of the ESA is “to provide a means whereby the ecosystems upon which endangered species and threatened species depend may be conserved, to provide a program for the conservation of such endangered species and threatened species, and to take such steps as may be appropriate to achieve the purposes of the treaties and conventions” to which the United States is committed. 16 U.S.C. § 1531(b). “It is further declared to be the policy of Congress that all Federal

departments and agencies shall seek to conserve endangered species and threatened species and shall utilize their authorities in furtherance of the purposes of this Act.” *Id.* § 1531(c). Thus, as the Supreme Court has declared, the goal of the ESA is to “reverse the trend toward extinction, whatever the cost.” *TVA v. Hill*, 437 U.S. 153, 184 (1978).

The ESA defines the term “conserve” to mean “to use all methods and procedures which are necessary to bring any endangered species or threatened species to the point at which the measures provided pursuant to [the ESA] are no longer necessary.” *Id.* § 1532(3). Such measures may even include a “regulated taking” of the species, but only in the “extraordinary case where population pressures within a given ecosystem cannot be otherwise relieved.” *Id.*

Pursuant to Section 4 of the Act, the Service must “list” species as either “Endangered” or “Threatened,” depending on the extent of the threats to their existence. *Id.* § 1533. The term “species” includes “any subspecies of fish or wildlife or plants, and any distinct population segment of any species of vertebrate fish or wildlife which interbreeds when mature.” *Id.* § 1532(16). The Service adopted a policy 20 years ago that defines the term “distinct population segment,” under which the agency must conclude that a particular population of a species is both “distinct” and “significant” before it can be determined to be a separate listable entity. 61 Fed. Reg. 4722 (Feb. 7, 1996).

An “Endangered” species is one that the Service has determined is already “in danger of extinction throughout all or a significant portion of its range.” 16 U.S.C. § 1532(6). A “Threatened” species is one that “is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.” *Id.* § 1532(20). The Act requires the Service to list a species as either “Endangered” or “Threatened” based on the following five factors: (1) the present or threatened destruction, modification, or curtailment of its habitat or range; (2) overutilization for commercial, recreational, scientific, or educational purposes; (3) disease or predation; (4) the inadequacy of existing regulatory mechanisms; and (5) “other natural or manmade factors affecting its continued existence.” *Id.* § 1533(a)(1)(A-E). The Service is required to list a species if any one of these criteria is present. *Southwest Center for Biological Diversity v. Babbitt*, 215 F.3d 58, 60 (D.C. Cir. 2000).

The Service is required to base listing decisions “solely” on the “best available scientific and commercial data available.” 16 U.S.C. § 1533(b)(1)(A). In imposing this requirement, Congress expressly intended to “ensure that decisions . . . pertaining to listing . . . are based solely upon biological criteria and to prevent nonbiological considerations from affecting such decisions.” H.R. Conf. Rep. No. 835, 97th Cong. 2d Sess. 19-20 (1982). Thus, Congress made it clear that “economic considerations have no relevance to determinations regarding the status of species.” *Id.*; see also S. Rep. No. 418, 97th Cong., 2d Sess. 12 (1982) (“This amendment would preclude the Secretary from considering economic or other non-biological factors in determining whether a species should be listed...Only in this way will the endangered and threatened species lists accurately reflect those species that are or are likely to be in danger of extinction”). Therefore, as the Supreme Court observed in *TVA v. Hill* “the language, history, and structure of the [ESA]...indicates beyond doubt that Congress intended endangered species to be afforded the highest priorities.” 437 U.S. at 174. Moreover, in keeping with the overall purposes of the statute, even where the best available scientific evidence leaves some doubt as to the status of a species, the Service is required to “give the benefit of the doubt” to the species. *Conner v. Burford*, 848 F.2d 1441,

1454 (9th Cir. 1988); *see also San Luis & Delta-Mendoza Water Auth.*, 2000 U.S. Dist. LEXIS 1779 at *9 (E.D. Cal. 2000)).

Once a species is listed, it is entitled to various protections under the agency's implementing regulations, depending on whether it is listed as Endangered or Threatened. Per Section 9 of the statute, it is unlawful to "import any [Endangered] species into, or export any such species from the United States;" to "deliver, receive, carry, transport, or ship in interstate or foreign commerce . . . in the course of a commercial activity, any such species;" and to "sell or offer for sale in interstate or foreign commerce any such species." 16 U.S.C. § 1538(a)(1). It is also unlawful to "take" a member of an Endangered species within the United States or on the high seas, *id.* § 1538(a)(1)(B)-(C) – a term that includes "harass, harm, pursue, hunt, shoot, wound, kill, capture, or collect." *Id.* § 1532(19).

Section 10 of the ESA provides the FWS authority to issue permits for otherwise unlawful activities "for scientific purposes or to enhance the propagation or survival of the affected species..." 16 U.S.C. § 1539(a)(1)(A). The statute further provides that the FWS "shall publish notice in the Federal Register of each application for an exemption or permit," that each such notice "shall invite the submission from interested parties...of written data, views, or arguments with respect to the application," and that "[i]nformation received by the [FWS] as a part of any application shall be available to the public as a matter of public record at every stage of the proceeding." *Id.* § 1539(c). FWS may only grant a permit if it finds "and publishes in the Federal Register" that the permit (1) "was applied for in good faith," (2) if granted and exercised "will not operate to the disadvantage of such endangered species," and (3) will be "consistent with the purposes and policy" of the ESA – *i.e.*, to "conserve" Endangered and Threatened species. *Id.* § 1539(d). These procedures are mandatory. *See Gerber v. Norton*, 293 F.3d 173, 179-82 (D.C. Cir. 2002).

Whenever a species is listed as Threatened, FWS "shall issue such regulations as [it] deems necessary and advisable to provide for the conservation of such species." 16 U.S.C. § 1533(d). FWS has issued a regulation providing that all of the prohibitions that apply to Endangered species also apply to Threatened species, unless the agency (a) otherwise permits those activities pursuant to its general regulations governing permits for Threatened species, 50 C.F.R. § 17.32, or (b) has issued a special rule that governs a particular Threatened species. 50 C.F.R. § 17.31. However, pursuant to the plain language of the ESA, any such special rule must also "provide for the conservation" of the species – *i.e.*, positively benefit its recovery in the wild. 16 U.S.C. § 1533(d); *Sierra Club v. Clark*, 577 F. Supp. 783 (D. Minn. 1984), *aff'd*, 755 F.2d 608 (8th Cir. 1985); *Fund for Animals v. Turner*, 1991 WL 206232 (D.D.C. 1991)).

The ESA also requires FWS to "encourage...foreign countries to provide for the conservation" of listed species and implements the United States' international obligations with regard to worldwide Endangered and Threatened species. 16 U.S.C. § 1537. For example, CITES was drafted by representatives of countries participating in the International Union for the Conservation of Nature – including the United States – to ensure that international trade in specimens of wild animals and plants does not threaten their survival. CITES was first implemented on July 1, 1975, and today there are over 180 countries that are party to the agreement.

CITES classifies species in Appendices with varying levels of protection – those included on Appendix I are "species threatened with extinction." International commercial trade in these species is prohibited unless the Scientific Authority for the state of export has advised that the export will "not be detrimental

to the survival of the species,” and the Management Authority for that country is satisfied that (a) the wildlife “was not obtained in contravention of the laws of the State for the protection of fauna and flora;” (b) “any living specimen will be so prepared and shipped as to minimize the risk of injury, damage to health or cruel treatment;” and (c) an “import permit has been granted” for the wildlife. *See* CITES Article III. An import permit may only be granted when the Scientific Authority for the state of import has advised that the import of the wildlife “will be for purposes which are not detrimental to the survival of the species,” and that the “recipient of a living specimen is suitably equipped to house and care” for the wildlife, and the Management Authority for the state of import is satisfied that the specimen is “not to be used for primarily commercial purposes.” *Id.*

***FWS’ 1982 Listing of African Leopards under the ESA
Did Not Comport with the Best Available Science***

In 1968 and 1969 alone, over 17,000 leopard hides were imported into the United States to supply a burgeoning and unsustainable leopard fur trade. 45 Fed. Reg. 19007 (March 24, 1980). In 1970, FWS listed three subspecies of leopard under the Endangered Species Conservation Act, requiring a permit for import of specimens of: the Sinai leopard (*Panthera pardus jarvisi*) (found in Sinai and Saudi Arabia), the Barbary leopard (*P. p. panthera*) (found in Morocco, Algeria, and Tunisia), and the Anatolian leopard (*P. p. tulliana*) (found in Lebanon, Israel, Jordan, Turkey, and Syria). 35 Fed. Reg. 8491 (June 2, 1970).

In 1972, FWS amended that Endangered listing to include all *Panthera pardus* (whether found in Africa, Asia Minor, India, Southeast Asia or Korea). 37 Fed. Reg. 2589 (Feb. 3, 1972); 37 Fed. Reg. 6476 (March 30, 1972). As explained in a subsequent Federal Register notice, FWS listed the species in 1972 because it “was being drastically overutilized in the commercial fur trade” and “nearly every country contacted, in which the leopard was resident, expressed fears for the leopard’s future if the fur trade was not brought under control,” leading FWS to determine that the species could not “tolerate this enormous drain from its wild populations.” 45 Fed. Reg. at 19008.

The species continued to be recognized as Endangered across its Asian and African range until 1982, when FWS reclassified the leopard in certain African range states to Threatened. 47 Fed. Reg. 4201 (January 28, 1982). In its proposed rule, FWS proposed to downlist African populations of the leopard occurring to the south of a line running along the borders of Senegal/Mauritania; Mali/Mauritania; Mali/Algeria; Niger/Algeria; Niger/Libya; Chad/Libya; Sudan/Libya; and Sudan/Egypt (see map below). (45 Fed. Reg. 19007 (March 24, 1980))



Figure 4. Map of Africa with red line denoting the proposed scope of the Threatened listing

In proposing to decrease protection for leopards in nearly all of their African range, FWS stated that it “has broad discretion in developing a management strategy that will effectively conserve Threatened species.” 45 Fed. Reg. 19009. FWS stated that “data from each specific political entity within Sub-Saharan Africa are lacking” yet “enough are available from representative entities within the region to warrant action representing the region as a whole.” *Id.* FWS further stated that reclassification on a country-by-country basis would be “biologically unsound.” *Id.*

In its 1980 proposed rule, FWS relied on only three sources of information in determining that African leopards in most countries should be listed as Threatened rather than Endangered: “The Status and Conservation of the Leopard in Sub-Saharan Africa” by Randall L. Eaton (Safari Club International, January 1977); “The Leopard *Panthera pardus* in Africa” by Norman Myers (IUCN Monograph No. 5 1976); and “Status of the Leopard in Africa South of the Sahara” by James G. Teer and Wendell G. Swank (unpublished study financed by FWS in 1978). 45 Fed. Reg. at 19008.

Regarding the available data from these sources, FWS stated that it considered the leopard to be Threatened in most of its African range because, “A careful analysis of area/habitat type, maximum estimated density and minimum estimated density of leopard in this region by Eaton (loc. cit.) shows that an absolute minimum of 233,050 leopards may occur over the entire area; a conservative estimate of numbers would be 546,076 leopards, while a realistic estimate would place the number at 1,155,500 animals.” *Id.* The following table from Eaton appears in the 1980 proposed rule:

Country	Absolute minimum	Conservative estimate	Realistic estimate
Kenya.....	8,379	25,640	95,000
Uganda.....	1,547	3,413	20,000
Tanzania.....	14,740	36,100	70,000
Senegal.....	1,435	2,870	6,000
Mali.....	3,088	6,175	15,000
Upper Volta.....	1,833	3,265	10,000
Niger.....	1,527	3,055	5,000
Chad.....	4,325	8,650	15,000
C.A.R.....	5,450	10,900	20,000
Gambia.....	528	1,055	2,500
Guinea.....	2,250	4,500	10,000
Sierra Leone.....	700	1,400	3,000
Liberia.....	2,500	5,000	20,000
Ivory Coast.....	5,625	11,250	30,000
Ghana.....	2,975	5,950	20,000
Nigeria.....	4,653	9,305	20,000
Cameroon.....	4,583	10,705	30,000
Angola.....	17,369	42,340	87,000
Zambia.....	18,500	46,250	70,000
Mozambique.....	16,190	32,378	67,000
Malawi.....	1,918	3,835	10,000
Botswana.....	3,165	6,346	20,000
Rhodesia.....	2,288	4,576	20,000
South West A.....	3,477	6,944	20,000
South Africa.....	3,800	7,150	15,000
Sudan.....	6,900	22,800	80,000
Ethiopia.....	6,907	12,814	30,000
Congo.....	13,200	27,500	65,000
Gabon.....	13,400	26,800	50,000
Zaire.....	70,000	155,000	300,000

Table from USFWS 1980 proposed rule. 45 Fed. Reg. at 19009, from Eaton (1977).

Eaton’s analysis – which was commissioned by Safari Club International, a group with a vested interest in inflating leopard numbers to decrease regulation of leopards to facilitate hunting trophy imports – was never published. The methodology Eaton – who is not a felid biologist – used to derive these population estimates is dubious at best, as he appears to have based his population numbers solely on the area of leopard habitat in each country and the rationale behind the leopard density applied to the available habitat is not disclosed. *Id.* at 19009. However, it is well established that availability of leopard habitat does not mean that leopards necessarily reside there, and that leopard density is dependent on available prey, not available habitat (Stein et al. 2016).

The 1980 proposed rule also states that Eaton conducted a study of leopards in 11 Sub-Saharan African countries and combined those results with Myers to determine the status of leopards in countries throughout Africa. 45 Fed. Reg. at 19009. In forming its conclusions about the status of leopards in

Africa, FWS relied on Eaton's views of Myers's study, which (as detailed below) do not accurately reflect the conclusions of Myers's study.

The purpose of Myers's 1976 study was to determine the leopard's distribution in sub-Saharan Africa, and to ascertain if numbers were being depleted by the fur trade or habitat modification. The author noted that the leopard existed in 40 countries and that his study would attempt to make assessments in at least one country in each of five biomes (Sahel, Sudano-Guinean woodland, rainforest, miombo woodland, and East African savannah grasslands). Myers visited 22 countries and corresponded with 10 others. Myers did not make detailed population estimates but rather focused on whether a population exists, and whether the population was expanding, declining, or stable. To draw his conclusions, Myers consulted with over 700 people, including "Wildlife and park officials at national and local level, private wildlife organisations, field scientists, anti-poaching teams, professional hunters, trappers, poachers, wildlife cropping units, fur-trade dealers, indeed anyone with specialist knowledge of wildlife." Myers (1976), at 12. Over 850 additional people were also interviewed, including "ranchers, veterinarians, livestock officials, forestry personnel, road gangs, customs officials, police and army personnel, anti-malarial teams, Peace Corps and other volunteers, and local chiefs and headmen," as well as "representatives of the fur trade in Europe and North America". *Id.* at 13. Myers recognized that these interviewees brought bias in terms of subjectivity to the study. *Id.* at 13.

Myers noted that the international fur trade had depressed leopard populations in several parts of Africa and cited habitat destruction and loss as a key threat to the survival of leopards. *Id.* at 21. Myers considered the use of poison to be a major threat, which leopards are more susceptible to because of their scavenging behavior, as well as killing due to livestock predation. Yet, he concluded that the leopard "shows more capacity to recover from over-exploitation than the other main spotted-fur species of Africa, the cheetah." *Id.* at 9. Myers claimed that there was no "bio-ecological grounds for permanently banning exploitation of the leopard by the fur trade," and recommended a limited offtake with a "rigorous system of controls." *Id.* at 9. Myers noted that "rainforest biotopes are reputed to present optimal habitats for leopard" and suggested that a leopard density of 1/km² is appropriate in some cases.¹⁸ *Id.* at 13. Myers states that this leopard density is based on habitat type, prey distributions and predator competition, but more recent scientific evidence rebuts this figure (Jackson et al. 1989, Bailey 1993, Henschel 2008, Henschel 2009).

¹⁸ Illogically, Myers (p. 14) used a figure by Schaller (1972) of "total predator biomass" in three areas in Kenya, none of which were rainforest habitat, which ranged as high as 95.7 kg/km² in Ngorongoro, to support the contention that rainforests might hold one 30 kg leopard / km². Myers cites to Schaller (1972) who estimated leopard density in Serengeti National Park as 1 / 22-26.5 km² (equivalent of a very low leopard density of about 0.05 leopards/km²). After considering other density estimates, Myers states, "the leopard seems able to maintain a density of 1 to 10 km² in moderately suitable habitats, and 1 to 5 km² in favourable ones, with perhaps even 1 to 1 km² in exceptionally suitable conditions." *Id.* at 18.

The 1980 proposed rule apparently relied on Eaton’s inaccurate characterizations of Myers’ study – for example:

FWS Quoting Eaton’s Interpretation of Myers	Myers’s Actual Text
“The leopard in Kenya has a satisfactory status”	“leopard have declined in numbers and distribution in Kenya during the last decade.”
“the leopard is satisfactory and probably abundant in Mozambique”	Myers did not comment that the leopard was probably abundant in Mozambique. Myers noted that the leopard was depleted in some areas.
“There may well be over 20,000 (leopards) in Rhodesia. The leopard has a satisfactory status in Rhodesia”	“its numbers have been significantly reduced in the face of recent agricultural expansion.”
“Overall in South Africa the present status should be rated between rare and satisfactory with present trends being stable.”	“Its stock-raisers have long tried to eliminate wild carnivores”; “the leopard in South Africa is officially classified as vermin”; “Numbers.... are disturbingly low, although the position is fairly stable”; “There are no grounds however for complacency, as the situation could easily become critical if any of the existing adverse factors were enhanced”; “Its numbers have long been thought to be very low.”
“Myers says that leopards may have stabilized or increased recently in the Sudano-Guinean zone, including parts or portions of Sierra Leone, Guinea, Liberia, and northern Ivory Coast. In all of Sub-Saharan Africa, the West African region probably has the least satisfactory leopard populations; however, in much of the region it appears that the species' status is relatively satisfactory and probably does not deserve Endangered status except locally. Moreover, the regional trend may even be improving due to the encroachment of bush from overgrazing and burning, end or the drought in the Sahel portion, increased edge effect in forests from patchy agriculture and so on, all of which favor leopards.”	<p>Senegal: “Leopards are said to persist in much of Senegal, in fair though reduced numbers.”</p> <p>Mali: “The overall trend, as elsewhere in West Africa, points toward a gradual elimination of leopard in all but a very few rugged hill tracts.”</p> <p>Upper Volta: “The leopard is still widely found in Upper Volta. The leopard looks likely to decline steadily in distribution and status.”</p> <p>Niger: “Until recently, however, leopard stocks in Niger were moderately sound.”</p> <p>Chad: “Nothing better can be expected than very low densities.”</p> <p>CAR: “The leopard's status is fairly satisfactory.”</p> <p>Gambia: No leopard status information given.</p> <p>Guinea: “No recent information could be obtained about the status of leopard in Guinea.”</p> <p>Sierra Leone: No leopard status information given.</p> <p>Liberia: “The leopard is believed to be evenly distributed throughout the country, except in farming and mining areas.”</p> <p>Ivory coast: “Nothing was learned during the survey of the status of the leopard in Ivory Coast.”</p> <p>Ghana: “Asibey (1971) considers the leopard very rare in many areas; by the 1980s it may hardly</p>

FWS Quoting Eaton's Interpretation of Myers	Myers's Actual Text
	<p>survive at all except in the most remote localities.”</p> <p>Togo and Dahomey: “No specific information was obtained during the Survey.</p> <p>Nigeria: No leopard status information given.</p> <p>Cameroon: “leopards are reported in fair numbers in the south-east and in scattered relict populations elsewhere.”</p>

Based on this alleged abundance, FWS concluded that “the leopard in Sub-Saharan Africa can hardly be in danger of extinction.” 45 Fed. Reg. at 19009.

FWS did recognize that the loss of habitat to agricultural land conversion “could present a long-term threat to the leopard” and that poaching for the fur trade (especially in European countries that had not yet become party to CITES) continued to threaten the species, and expressed concern about the increasing use of poison and its impacts on scavengers like leopards. *Id.* at 19010. Thus, FWS proposed to list leopards in sub-Saharan Africa as Threatened, leaving in place ESA and CITES Appendix I permitting requirements for the import of leopard fur and other parts. However, at the apparent urging of the trophy hunting industry, FWS proposed to adopt a special rule eliminating the requirement for ESA permits for the import of leopard trophies from sub-Saharan Africa, asserting that “there may be cases in which permitting the importation of leopard trophies taken under a strictly controlled management program will benefit the species by giving it an economic value which would in turn stimulate conservation measures.” *Id.* FWS based this pro-trophy hunting position on an unpublished report from Teer and Swank (1977) containing interviews with wildlife officials in Kenya and Botswana who supported trophy hunting (but notably, Kenya prohibited trophy hunting in 1977 – prior to FWS’ reliance on the Teer and Swank report – and Botswana prohibited trophy hunting in 2014 (Stein et al. 2016)).

Although the proposed special rule would not have required an ESA permit for the import of leopard trophies from sub-Saharan Africa, FWS stated that, “sport trophy imports into the United States will only be permitted when it is found to enhance the survival of the species.” 45 Fed. Reg. at 19010 (emphasis added).

In 1982, FWS finalized the Threatened listing, but with a different geographic scope. 47 Fed. Reg. 4204 (Jan. 28, 1982). The final rule listed as Threatened “leopard populations occurring to the south of a line running along the borders of” Gabon/Rio Muni, Gabon/Cameroon, Congo/Cameroon, Congo/Central African Republic, Zaire/Central African Republic, Zaire/Sudan, Uganda/Sudan, Kenya/Sudan, Kenya/Ethiopia, and Kenya/Somalia. Despite having acknowledged in 1980 that reclassification on a country-by-country basis would be “biologically unsound,” the Service narrowed this listing from the proposed sub-Saharan region to this “southern Africa”¹⁹ region after learning that Senegal, Liberia, and Ghana considered their leopard populations to be endangered and since that there was “less substantial

¹⁹ Notably, the 1982 final rule refers to the range of the listed entity as “southern Africa” – however, today, the phrase “southern Africa” commonly refers only to the southernmost region in sub-Saharan Africa, distinct from West, Central, and East Africa. This Petition will use the phrase “southern Africa” to refer to full range of the listed entity (Figure 5), even though that entity is neither scientifically nor geographically justifiable.

evidence” of leopard abundance from West Africa and the northern tier of countries in sub-Saharan Africa. *Id.* at 4207.



Figure 5. Map of Africa with red line denoting the current scope of the final Threatened listing

At the time, FWS had not yet adopted its policy regarding evaluation of distinct population segments (“DPS”) and did not explain whether or why it thought that leopards in southern Africa were both “distinct” and “significant” such that the region forms a listable entity (since the area does not coincide with the full range of the subspecies or species). *See* 61 Fed. Reg. 4722 (Feb. 7, 1996); 16 U.S.C. § 1532(16). And today, twenty years since adopting the DPS policy, FWS still has not conducted an analysis of whether leopards in southern Africa can lawfully be listed as a DPS.

In addition to the three sources relied on in the 1980 proposed rule (discussed above), the 1982 final rule relied on “The Leopard *Panthera pardus* and Cheetah *Acinonyx jubatus* in Kenya” by P.H. Hamilton (unpublished study financed by FWS). 46 Fed. Reg. 44960 (Sept. 8, 1981). Relying on information from Safari Club International (gathered from interviews with hunters, game wardens, field biologists, and local people, but not hard data), FWS said there were an “absolute minimum” of 186,034 in southern Africa. 47 Fed. Reg. at 4205. The FWS stated that it “is reasonable to believe that the absolute minimum figures have validity and that there are probably well over 180,000 leopards in the area under consideration” and points to the fact that the minimum figure of Eaton for Kenya corresponds with P.H. Hamilton’s minimum figure for that country. *Id.*

The 1981 Hamilton report, also based on questionnaires and personal observations, asserted that despite a decline in Kenya’s leopard population since the 1960s, Hamilton believed that “a recovery of the leopard is underway in Kenya” and that “the lessons of Kenya are widely applicable.” 47 Fed. Reg. at 4206. Notably missing is any acknowledgment that this asserted recovery took place in the years following Kenya’s 1977 decision to prohibit trophy hunting of leopards. Further, as acknowledged – but not heeded

– in the final rule, even “Hamilton reports that leopards have declined generally in Kenya since the 1960s” and Hamilton said that the virtual elimination of leopards from North Africa “should serve as a warning to any who believe that this species can always survive no matter what the impact of man.” 47 Fed. Reg. at 4206.

FWS stated that Hamilton “supports reclassification and controlled sport hunting of the species.” *Id.* According to FWS, Hamilton supported lifting the ban on the importation of leopard trophies because “it has not served any useful purpose. The number involved has been relatively small and the ban runs counter to the concept of giving the leopard monetary value that will help to justify its continued existence in Africa.” *Id.* This is not entirely surprising considering that Hamilton obtained his information by talking to 21 professional hunters. *Id.* at 4206. Unjustifiably, FWS characterized these biased sources (the professional hunters) as “the most valuable single source of information.” *Id.* at 4206.

In the 1982 final rule, FWS continued to rely on the “expert opinion” of Eaton on the status of leopards in the relevant countries, even though FWS acknowledged that Hamilton “considers Eaton’s estimates and judgements as invalid”. *Id.* Further, FWS did not acknowledge that Eaton’s conclusions conflict with Myers’s conclusions in some cases, as noted above.

Further demonstrating that this 1982 downlisting was not based on the best available science – as required by law – FWS conceded the “primary reason” that it changed the geographic scope of the downlisting was due to opposition from range States in the northern portion of the sub-Saharan region (i.e., Liberia, Senegal, and Sudan opposed the proposal, and Benin, Ethiopia, and Ghana reported that the leopard was endangered in those countries). *Id.* at 4207.

Aside from this change in geographic scope and the addition of one report regarding population status in one country, the final rule does not include any new information regarding the threats to the species that was not included in the proposed rule. FWS acknowledged that “more than 90 percent” of the over 1,000 comments received on the proposed rule opposed the Threatened listing and special rule (*id.* at 4208), yet it finalized the Threatened listing and adopted the proposed special rule to allow the import of leopard trophies without requiring an ESA permit.

In relaxing its oversight of leopard trophy hunting, FWS baldly concluded that “Experts agree that the economic value that would develop for the species through sporthunting will encourage some of the countries [which may consider leopards as vermin] to develop management and conservation programs and will discourage indiscriminate killings by local landowners.” *Id.* at 4209. Further, FWS stated that “hunting is already going on in Africa, and any increase caused by the participation of U.S. residents should not have significant adverse impacts.” *Id.* Both of these statements are entirely unsupported and baseless, further proving that the current leopard listing is based on a woefully outdated foundation that was not even valid at the time the listing was finalized.

Thus, the 1982 listing for *Panthera pardus* cannot be said to be in compliance with the ESA’s mandate that listing decisions be made solely on the basis of the best available science. In finalizing the listing, FWS relied on biased sources, misrepresented material scientific conclusions, and patently conceded that the scope of the listing was based on political – and not biological – considerations. The egregious flaws

in this listing are exacerbated by the decades that have passed without further review of the listing, the basis of which has been firmly rejected by a consensus of current leopard experts. Therefore, the current ESA protections for leopards in southern Africa are inadequate, endangering the entire species across a significant portion of its range.

Leopard Listing Under CITES

Panthera pardus has been listed on CITES Appendix I since the first meeting of the Conference of the Parties,²⁰ a listing that became effective on 4 February 1977. Trade in specimens of species listed on Appendix I “must be subject to particularly strict regulation in order not to endanger further their survival and must only be authorized in exceptional circumstances.” CITES Art. II.²¹ Specimens of Appendix I species cannot be exported or imported unless authorized by permit by both exporting and importing countries. CITES Art. III.²² An import permit can be granted only if the specimen is not to be used in the importing country for primarily commercial purposes. CITES, Art. III.

While Appendix I affords the highest level of protection under CITES, *Panthera pardus* does not enjoy the full extent of these protections, due to the unsustainable and not scientifically-based export quotas for hunting trophies and skins for personal purposes that are currently in place. Leopard export quotas have been set by CITES Resolutions since 1983 (CITES Resolution Conf. 4.13,²³ replaced today by Resolution Conf. 10.14 (Rev. CoP16)^{24, 25} and FWS has long expressed support for this quota system. *See, e.g.*, Fed. Reg. Vol 59, Doc. No: 94-20050 (August 16, 1994).

As detailed in this section, the Service’s implementation of the CITES and ESA listings for *Panthera pardus* is not based on science and fails to provide sufficient oversight of the trophy hunting industry to ensure that Americans are not contributing to unsustainable offtake of leopard populations, and therefore are not adequate regulatory mechanism to protect the species.

FWS Regulations for Leopard Trophy Imports to the U.S. Are Inadequate

In the 1982 rule finalizing the Threatened listing for southern African leopards under the ESA, FWS averred that even though no ESA import permit would be required for trophies, a CITES import permit for leopard trophies will only be issued if “it is determined that the country of origin for the trophy has a management program for the leopard, and can show that its populations can sustain a sport hunting harvest, and that sport hunting enhances the survival of the species.” 47 Fed. Reg. at 4205 (emphasis added).

²⁰ CITES, Appendices I-II, available at <https://cites.org/sites/default/files/eng/cop/01/E01-Appendices.pdf>.

²¹ CITES, art. II, available at <https://cites.org/eng/disc/text.php#II>.

²² CITES, art. III, available at <https://cites.org/eng/disc/text.php#III>.

²³ *See* Annex 1, CITES, CoP5 Doc. 5.23 (1985), available at <https://cites.org/sites/default/files/eng/cop/05/doc/E05-23.pdf>.

²⁴ CITES, CoP16 Conf. 10.4 (2002), available at <https://cites.org/eng/res/10/10-14R16.php>.

²⁵ *See also* CITES, CoP10 Doc. 10.42 (1997), available at <https://cites.org/sites/default/files/eng/cop/10/doc/E10-41to43.pdf>.

Further, the final rule provided that FWS will evaluate CITES import permit applications consistent with CITES Conference Report 2.11 [referring to then-valid Resolution Conf. 2.11], which – at that time – “indicate[d] that import permit decisions for sport-hunting trophies should be made on the basis of the following considerations: (1) Whether the importation will serve a purpose not-detrimental to the survival of the species; and (2) whether the killing of animals whose trophies are intended for import will *enhance the survival of the species*.” *Id.* (emphasis added).

Moreover, FWS asserted that “very few leopard trophies will be imported into the United States” and that the “number is expected to be considerably less than the high of two hundred leopard trophy imports recorded in 1969.” 47 Fed. Reg. at 4211. The final rule stated that FWS had “reviewed the adequacy of the leopard conservation program in a specific case for Botswana and has determined in that case that the country currently meets the criteria.” *Id.* at 4205.

However, since finalizing this regulation, FWS has not upheld these commitments, instead allowing well over 300 leopard trophy imports per year since 1999 and not conducting a rigorous analysis of whether the source country manages leopard populations in a way that enhances the survival of the species. Indeed, by its own admission, the Service’s practice does not include making enhancement findings for the import of African leopard trophies.

While FWS regulations provide that hunting trophies²⁶ can only be imported as personal items and cannot be sold after import, and that each hunter is limited to importing two leopards per calendar year, these limits are inadequate to protect leopards from unsustainable take by U.S. hunters seeking to import their body parts as trophies. *See* 65 Fed. Reg. 26664, 26679 (May 8, 2000); 72 Fed. Reg. 48402 (Aug. 23, 2007); 50 C.F.R. §§ 23.55, 23.74. Indeed, on their face these regulations would allow for unlimited numbers of U.S. citizens to kill two leopards per year, a concept that is anathema to providing for the conservation of the species, as required by law. 16 U.S.C. § 1531(c)(1) (“It is further declared to be the policy of Congress that all Federal departments and agencies shall seek to conserve endangered species and threatened species and shall utilize their authorities in furtherance of” the conservation purpose of the ESA).

Thus, in addition to the lack of scientific support for the original listing, the implementation of this listing is woefully inadequate to promote leopard conservation, endangering the survival of leopards in southern Africa.

- FWS Is Not Applying the Enhancement Standard to Trophy Imports

Although FWS committed in 1982 to only issue CITES import permits for leopard trophies after making an enhancement finding, 47 Fed. Reg. at 4205, the 1994 CITES Conference Report 2.11 [now known as Resolution Conf. 2.11] that FWS said it would use to evaluate the issuance of import permits was amended (based on a proposal from Namibia) to eliminate scientific scrutiny of trade in leopard parts, as indicated by the redline below:

²⁶ FWS defines “sport-hunted trophy” as “a whole dead animal or a readily recognizable part or derivative of an animal” that, inter alia, “[w]as legally obtained by the hunter through hunting for his or her personal use.” 50 C.F.R. § 23.74(b).

“CONSIDERING the need of uniform interpretation of the Convention with regard to hunting trophies;

THE CONFERENCE OF THE PARTIES TO THE CONVENTION RECOMMENDS

a) that with the exception of the rare case of exemptions granted under paragraph 3 of Article VII of the Convention, trade in hunting trophies of animals of the species listed in Appendix I be permitted only in accordance with Article III, i.e. accompanied by import and export permits;

~~b) that the scientific opinions under paragraphs 2 (a) and 3 (a) of Article III of the Convention cover the trade in dead specimens, too;~~

~~e) that in order to achieve the envisaged double control (also in the scientific field) by the importing and the exporting country of the trade in Appendix I specimens, the Scientific Authority have the possibility of comprehensive examination concerning the question of whether the importation is serving a purpose which is not detrimental to the survival of the species. This examination should, if possible, also cover the question of whether the killing of the animals whose trophies are intended for import would **enhance the survival of the species**;~~

b) in order to achieve the envisaged complementary control of trade in Appendix-I species by the importing and exporting countries in the most effective and comprehensive manner, the Scientific Authority of the importing country accept the finding of the Scientific Authority of the exporting country that the exportation of the hunting trophy is not detrimental to the survival of the species, unless there are scientific or management data to indicate otherwise;

...

CITES Resolution Conf. 2.11, on *Trade in Hunting Trophies of Species Listed in Appendix I* (emphasis added).²⁷

The impact of these amendments was to eliminate the independent examination of detriment by the importing country, directing that “the importing country accept the finding of the Scientific Authority of the exporting country that the exportation of the hunting trophy is not detrimental to the survival of the species, unless there are scientific or management data to indicate otherwise.” *Id.* The amendment also eliminated the CITES requirement to make an enhancement finding. Therefore, the CITES protections that FWS relied on in relaxing ESA protections for southern African leopards have since been amended, necessitating a status review of the species and increased federal protections.

Further, even though CITES Resolution Conf. 2.11 no longer required an enhancement finding after 1994, the Service was nevertheless bound to its commitment from 1982 that it would apply the enhancement standard to leopard trophy imports, a duty that FWS has failed to meet.

²⁷ Compare CITES, CoP9 Doc. 9.50 (1994), available at <https://cites.org/sites/default/files/eng/cop/09/doc/E9-Doc-50.pdf>, with CITES, Com. 9.13 (Rev.), available at <https://cites.org/sites/default/files/eng/cop/09/E9-in-session.pdf>.

- FWS Non-Detriment Advice Is Outdated and Not Scientifically Defensible

The final rule listing certain sub-Saharan national leopard populations as Threatened was published on January 28, 1982 and became effective on March 1, 1982. In the final rule, FWS acknowledged that it had reviewed the adequacy of the leopard conservation program in Botswana and determined that the country meets the criteria for issuance of CITES import permits, but that it had not yet reviewed any other African range state's leopard program. 47 Fed. Reg. at 4205.

Shortly thereafter, on March 25, 1982 the FWS's Office of the Scientific Authority sent a memorandum to wildlife authorities in relevant countries explaining the new Threatened status and how the FWS will determine, on a country-by-country basis, whether imports of leopard trophies will be for purposes that are not detrimental to the survival of the species (FWS 1982a). This memorandum states, "information now available to us is too incomplete for us to say with assurance that leopard trophy imports from any particular country can generally be approved under CITES" and states that the only countries that FWS might allow imports from were Botswana, Namibia, South Africa, Tanzania, Zambia and Zimbabwe (*Id.* at 1). The memorandum lists the factors that the Scientific Authority will consider when advising on leopard trophy imports and states, "We will advise in favor of trophy imports from a particular country only when the best available information shows that sport-hunting of leopards can reasonably be expected to enhance the survival of the species in that country." (*Id.* at 2). This memorandum makes clear that the FWS intended, at the time, to make findings of both non-detriment and enhancement, both of which were required by CITES at the time through the convention language and Resolution Conf. 2.11.

Per this 1982 memorandum, the factors to be considered in evaluating imports were divided into four main issues:

1) legal authority for sport-hunting (Does the country allow sport-hunting of leopards under national law or under laws of any smaller units of government (e.g., provinces or States)? Do any such laws provide sufficient authority to regulate the take of leopards? Is any such authority being exercised to effectively limit take? Is any take allowed by smaller units of government reviewed and coordinated at the national level?);

2) take for other purposes (Does the country allow a commercial trade of leopards or allow the removal of leopards for livestock predator control? Is any such trade effectively regulated and monitored?);

3) basis for limiting take (Does the country limit the quantity and spatial or seasonal distribution of the take of leopards? Are any such limits based on: Reliable information on leopard population trends and mortality estimates (including sport, commercial, predator control or other natural or man-caused mortality)? The relationship of leopard populations to available habitat? The goal of managing leopards to sustain their populations?); and

4) controls on the taking and trading in leopards (Does the country maintain a licensing system for persons who take or process leopards or parts thereof? Is there a standardized, mandatory system under which all lawfully taken leopards are tagged or otherwise made reliably identifiable? Does any such marking system effectively prohibit the transport, in any way, of marked leopards or parts thereof? Does a standardized, mandatory export permit system exist? If so, is the export permit system linked directly to the standardized marking system, and is approval required from the country of import before permits are issued? Is the country of export a Party to CITES?). (*Id.* at 2, 3).

If provided, answers to these questions would allow the FWS to determine if sport-hunting of leopards could reasonably be expected to be both not-detrimental to, and to enhance, the survival of the species in that country.

Only 2.5 months later, on June 10, 1982, the FWS Office of the Scientific Authority issued a memorandum to the FWS Federal Wildlife Permit Office advising that the import of leopard hunting trophies taken from Botswana, Tanzania, Zambia, Zimbabwe, or the Transvaal region in South Africa²⁸ after July 1, 1975²⁹ will not be detrimental to the survival of the species (FWS 1982b). FWS found that each of these countries, or in the case of South Africa, a portion of the country, “(a) has laws under which the regulated sport-hunting of leopards is allowed, (b) limits the quantity, or spatial or seasonal distribution of the take of leopards, (c) bases these limits on the goal of managing leopards to sustain their populations, (d) maintains a licensing system for persons who take or process leopards (except in South Africa), and (e) implements a permitting system to regulate trade in accordance with CITES.” *Id.* At the same time, FWS noted that (1) leopard hunting was not allowed in Angola, Burundi, Gabon, Kenya, Lesotho, Malawi, Rwanda, Swaziland, and Uganda, (2) FWS did not have enough information to advise on Namibia, and (3) the “available information indicates that it would not be appropriate to allow leopard trophy imports from Congo, Mozambique, or Zaire.” *Id.*

It is unclear what information FWS used to draw these conclusions in its non-detriment advice. However, recent events and information call into question whether any of the approved countries had at the time, or even have today, science-based wildlife management in place that uses reliable information on leopard population trends and that takes into account mortality from all sources, including sport, commercial, predator control or other natural or man-caused mortality. For example, South Africa banned the export of leopard trophies during 2016 after the South Africa Department of Environmental Affairs advised that it could not make a non-detriment finding for such exports due to: “no rigorous estimate for the size of the South African leopard population, nor reliable estimates of leopard population trends at national or provincial scales”; “excessive offtakes”; “poorly managed trophy hunting”; “almost no reliable estimates for the extend of illegal off-take of leopards, though data from a few intensive studies in South Africa suggest that levels of illegal off-take exceed levels of legal off-take”; national and provincial trophy hunting quotas are “arbitrary, based on speculative population estimates”; and “harvests of leopards is not managed consistently throughout the country; some provinces implement effective controls, others do not. Legal off-takes are poorly documented in many provinces. There is an urgent need for a coordinated national strategy which provides standardized guidelines to all provinces for the management of leopards” (South Africa Department of Environmental Affairs 2015, p. 16). The Department concludes, “legal local and international trade in live animals and the export of hunting trophies at present poses a high risk to the survival of this species in South Africa.” This has most likely been the case since at least 1982 when the FWS approved imports from South Africa.

²⁸ Transvaal was a province of South Africa from 1910 until the end of apartheid in 1994, when a new constitution subdivided it and it was succeeded by the provinces of Gauteng, Limpopo, Mpumalanga and the eastern part of North West province. See Edgar Sanderson, *Great Britain in Africa: The History of Colonial Expansion*, 149 (Simon Publications LLC 2001).

²⁹ Thus, in another example of how this listing was designed to cater to the trophy hunting industry, FWS grandfathered in trophies of leopards killed in the previous seven years when trophy imports were banned due to the Endangered status of the leopard.

Furthermore, according to South Africa, “recent research suggests that trophy hunting may be unsustainable in Limpopo, KwaZulu-Natal and possibly North West [provinces]” – yet the Limpopo and North West provinces were once part of the Transvaal region in South Africa from which FWS approved imports. It is deeply concerning that, although this information has been available publicly for nearly a year (it was published on September 10, 2015), the FWS has not rescinded its 1982 approval of imports from the Transvaal region in South Africa.

While we do not have information provided to FWS by the aforementioned countries approved for imports, in an undated letter to the FWS Office of Scientific Authority from Namibia’s (then called South West Africa) Department of Agriculture and Nature Conservation (apparently sent in response to the letter from FWS to leopard range states), Namibia explains that exports of leopard trophies had been prohibited by legislation since July 15, 1977 and trophy hunting of leopards was not allowed (South West Africa undated). Based on a survey of farmers, there were an estimated 3,000 leopards in the country; in 1980, 123 leopards were killed by farmers to protect their livestock; in 1981, 201 were killed for this purpose. The letter also explained that the South West Africa Hunter’s and Guides’ Association recently petitioned the government to allow leopard hunting, and this is evidence that the Service’s decision to downlist African leopards to facilitate trophy hunting by Americans also encouraged foreign countries like Namibia to permit leopard trophy hunting.

Namibia approved the petition and opened leopard hunting under certain conditions for two hunting seasons beginning February 1, 1983. The conditions included: landowners must apply to the Department of Nature Conservation to qualify as potential trophy hunting ranches; smaller farms (< 5,000 ha.) would be allocated one leopard hunt per year, and larger farms two hunts per year; each trophy would be tagged with a metal tag bearing a unique number and the Department’s emblem; dogs, horses, and bait may be used for hunting leopard but leopards may not be caged, trapped or confined for the purpose of trophy hunting; if it is found that the number of leopards killed for trophy plus the number killed for protection of livestock exceeds the number killed yearly in the past just for the protection of livestock, then trophy hunting would be stopped immediately; and farms would be inspected for leopard occurrence before hunting permits are issued. The letter said that the Department will keep records of permits issued, successful hunts, and measurements of trophies; no permits will be issued for export of leopard trophies killed before February 1, 1983; and all revenue received from trophy hunting will be deposited with the treasury which allocates money for research.

However, notably absent from these conditions is the establishment of a science-based wildlife management program that uses reliable information on leopard population trends and that takes into account mortality from all sources, including sport, commercial, predator control or other natural or man-caused mortality. The establishment of an annual quota of one leopard for small farms and two for large farms is completely arbitrary and is not based on knowledge of the leopard population in the area. The requirement that the number of leopards hunted legally must not out-number the number of leopards killed in previous years for stock protection is not science-based management: there is no information to allow the conclusion that offtakes for stock protection were biologically sustainable.

Nonetheless, on March 10, 1983, FWS issued an internal memorandum advising that the import of leopard trophies taken in Namibia on or after February 1, 1983 will be for purposes that are not detrimental to the survival of the species, referring back to the rationale included in the 1982 memorandum (FWS 1983). This memorandum provides no rationale for the decision or any comment on the information provided by Namibia.

These 1982 and 1983 non-detriment advice memoranda are completely outdated and scientifically indefensible today and cannot be said to qualify as adequate conservation measures. Pursuant to these internal memoranda – and in direct conflict with the commitments it made in the 1982 listing rule – FWS authorized the import of up to 657 leopard trophies per year from 1980 through 2014 (**Figure 2**). *See* 71 Fed. Reg. 20168, 20208 (April 19, 2006) (“From 2001 to 2003, there were between ... 420 and 450 leopard trophies imported into the United States annually.”); *see* Section IV(B), *supra*.

Then in September 2015 – in direct conflict with the decision it made in 1982 – FWS issued another internal memorandum, advising that the import of leopard trophies from Mozambique during calendar year 2015 will be for purposes that are not detrimental to the survival of the species. FWS, Non-Detriment Advice (Sept. 28, 2015) (“FWS 2015”). In that memorandum, FWS concedes that “there are no reliable, widely-accepted, continent-wide estimates of leopard population sizes in Africa” (*id.* at ¶ 9) and that “the impact of trophy hunting on leopard populations is unclear, but this activity may have negative impacts at the demographic and population levels, especially when females are shot and any dependent off-spring also perish” (*id.* at ¶ 13). There is no evidence that this advice has been reviewed or renewed for calendar year 2016, but there are critical flaws in this non-detriment advice.

First, the 2015 Mozambique non-detriment advice astoundingly relies on the findings of Martin and de Meulenaer (1988), asserting that the current population size of the leopard in Africa is more than 714,000. As detailed below, this report’s methodology has been completely discredited, and the best available science makes clear that there are nowhere near this many African leopards left today. While FWS acknowledged some criticism, it wrongly concluded that the Martin and de Meulenaer (1988) findings “are still largely valid today.” FWS, Non-Detriment Advice (Sept. 28, 2015) (“FWS 2015”).

The FWS further stated, without identifying the source of the information, that, “Leopard densities vary from 1-30 individuals per 100 km² according to habitat, prey availability, and degree of threat. The lowest densities correspond to arid areas (for example, 1.25 adults per 100 km² in arid areas in South Africa), while the highest leopard densities correspond to mesic woodland savannas that occur in protected areas in East and South Africa (for example, 30.3 individuals per 100 km² in riparian areas with high prey density).” However, this general information is misleading and instead the FWS should have considered readily available information specific to Mozambique – for example, a 2008-2010 study in Niassa National Reserve, Mozambique, using camera traps found that leopard density was 2.18 – 12.65 leopard/100 km² (Jorge 2012), much lower than the 30.3 cited by FWS. Further, a more recent study using camera traps in Xonghile Game Reserve, a protected area in Mozambique, found leopard density to be only 1.53 leopard/100km² (Strampelli 2015); the author also studied leopards in another area, Limpopo National Park, and although he was not able to estimate leopard density there, he thought it would be on par with, or less than, that in Xonghile.

The FWS stated, “The impact of trophy hunting on leopard populations is unclear, but this activity may have negative impacts at the demographic and population levels, especially when females are shot and any dependent off-spring also perish (Barnett and Patterson 2005; Caro et al. 2009; Daly et al. 2005); Lindsey et al. 2007; Packer et al. 2009). An additional matter of potential concern is that female leopards have been taken as trophies despite national regulations that specify male-only harvests (e.g., Tanzania; Spong et al. 2000).” But according to Jorge (2012), females are not allowed to be trophy hunted in Niassa National Reserve, Mozambique; however, offtake for trophy hunting combined with illegal offtake resulted in an unsustainable overall offtake. The Service’s failure to take this readily available information into account was arbitrary and capricious.

Further, in 2007, Mozambique successfully proposed to double its leopard CITES export quota from 60 to 120. The U.S. preliminary negotiating position was to oppose this proposal, a fact not mentioned in the 2015 Mozambique non-detriment advice, and the U.S. ultimately supported the proposal.

The 2015 FWS Mozambique memo outlines the claims made in Mozambique’s 2007 CITES proposal including: “little research had been conducted into the status, distribution, or ecology of the leopard in Mozambique” but the proposal indicated that, based on Martin and de Meulenaer (1988) the leopard population was 37,542; a harvest rate of 5% is 1,779; three field studies characterized the leopard population as “widely distributed” and “common” (citing to Smithers and Tello 1976; Tello 1986; and Begg and Begg 2004); 82% of Mozambique is suitable leopard habitat that could support 3-10 leopards per 100km² (according to Mozambique’s 2007 CITES proposal); Mozambique’s protected areas comprise 130,537km² and 90% of these areas have good or prime leopard habitat (*id*); even if Mozambique’s leopard population is 50% of that estimated by Martin and de Meulenaer (1988) or 20,000, this population size could sustain an annual harvest of 1000; therefore, according to Mozambique’s proposal, the population estimated suggest that there is scope for increase in annual offtake without any danger of significant threat to the species. But even at the time this memorandum was issued, the Martin and de Meulenaer (2008) report had already been completely discredited and it was arbitrary for the Service to rely on that information in issuing its non-detriment advice.

The DSA acknowledges that Mozambique is a Category 3 country under the CITES national legislation project, meaning that “legislation does not meet the requirements for implementing CITES” and that the country is identified as in need of “priority attention”. Indeed, in 2014, the Environmental Investigation Agency and the International Rhino Foundation (EIA and IRF) submitted a petition to the U.S. government to have Mozambique certified under the Pelly Amendment for diminishing the effectiveness of CITES (Environmental Investigation Agency and International Rhino Foundation 2014). This petition, which focusses on poaching and trafficking in elephants and rhinos, states, “Mozambique has failed to adopt adequate CITES implementing legislation, lacks adequate penalties to deter poaching and illegal trade and suffers from rampant corruption.” (*Id.* at 1). DSA notes several recent developments such as the passage of a new law designed to reduce poaching and illegal wildlife trade and the development of a “national rhino and ivory plan.” However, EIA and IRF state that, while the new law is a step in the right direction, it’s not clear to what extent it will systemically improve CITES implementation. (*Id.* at 15). DSA also notes that “government corruption remains a serious problem.” The EIA and IRF petition

documents rampant corruption in the wildlife sector. Transparency International gives Mozambique a score of 31 out of 100, with 0 being highly corrupt.³⁰

In conclusion, DSA wrongly states that Mozambique has improved its CITES implementation in recent years; that the leopard population of Mozambique is sufficiently large enough to support sport-hunting quotas, despite relying the outdated and discredited figures by Martin and de Meulenaer (1988); and there are potential benefits to leopards deriving from concessionaires' management activities in Mozambique with regard to this species, despite the existence of evidence that offtake for trophy hunting and illegal offtake combined are not sustainable in Niassa Game Reserve, Mozambique. On this last point, the DSA notes that sport hunting in Mozambique is subject to a "Strategic Plan for the Development of Tourism in Mozambique (2004-2013)"³¹ which "incorporates economic incentives to communities and the private sector through increased income and employment opportunities via leopard sport hunting"; however, the Plan offers no details on how hunting will be managed and regulated to ensure that it is not detrimental to the survival of the species.

Finally, the Mozambique non-detriment advice fails to take into consideration multiple relevant leopard studies that were available prior to September 2015:

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³⁰ Transparency International, *Corruption by Country: Mozambique*, available at <https://www.transparency.org/country/#MOZ> (last visited Jul. 20, 2016).

³¹ Republic of Mozambique Ministry of Tourism, *Strategic Plan for the Development of Tourism in Mozambique (2004 – 2013)*, Volume I (Feb. 2004), available at <http://www.tartarugabay.com/Mozambique%20Tourism%20Strategic%20Plan.pdf>.

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Therefore, this non-detriment advice – which relies on thoroughly discredited and outdated science and ignores the non-existence of a leopard management plan in Mozambique – is arbitrary, capricious, and a completely inadequate regulatory mechanism to protect the species from overexploitation.

Given that 2016 has seen the publication of the most comprehensive study on the status of this species (Jacobson et al. 2016a), as well as an updated IUCN assessment of the species (Stein et al. 2016), none of the three non-detriment advice memoranda can be said to be based on the best available science. Thus, current U.S. CITES regulations for leopards are insufficient to ensure that the U.S. impacts on this species are not detrimental, as required by law.

CITES Export Quotas Are Not Based on Science

Currently, CITES has established export quotas for twelve African countries for leopard skins traded for personal and hunting trophy purposes, totalling 2,648 leopard skins per year (CITES Resolution Conf. 10.14 (Rev. CoP16)) (see **Table 5**). Notably, two of these countries – Central African Republic and

Ethiopia – have populations that FWS recognizes are Endangered, highlighting the lack of scientific basis for these quotas.

Table 5: CITES African leopard export quotas 1983-2016.

Countries	Quota 1983	Quota 1985	Quota 1987	Quota 1989	Quota 1992	Quota 1994 - 2001	Quota 2002	Quota 2004	Quota 2007 - 2016
Botswana	80	80	80	100	100	130	130	130	130
Central African Republic	0	0	40	40	40	40	40	40	40
Ethiopia	0	0	500	500	500	500	500	500	500
Kenya	80	80	80	80	80	80	80	80	80
Malawi	20	20	20	20	50	50	50	50	50
Mozambique	60	60	60	60	60	60	60	60	120
Namibia	0	0	0	0	100	100	100	250	250
South Africa	0	0	0	50	75	75	75	150	150
Uganda	0	0	0	0	0	0	0	0	28
United Republic of Tanzania	60	250	250	250	250	250	500	500	500
Zambia	80	300	300	300	300	300	300	300	300
Zimbabwe	80	350	500	500	500	500	500	500	500
Total	460	1140	1830	1900	2055	2085	2335	2560	2648

Sources: CITES CoP5 Doc. 5.23, CITES CoP6 Doc. 6.27, CITES CoP7 Doc. 7.28, CITES CoP8 Doc. 8.20, CITES Resolution Conf. 8.10 and 8.10 (Rev.), CITES CoP9 Doc. 9.26, CITES CoP10 Doc. 10.42, CITES Resolution Conf. 10.4 and 10.4 (Rev. CoP13), CITES CoP12 Doc. 12.23.1, CITES CoP13 Com. 1 Rep. 1 (Rev. 1), CITES CoP13 Plen. 4, CITES CoP14 Com. 1.6, CITES CoP14 Plen. 4, and CITES Resolution Conf. 10.14 (Rev. CoP16).

CITES export quotas have grown substantially since the U.S. downlisted certain populations of sub-Saharan African leopards (Table 5). The total number of leopards that can be exported annually rose five-fold from 460 in 1983 to 2,648 in 2016; and the number of countries with export quotas rose from seven in 1983 to twelve in 2016.

However, these quotas have no scientific basis and are not routinely reviewed to ensure that are not detrimental to the survival of the species. Indeed, the basis for the original and subsequent CITES export quotas for leopards is a model by Martin and de Meulenaer (1988) that has been dismissed by modern leopard scientists – as discussed further below – as over-simplified since it was based on a correlation between rainfall and leopard numbers in savannah habitats of East Africa and used to predict leopard numbers across their entire sub-Saharan Africa range (Brackowski et al. 2015b). Martin and de Meulenaer’s model was reviewed by specialists from the IUCN SSC Cat Specialist Group and was rejected because the methodology used was highly flawed resulting in exaggerated and inaccurate population figures (Jackson et al. 1989, Balme et al. 2010, Grey 2011). Yet, the model remains as the sole basis for the existing CITES leopard export quotas.

Botswana:

Botswana was one of the first countries to receive a CITES-approved leopard export quota in 1983, of 80 animals;³² the working documents discussed at the 1983 meeting are not readily available, so it is not possible to evaluate the information used by the Parties when approving this quota. The quota was increased in 1987 to 100,³³ and then increased again in 1994 (effective in 1995) to 130, the latter with the support of the U.S.³⁴ Demonstrating the lack of an effective system to evaluate proposals to increase CITES leopard export quotas, the two most recent increases occurred without Botswana providing a supporting statement; there was no written proposal submitted for consideration by the Parties; Botswana simply requested the increases and the CITES Parties granted the request. Botswana then banned all trophy hunting, including of leopard, beginning in 2014 (Stein et al. 2016) due to declining wildlife populations, according to the Ministry of Wildlife, Environment and Tourism.³⁵ It is worth noting that 1987 is when the draft report of Martin and de Meulenaer (1987) was also presented to the Parties and this report was apparently used to establish or increase a number of CITES leopard quotas, including that of Botswana, where the authors estimated the population to be 7,729. (*Id.* at 647). However, in 1992, Botswana (and Malawi, Namibia, Zambia and Zimbabwe) proposed to transfer its population to CITES Appendix II with an export quota of 100; this proposal, which was not approved, estimated Botswana's leopard population to be 5,822 animals.

Central African Republic:

Central African Republic received a CITES leopard export quota in 1987, for 40 animals,³⁶ and this has remained the same until today. The supporting statement by Central African Republic in which this quota was requested did not provide a population estimate, explain how the figure of 40 was derived, or any provide other information about how they would ensure this offtake would not detrimental to the survival of the leopard.³⁷ Nonetheless, the CITES Parties approved the quota. It is worth noting that 1987 is when the draft report of Martin and de Meulenaer (1987) was presented to the Parties and this report was apparently used to establish or increase a number of CITES leopard quotas, including that of Central African Republic, where the authors estimated the population to be 41,546. (*Id.* at 647).

Ethiopia:

Ethiopia received a CITES leopard export quota in 1987 of 500.³⁸ However, there is no record of Ethiopia having submitted a supporting statement to the meeting where this quota was established.³⁹ No summary record of this meeting is readily available to the public. However, 1987 is when the draft report of Martin and de Meulenaer (1987) was presented to the Parties and this report was apparently used to establish or increase a number of CITES leopard quotas, including that of Ethiopia, where the authors

³² CITES, CoP5 Doc. 5.23, p. 414 (1985), available at <https://cites.org/sites/default/files/eng/cop/05/doc/E05-23.pdf>.

³³ CITES, CoP8 Doc. 8.20, p. 1 (1992), available at <https://cites.org/sites/default/files/eng/cop/08/doc/E-20.pdf>.

³⁴ CITES, CoP9 Com. I Summary Report, p. 172 (1994), available at <https://cites.org/sites/default/files/eng/cop/09/E9-ComI.pdf>.

³⁵ Press Release, Hunting Ban in Botswana, Message from Permanent Secretary (August 20, 2013), available at https://www.facebook.com/permalink.php?story_fbid=500849569997706&id=148228411926492.

³⁶ CITES, CoP7 Doc. 7.28, p. 791 (1989), available at <https://cites.org/sites/default/files/eng/cop/07/doc/E07-28.pdf>.

³⁷ CITES, CoP6 Doc. 6.28, p. 671 (1987), available at <https://cites.org/sites/default/files/eng/cop/06/doc/E06-28.pdf>.

³⁸ CITES, CoP7 Doc. 7.28, p. 791 (1989), available at <https://cites.org/sites/default/files/eng/cop/07/doc/E07-28.pdf>.

³⁹ CITES, CoP6 Doc. 6.1 (1987), available at <https://cites.org/eng/cop/06/doc/index.php>.

estimated the population to be 9,782. (*Id.* at 647). Therefore, the export quota would allow the offtake of 5.1% of the population annually, which is wholly unsustainable.

Kenya:

Kenya was one of the first countries to receive a CITES leopard export quota in 1983, of 80;⁴⁰ the working documents discussed at the 1983 meeting are not readily available to facilitate the evaluation of the information used by the Parties when approving this quota. This quota has remained unchanged from 1983 to the present, although Kenya banned trophy hunting in 1977 (further demonstrating that the CITES export quotas are not based on the best available information).

Malawi:

Malawi was one of the first countries to receive a CITES leopard export quota in 1983, of 20 animals;⁴¹ the working documents discussed at the 1983 meeting are not readily available to facilitate evaluation of the information used by the Parties when approving this quota. The quota was increased to 50 in 1992⁴² when Malawi (and Botswana, Namibia, Zambia and Zimbabwe) proposed to transfer its population to CITES Appendix II with an export quota of 50; this proposal estimated Malawi's leopard population to be only 541 animals;⁴³ this means that the offtake for international trade could comprise as much as 9.2% of the population annually which is well beyond the reproductive capacity of the species. Nonetheless, while the Parties did not approve the proposed transfer, they did approve the increased export quota.

Mozambique:

Mozambique was one of the first countries to receive a CITES leopard export quota in 1983, of 60 animals;⁴⁴ the working documents discussed at the 1983 meeting are not readily available to facilitate evaluation of the information used by the Parties when approving this quota. In 2007, Mozambique proposed to the CITES Parties to increase their annual leopard export quota from 60 to 120.⁴⁵ The proposal cited the Martin and de Meulenaer (2008) estimate of 37,542 leopards in Mozambique in justifying the quota increase. (*Id.* at 2). The FWS stated that their tentative U.S. negotiating position was to oppose this proposal (FWS 2007):

“In this document, Mozambique proposes to increase its export quota for leopard hunting trophies and skins for personal use from 60 to 120. The United States, as reflected in the document we submitted for CoP12 on establishing scientifically based quotas, and in accordance with Resolution Conf. 9.21 (Rev. CoP13), which calls for establishment of a scientific basis for proposed quotas, is very interested in ensuring that annual export quotas are established on strong

⁴⁰ CITES, CoP5 Doc. 5.23, p. 414 (1985), available at <https://cites.org/sites/default/files/eng/cop/05/doc/E05-23.pdf>.

⁴¹ CITES, CoP5 Doc. 5.23, p. 414 (1985), available at <https://cites.org/sites/default/files/eng/cop/05/doc/E05-23.pdf>.

⁴² CITES, CoP8 Resolutions Adopted, p. 26 (1992), available at <https://cites.org/sites/default/files/eng/cop/08/E-Resolutions.pdf>.

⁴³ CITES, CoP8, Amendments to Appendices (1992), available at <https://cites.org/sites/default/files/eng/cop/08/prop/E08-Prop-EQ1 to EQ5 Panthera.PDF>.

⁴⁴ CITES, CoP5 Doc. 5.23, p. 414 (1985), available at <https://cites.org/sites/default/files/eng/cop/05/doc/E05-23.pdf>.

⁴⁵ CITES, CoP14 Doc. 14.37.1 (2007), available at <https://cites.org/sites/default/files/eng/cop/14/doc/E14-37-1.pdf>.

biological data. Mozambique's request does not provide enough biological information about the population of leopards or their prey in Mozambique to determine whether the population can be sustained under the proposed quota figure.”

However, the U.S. opposition to this proposal was not noted for the record and the proposal was accepted.⁴⁶ Israel opposed the proposal due to lack of scientific rigor and that there was little recent information on population status, distribution and ecology.⁴⁷

Namibia:

In 1992, Namibia (and Botswana, Malawi, Zambia and Zimbabwe) proposed to transfer its leopard population to CITES Appendix II with an export quota of 100.⁴⁸ The CITES Parties did not approve the change in status but did approve the quota. This quota was increased in 2004 to 250 based on a population estimated by Martin and de Meulenaer (1988) of 7,745 (which, it was said, could support a “safe harvest” of 332 animals,⁴⁹ or 4.2% of the population annually). The U.S. expressed support for this increased quota.⁵⁰

South Africa:

South Africa was first granted a CITES leopard export quota in 1989, of 50 animals;⁵¹ the working documents discussed at this meeting are not readily available to facilitate evaluation of the information used by the Parties when approving this quota. However, according to Grey (2011) the proposal was based on a 1.5% offtake of the 23,472 leopards estimated to be in South Africa according to Martin and de Meulenaer (1988). South Africa’s quota was increased to 75 in 1992⁵² based on a verbal request from the country during a CITES meeting and with no documentation or reasoning provided. Then South Africa’s quota was increased from 75 to 150 in 2004 based on information in a document submitted by the country that did not provide a population estimate but claimed that the leopard population was increasing;⁵³ the U.S. supported the increased quota despite the poor science.⁵⁴

The increase in the CITES quota for South Africa meant that the number of permits issued in Limpopo Province of South Africa, where most leopard trophy hunting occurs, increased from 35 to 50 in 2006 even though there were no accurate population data for leopards in the province and no assessments

⁴⁶ CITES, CoP14 Com. I Rep. 2 (Rev. 1) (2007), available at <https://cites.org/sites/default/files/eng/cop/14/rep/E14-Com-I-Rep-02.pdf> ; CITES CoP14 Plen. 4 (Rev. 2) (2007), available at <https://cites.org/sites/default/files/eng/cop/14/rep/E14-Plen-4.pdf>.

⁴⁷ CITES, CoP14 Com. I Rep. 2 (Rev. 1), available at <https://cites.org/sites/default/files/eng/cop/14/rep/E14-Com-I-Rep-02.pdf>

⁴⁸ CITES, CoP 8 Amendments to Appendices (1992), available at https://cites.org/sites/default/files/eng/cop/08/prop/E08-Prop-EQ1_to_EQ5_Panthera.PDF.

⁴⁹ CITES, CoP13 Doc. 19.1, p. 2 (2004), available at <https://cites.org/sites/default/files/eng/cop/13/doc/E13-19-1.pdf>.

⁵⁰ CITES, CoP13 Com. 1 Rep. 1 (Rev. 1), p. 1 (2004), available at <https://cites.org/sites/default/files/eng/cop/13/rep/E13-ComIRep1.pdf>.

⁵¹ CITES, CoP8 Doc. 8.20, p. 1 (1992), available at <https://cites.org/sites/default/files/eng/cop/08/doc/E-20.pdf>.

⁵² CITES, CoP8 Doc. 8.45.1, p. 1 (1992), available at https://cites.org/sites/default/files/eng/cop/08/doc/E-45-45_1.pdf

⁵³ CITES, CoP 13 Doc. 19.2 (2004), available at <https://cites.org/sites/default/files/eng/cop/13/doc/E13-19-2.pdf>.

⁵⁴ CITES, CoP13 Com. 1 Rep. 1 (Rev. 1), p. 1 (2004), available at <https://cites.org/sites/default/files/eng/cop/13/rep/E13-ComIRep1.pdf>.

were undertaken to determine whether offtake is sustainable (Grey 2011). However, Pitman et al. (2015) found that, in Limpopo Province, legal leopard offtake for trophy hunting and as problem animals combined was not sustainable. In 2015, the South Africa Department of Environmental Affairs similarly concluded that: national and provincial leopard hunting quotas are arbitrary; there is no rigorous estimate of the leopard population size, nor are there reliable estimates of trends at the national or provincial level; poorly managed trophy hunting and excessive offtakes were major threats; trophy hunting is poorly managed and not effectively controlled in many areas, and is not managed consistently throughout the country; and there are indications that trophy hunting is unsustainable in several provinces due to excessive hunting quotas, focused hunting efforts, and the additive impact of leopard poaching and problem animal control (South Africa Department of Environmental Affairs 2015). The Department concluded that export of hunting trophies poses a high risk to the survival of the species in South Africa (South Africa Department of Environmental Affairs 2015), and announced that it would suspend issuance of leopard export permits for 2016 (Pinnock 2016).

Uganda:

In 2007, Uganda proposed to the CITES Parties to transfer its population from CITES Appendix I to II, with an annual export quota of 50 of skins for personal purposes and trophies.⁵⁵ The proposal contained no information on the size or trend of the leopard population in Uganda, and provided no scientific basis for the quota of 50, although it did cite the Martin and de Meulenaer (1988) estimate of 700,000 leopards in Africa. (*Id.* at 2). The FWS stated that their tentative U.S. negotiating position was to oppose this proposal to transfer the population to Appendix II and to oppose the export quota of 50 leopards per year (FWS 2007):

“The proposal is not written in accordance with the format for proposals to amend the Appendices as per Annex 6 to Resolution Conf. 9.24 (Rev. CoP13). As a result, it does not demonstrate that the population in Uganda no longer meets the biological criteria for inclusion in Appendix I or which precautionary measure will be in place. The CITES Secretariat has suggested that Uganda request consideration of this proposal under agenda item 37 (Appendix-I species subject to export quotas) rather than item 68 (Proposals to amend the Appendices).

“Uganda asserts that the proposed export quota of 50 leopards per year is a precautionary figure that will account for both animal control and sport hunting. The United States, as reflected in the document we submitted for CoP12 on establishing scientifically based quotas and in accordance with Resolution Conf. 9.21 (Rev. CoP13), which calls for establishment of a scientific basis for proposed quotas, is keen to ensure that annual export quotas are established on strong biological data. Although a quota of 50 is considered by Uganda as precautionary, the proposal does not provide any supporting biological information for this figure. Therefore, it cannot be determined whether the population can be sustained under the proposed quota figure.”

At CITES CoP14, Uganda followed the suggestion of the CITES Secretariat and requested during the CoP14 plenary that the Parties grant a quota under Resolution Conf. 10.14 and it would withdraw its

⁵⁵ CITES, CoP14 Prop. 3 (2007), available at <https://cites.org/sites/default/files/eng/cop/14/prop/E14-P03.pdf>.

proposal to transfer its population to Appendix II.⁵⁶ This request was agreed and the Parties established a leopard export quota for Uganda of 28.⁵⁷ However, the U.S. opposition to this proposal was not noted for the record. Democratic Republic of the Congo (DRC) supported the proposal but expressed concern for the cross-border leopard populations it shared with Uganda, noting that the quota might create tension or foster poaching in the DRC.⁵⁸ Israel opposed the proposal on the basis of lack of recent population data.

United Republic of Tanzania:

The United Republic of Tanzania's CITES-established export quota increased from 60 in 1983⁵⁹, to 250 in 1985,⁶⁰ to 500 in 2002,⁶¹ which remains in effect today. The working documents discussed at the 1983 meeting are not readily available to facilitate evaluation of the information used by the Parties when approving this initial quota. The 1985 quota was approved based on a document submitted by the United Republic of Tanzania that admitted "there are no scientific data to provide a background for evaluation of this proposal;"⁶² the document provided no estimate of the size of the leopard population in the country and no information on how the quota would not be detrimental to the survival of the species; the document stated that the reason for the increased quota was the large number of leopards killed each year by the government to protect lives and property, which numbered 406 in 1983. Despite this lack of information, as admitted by the proponent itself, the CITES Parties approved the export quota increase. In 2002, the United Republic of Tanzania requested to double its CITES leopard export quota to 500 on the basis of the Martin and de Meulenaer (1988) estimate of 39,000 leopards in Tanzania which would allow a "safe harvest" of 5% or 1,827 leopard annually.⁶³ The U.S. negotiating position on the 2002 proposal was undecided;⁶⁴ the record of the CITES meeting does not indicate that the U.S. expressed any view on the proposal; this proposal was approved. In Tanzania, rising leopard hunting quotas drove a large-scale declines in leopard abundance particularly in populations outside of Selous; 400 leopards were trophy hunted annually at an average rate of 1.33 leopards/1000km² (Packer et al. 2010). A hunting quota of no more than 1 leopard/1000km² has been recommended in general and 3 leopards/1000km² in the Selous Game Reserve (Packer et al. 2010).

Zambia:

Zambia was one of the first countries to receive a CITES leopard export quota in 1983, of 80;⁶⁵ the working documents discussed at the 1983 meeting are not readily available to facilitate evaluation of

⁵⁶ CITES CoP14 Plen. 2. <https://cites.org/sites/default/files/eng/cop/14/rep/E14-Plen-2.pdf>

⁵⁷ CITES, CoP14 Com. I Rep. 2 (Rev. 1) (2007), available at <https://cites.org/sites/default/files/eng/cop/14/rep/E14-Com-I-Rep-02.pdf> ; CITES CoP14 Plen. 4 (Rev. 2) (2007), available at <https://cites.org/sites/default/files/eng/cop/14/rep/E14-Plen-4.pdf> ; CITES CoP14 Com. I. 6. (2007), available at <https://cites.org/sites/default/files/eng/cop/14/com/E14-Com-I-06.pdf>.

⁵⁸ CITES, CoP14 Com. I Rep. 2 (Rev. 1) (2007), available at <https://cites.org/sites/default/files/eng/cop/14/rep/E14-Com-I-Rep-02.pdf>.

⁵⁹ CITES, CoP5 Doc. 5.23, p. 414 (1985), available at <https://cites.org/sites/default/files/eng/cop/05/doc/E05-23.pdf>.

⁶⁰ CITES, CoP6 Doc. 6.27 (1987), available at <https://cites.org/sites/default/files/eng/cop/06/doc/E06-27.pdf>.

⁶¹ CITES, CoP12 Com. I Rep. 1 (Rev.), p. 2 (2002), available at https://cites.org/sites/default/files/eng/cop/12/rep/ComI_1.PDF.

⁶² CITES, CoP5 Doc. 5.23, p. 421 (1985), available at <https://cites.org/sites/default/files/eng/cop/05/doc/E05-23.pdf>.

⁶³ CITES, CoP12 Doc. 12.23.1.2 (2002), available at <https://cites.org/sites/default/files/eng/cop/12/doc/E12-23-1-2.pdf>.

⁶⁴ 67 Fed. Reg. 66464 (Oct. 31, 2002).

⁶⁵ CITES, CoP5 Doc. 5.23, p. 414 (1985), available at <https://cites.org/sites/default/files/eng/cop/05/doc/E05-23.pdf>.

the information used by the Parties when approving this quota. Zambia (and Botswana, Malawi, Namibia, and Zimbabwe) proposed to transfer its population to CITES Appendix II with an export quota of 300; this proposal estimated Zambia's leopard population to be 3,332 animals;⁶⁶ therefore, the offtake is approximately 9% of the population annually, which is excessive. The CITES Parties did not approve the transfer of the population to Appendix II, but did approve the quota increase which remains in effect today.

In May 2015, the Tourism and Arts Minister of Zambia announced that hunting of leopards (and lions) would be reinstated in 2016 after a moratorium that started in January 2013 (Zambia DNPW 2015a). The Minister stated that the ban on leopard hunting was based on "lapses in monitoring" that have been rectified and that the leopard population was and still is "healthy". Leopard hunting was to resume in 2015/2016 but with cautionary – though unspecified – quotas. Following the Minister's announcement, in May 2015, the Zambia Wildlife Authority (ZAWA) stated that there were, at minimum, an estimated 4,000 leopards in Zambia and that, according to surveys conducted by ZAWA, big cats are found in three ecosystems in the country: Luangwa Valley, Kafui and Lower Zambezi (Zambia DNPW 2015b).

Additionally, Ray (2011) conducted the first-ever population survey of leopards in Zambia, in Luambe National Park and a portion of an adjacent Game Management Area (GMA), located within the Luangwa Valley, in 2006-2008, when trophy hunting was permitted. Ray noted that it was the opinion of park managers and professional hunters in the area that the leopard was found in "very high abundance". Using camera traps, Ray found that only 12 leopards lived in the National Park in 2008 and 10 in the portion of the GMA studied, with densities of 3.36/100 km² in the former and 4.79/100 km² in the latter. Ray stated that only one other leopard study, in South Africa, had found a lower density than that she found in the Park and this other study was not in a protected area. The offtake of leopards in the GMA was 8-12 leopards per year, and considered by Ray to be unsustainable. Ray recommended an offtake of 2 leopards / 1000 km² in the area (instead of 12 / 2,555 km², among other measures. Ray recommended that loss of income from hunting could be addressed by increasing the price of trophies.

Ray explicitly notes, "Until the 1980s, the leopard was one of the most threatened species listed by IUCN. This changed with the study of MARTIN & DE MEULENAR (1988), who suggested a population of leopards of about 700,000 in Africa, which was criticized and largely discredited from the scientific community (MARTIN & DE MEULENAR 1989). Members of the IUCN Cat specialist group mentioned their doubts of the estimates from this habitat model (MARTIN & DE MEULENAR 1989). Nevertheless, the result was that CITES increased the international hunting quotas for the African leopard, despite the lack of reliable continent-wide estimates of its population size."

Zimbabwe:

Zimbabwe received its first CITES-established export quota of 80 leopards in 1983;⁶⁷ the working documents discussed at the 1983 meeting are not readily available to facilitate evaluation of the information used by the Parties when approving this quota. This quota was increased to 350 in 1985 based on information provided by Zimbabwe that there were an estimated 38,000 leopards in the

⁶⁶ CITES, CoP8 Amendments to Appendices (1992), *available at* https://cites.org/sites/default/files/eng/cop/08/prop/E08-Prop-EQ1_to_EQ5_Panthera.PDF.

⁶⁷ CITES, CoP5 Doc. 5.23, p. 414 (1985), *available at* <https://cites.org/sites/default/files/eng/cop/05/doc/E05-23.pdf>.

country.⁶⁸ The quota was increased to 500 in 1987; however, there is no record of Zimbabwe having submitted a supporting statement to the meeting where this quota was established.⁶⁹ No summary record of this meeting is available on the CITES website. However, 1987 is when the draft report of Martin and de Meulenaer (1987) was also presented to the Parties and this report was apparently used to establish or increase a number of CITES leopard quotas, including that of Zimbabwe, where the authors estimated the population to be 16,064. (*Id.* at 647). (It is of interest to note that, in 1992, Zimbabwe (and Botswana, Malawi, Namibia, and Zambia) proposed to transfer its population to CITES Appendix II with an export quota of 500; this proposal estimated Zimbabwe's leopard population to be only 1,379 animals).⁷⁰

Du Preez et al. (2014) confirmed that the 500 figure was the result of using the flawed Martin and de Meulenaer model as a basis which over-estimated the number of leopards in Zimbabwe at 16,064. Today, as then, there is no reliable estimate of Zimbabwe's national leopard population and leopard numbers are not monitored in most of the areas where they are hunted (Du Preez et al. 2014). Yet, more leopards are hunted in Zimbabwe than any other country with up to 882 leopard hunting permits issued annually (although the average number of successful hunts each year, 261, does not fill the allocation (Du Preez et al. 2014)). Leopard trophy hunting oftakes have repeatedly failed to fill the allocation, possibly indicating that there are not enough leopards remaining and that leopard hunting in Zimbabwe is unsustainable, especially combined with other threats such as habitat loss (Du Preez et al. 2014). The large leopard quota in Zimbabwe is unjustified because there has been no rigorous scientific research undertaken to estimate the national leopard population (Du Preez et al. 2014). Hunting of female leopards is prohibited in Zimbabwe and there is a skull size minimum that must be met for exports to be allowed (Lindsey and Chikerema-Mandisodza 2012). In Zimbabwe, leopard hunting occurs without a national leopard management plan and leopard hunting quotas exceed the CITES export quota (Lindsey and Chikerema-Mandisodza 2012).

CITES Export Quotas Are Not Subject to Review

There has never been a rigorous review of the scientific basis of the CITES-established leopard export quotas, nor are these quotas reviewed on an on-going basis to determine if changes are necessary to protect leopards. Given the increasing imperilment of the species given the recent IUCN Red List assessment, it is high time for a review to be conducted and for a process of routine review to be established, and in the absence of such review the Service must exercise the precautionary principle when evaluating import permit applications for leopard parts.

In its 2015 non-detriment advice for Mozambique, the Service asserts that "CITES Resolution Conf. 10.14 was revised at CoP16. It directed Parties to report on their implementation of this resolution (Decision 16.76; CITES 2013c) and the Secretariat was directed to compile and present to the Standing Committee a summary of those reports (Decision 16.77; CITES 2013d). These decisions will enable Parties to monitor more effectively the implementation of quotas for leopard hunting trophies and skins for personal use. By Notification to the Parties No. 2015/042 (dated 30 July 2015), the Secretariat invited

⁶⁸ CITES, CoP5 Doc. 5.23, p. 16 (1985), available at <https://cites.org/sites/default/files/eng/cop/05/doc/E05-23.pdf>.

⁶⁹ CITES, CoP6 Doc. 6.1 (1987), available at <https://cites.org/eng/cop/06/doc/index.php>.

⁷⁰ CITES, Cop8 Prop. EQ5, p. 11 (1992), available at https://cites.org/sites/default/files/eng/cop/08/prop/E08-Prop-EQ1_to_EQ5_Panthera.PDF.

Parties to submit their leopard report for compilation and submission by the CITES Secretariat to SC66 (CITES 2015c).”

However, Resolution Conf. 10.14, as amended, does not direct Parties to report on implementation of the resolution. And the related Decisions refer only to the tagging and tracking of leopard skins in trade, and not to the scientific basis of export quotas or issues related to the non-detriment finding. Decision 16.76 states, “Parties shall, by the 66th meeting of the Standing Committee, submit a report to the Secretariat on the implementation of the system as set out in paragraphs c) to j) of Resolution Conf. 10.14 (Rev. CoP16), including details of any problems with the processing of CITES documents, the management and tracking system in general, and the system in place to replace lost or damaged tags.” Decision 16.77 states, “The Secretariat shall, at the 66th meeting of the Standing Committee, and subject to the availability of funds: a) provide a summary report to the Standing Committee based on the reports supplied by the Parties concerned in the implementation of Resolution Conf. 10.14 (Rev. CoP16); and b) on the basis of experience gained with the operation of the tagging system set out in paragraphs c) to j) of Resolution Conf. 10.14 (Rev. CoP16), make recommendations, as appropriate, to the Standing Committee regarding the feasibility and appropriateness of extending the system for use with other CITES-listed species.”

At the 66th meeting of the CITES Standing Committee, the Secretariat reported that only three countries, South Africa, Slovakia, the U.S., had submitted comments in response to the Notification to the Parties, and none reported any problems with implementation.⁷¹ South Africa advised that it would not allow females to be hunted beginning in 2015; that hunting reports containing details relating to the hunt, including information relating to body measurements, have to be submitted to the issuing authority immediately after the hunt; and that they have initiated the development of national guidelines for the allocation, management and monitoring of leopard trophy quotas, in order to promote a more uniform approach across the nine provinces in the country.

The Enduring Problem of the Martin and de Meulenaer Study

It is important to elaborate on the Martin and de Meulenaer (1987, 1988) study and criticisms of it because, from 1987 to the present, the FWS and authorities in other countries have used the results of this study to make non-detriment findings required for issuance of leopard export and import permits in accordance with CITES, as well as to provide the basis for CITES-established leopard export quotas. The following are some of the regulatory decisions based on the results of this study (see also Annex 1 to this petition):

- **2015:** FWS issued a non-detriment finding for the import to the U.S. of sport-hunted leopard trophies from Mozambique (FWS 2015).
- **2007:** CITES CoP14 increased the leopard export quota for Mozambique from 60-120.⁷²
- **2004:** CITES CoP13 increased the leopard export quota for Namibia from 100 to 250 and South Africa from 75 to 150.⁷³

⁷¹ CITES, SC66 Doc. 40, available at <https://cites.org/sites/default/files/eng/com/sc/66/E-SC66-40.pdf>.

⁷² CITES CoP 14 Doc. 37.1 (2007), available at <https://cites.org/sites/default/files/eng/cop/14/doc/E14-37-1.pdf>.

- **2002:** CITES CoP12 increased the leopard export quota for Tanzania from 250 to 500.⁷⁴
- **1994:** CITES CoP9 increased the leopard export quota for Botswana from 100 to 130, and that of South Africa from 50 to 75.⁷⁵
- **1992:** At CITES CoP8, Botswana, Malawi, Namibia, Zambia and Zimbabwe proposed to transfer *Panthera pardus* from CITES Appendix I to Appendix II and to establish export quotas for eleven countries.⁷⁶ The proposals were rejected by vote, but the quotas in the proposals were approved. CoP8 adopted a new leopard quota of 100 for Namibia and increased the quota for Malawi from 20 to 50.⁷⁷
- **1989:** CITES CoP7 adopted a new leopard export quota of 50 for South Africa and increased the quota for Botswana from 80 to 100.⁷⁸ There is no documentation from CoP7 to support the establishment of the quota for South Africa or the increase of the quota for Botswana.
- **1987:** CITES CoP6 adopted a new leopard export quota of 40 for Central African Republic, 500 for Ethiopia, and increased the quota for Zimbabwe from 350 to 500.⁷⁹ It should be noted that Ethiopia was not a CITES Party in 1987 when the leopard export quota was adopted and there is no documentation from CoP6 to support the establishment of this quota.

An abbreviated version of Martin and de Meulenaer's study, a *Survey of the Status of the Leopard (Panthera pardus) in Sub-Saharan Africa*, appeared first as an Annex to Document 6.26,⁸⁰ on *Trade in Leopard Skins*, discussed at the 6th meeting of the Conference of the Parties to CITES (CoP6), in 1987 (Martin and de Meulenaer 1987). The full study was subsequently published in 1988 (Martin and de Meulenaer 1988).

It must be noted at the outset that, as is explained in CITES CoP6 Document 6.26, the study was funded by Safari Club International and the American Fur Institute, which should immediately raise suspicions of potential bias, given the funders' economic interests in the outcome of the study. And, as noted above, in 1992 the document was used to support a proposal to transfer *Panthera pardus* from CITES Appendix I to Appendix II, in order to allow international commercial trade in leopard skins; the proposal was not approved.

⁷³ CITES, CoP13 Doc. 19.1 (2004), available at <https://cites.org/sites/default/files/eng/cop/13/doc/E13-19-1.pdf>; CITES, CoP13 Doc. 19.2 (2004), available at <https://cites.org/sites/default/files/eng/cop/13/doc/E13-19-2.pdf>; CITES, CoP13 Com. I Rep. 1 (Rev. 1) (2004), available at <https://cites.org/sites/default/files/eng/cop/13/rep/E13-ComIRep1.pdf>.

⁷⁴ CITES, CoP12 Com. I. Rep. (Rev.) (2002), available at https://cites.org/sites/default/files/eng/cop/12/rep/ComI_1.PDF; CITES, CoP12 Doc. 23.1.2 (2002), available at <https://cites.org/sites/default/files/eng/cop/12/doc/E12-23-1-2.pdf>.

⁷⁵ CITES, CoP10 Doc. 10.41 (1997), available at <https://cites.org/sites/default/files/eng/cop/10/doc/E10-41to43.pdf>.

⁷⁶ CITES, CoP8 Amendments to Appendices (1992), available at https://cites.org/sites/default/files/eng/cop/08/prop/E08-Prop-EQ1_to_EQ5_Panthera.PDF.

⁷⁷ CITES, CoP8 Com.I 8.1 (Rev.) (1992), available at <https://cites.org/sites/default/files/eng/cop/08/E-Com-I.pdf>.

⁷⁸ CITES, CoP8 Doc. 8.20 (1992), available at <https://cites.org/sites/default/files/eng/cop/08/doc/E-20.pdf>.

⁷⁹ CITES, CoP6 Doc. 6.28 (1987), available at <https://cites.org/sites/default/files/eng/cop/06/doc/E06-28.pdf>;

CITES, CoP Doc. 7.27 (1989), available at <https://cites.org/sites/default/files/eng/cop/07/doc/E07-27.pdf>.

⁸⁰ CITES, CoP6 Doc. 6.26 (1987), available at <https://cites.org/sites/default/files/eng/cop/06/doc/E06-26.pdf>.

Martin and de Meulenaer used a computer modelling exercise, which correlated leopard density with rainfall, to derive estimates of the leopard population in 41 sub-Saharan African countries and a total African leopard population of 714,000 animals (Figure 6).

Figure 6. Martin and de Meulenaer leopard population estimates.

#	COUNTRY	PREDICTED POPULATION	FACTOR	FINAL POPULATION
1	ANGOLA	62,486		62,486
2	BENIN	4,915	0.1	492
3	BOTSWANA	7,729		7,729
4	BURKINA FASO	1,693		1,693
5	BURUNDI	495		495
6	CAMEROUN	41,896		41,896
7	CENTRAL AFRICAN REPUBLIC	41,546		41,546
8	CHAD	3,125		3,125
9	CONGO	32,394		32,394
10	DJIBOUTI	25		25
11	EQUATORIAL GUINEA	5,040		5,040
12	ETHIOPIA	9,782		9,782
13	GABON	38,463		38,463
14	GAMBIA	33		33
15	GHANA	5,990	0.1	599
16	GUINEA	15,689	0.1	1,569
17	GUINEA BISSAU	682	0.5	341
18	IVORY COAST	9,522		9,522
19	KENYA	10,207		10,207
20	LESOTHO	420		420
21	LIBERIA	5,031	0.1	503
22	MALAWI	4,530		4,530
23	MALI	3,365		3,365
24	MAURITANIA	230		230
25	MOZAMBIQUE	37,542		37,542
26	NAMIBIA	7,745		7,745
27	NIGER	454		454
28	NIGERIA	18,963	0.5	9,481
29	RWANDA	388		388
30	SENEGAL	781		781
31	SIERRA LEONE	2,803	0.1	280
32	SOMALIA	2,123		2,123
33	SOUTH AFRICA	23,472		23,472
34	SUDAN	22,035		22,035
35	SWAZILAND	805		805
36	TANZANIA	39,343		39,343
37	TOGO	2,537	0.1	254
38	UGANDA	4,292		4,292
39	ZAIRE	226,192		226,192
40	ZAMBIA	46,369		46,369
41	ZIMBABWE	16,064		16,064
	TOTALS	757,196		714,105

Source: Martin and de Muelenaer (1988), p. 8.

Importantly, since 2008, the IUCN has found that “there are no reliable continent-wide estimates of population size in Africa, and the most commonly cited estimate of over 700,000 leopards in Africa (Martin and de Meulenaer 1988) is flawed” (Henschel et al. 2008) (emphasis added). This opinion of the world’s foremost leopard experts alone should be reason enough for regulators to avoid using the results of the Martin and de Meulenaer report as the biological basis for decision-making regarding leopards. Leopard scientists continue to point out the shortcomings of Martin and de Meulenaer today: as noted above, the most recent publication on leopard status and distribution (Jacobson et al. 2016a) stated,

“Earlier Africa-wide assessments of population size (Myers, 1976; Eaton, 1977; Martin & De Meulenaer, 1988; Shoemaker, 1993) employed questionable population models based on scant field data and were widely criticized as being unrealistic (Hamilton, 1981; Jackson, 1989; Norton, 1990; Bailey, 1993)” (p. 2).

Additionally, soon after the study by Martin and de Meulenaer became available, it was criticized by leopard experts in the IUCN/SSC Cat Specialist Group (Jackson et al. 1989) who rejected the estimates of leopard numbers in Africa given in the study. This paper was included as an information document at CITES CoP7⁸¹ held in 1989 which put regulators on notice that the Martin and de Meulenaer study should not be used as a scientific basis for making regulatory decisions. A summary of this paper states:

“Leading leopard specialist members of the IUCN/SSC Cat Specialist Group and other experts have reviewed the SURVEY OF THE STATUS OF THE LEOPARD IN SUB-SAHARAN AFRICA by Martin and de Meulenaer. They *reject the computer estimates of leopard numbers in Africa*, although they generally agree that there are still many leopards, especially in certain areas. Most reviewers felt they lacked competence to criticize the computer model as such, but, in common with those who are expert, *they challenged the data input*. The *basic relationship claimed between rainfall and prey and, therefore, leopard populations, was discounted for several specific types of habitat and areas*. Reviewers with extensive field experience in leopard habitat declared that no leopard survive in many areas assumed to be suitable in the model. *Where estimates of leopard numbers in specific places have been made by the reviewers they are generally less than half those predicted by the computer model*” (emphasis added).

Jackson et al. (1989) contains comments of individual co-authors, including:

- Dr. Marcus Borner, Regional Representative, Frankfurt Zoological Society, Arusha, Tanzania who said, “The computer model has not produced an accurate estimate of the existing or potential leopard population because the data are either guesswork, hearsay or otherwise imprecise...Unscientific data have been fed through very complex scientific methods to make the outcome look serious...A short and superficial survey like this one could not have produced anything more precise than informed guesswork.”
- Professor J. du P Bothma, Chair of Wildlife Management, University of Pretoria, South Africa who said, “The database upon which the assumptions are made...is often non-existent. Thus no matter how complicated or good the model the raw data simply do not allow the type of conclusions reached. In South Africa there are many areas suitable as leopard habitat which are simply not occupied by leopards any more.”
- Professor Dr. Paul Leyhausen, formerly of the Max Planck Institut fur Verhaltensphysiologie, Germany, who said, “A model, however loosely it seems to fit reality, it is not itself biological reality...The computer model depends on just one variable: prey availability...If prey availability were the sole yardstick, lion numbers in the Serengeti should be much higher in average years than they actually are...The model in question is a theoretically interesting exercise. But it would be hazardous to the extreme to assume that actual leopard numbers conform with it even remotely, let alone to make it the basis of practical policy.”

⁸¹ CITES, CoP7 Doc. 3 (1989).

- Dr Peter Norton, Chief Directorate Nature and Environmental Conservation, Kimberley, South Africa, who said, “Much of the report is based on so-called “estimates” of population numbers which I find highly questionable, if not misleading. The model is based on a number of assumptions that are not substantiated by the results of my research work on leopards in the Cape Province of South Africa.” Norton specifically criticized four of these assumptions: 1) “If natural habitats are relatively unaltered, leopards will be found there”: Norton states that leopards have been “completely eradicated” from certain areas despite the fact that none of the areas have been substantially altered, but leopards had been hunted out. 2) “If leopard are reported they will be at a rainfall-related “carrying capacity””: Norton states that adult male leopards make “forays” some distance out of their normal home range but he doubts that their transient presence in these areas indicates that the population in these areas is at “carrying capacity.” 3) “Leopard densities are closely correlated with rainfall, irrespective of prey densities””: Norton notes that most of the data points used in the Martin and De Meulenaer model are from reserves or hunting areas in savannah habitats where suitable leopard prey may exist; however, he provides examples from his own studies of other types of habitats (fynbos and forests) where suitable leopard prey densities are extremely low. Norton also notes that low biomass of leopard prey animals is likely to occur in high rainfall tropical forests. Critically, Norton notes that the Martin and De Meulenaer study uses a study by Coe et al. (1976) on the relationship between large herbivore biomass and rainfall to support their contention that there is a relationship between leopard density and rainfall; however, Norton notes that this is based on large herbivores, not the small mammals that leopards prey upon. Norton also notes that bushmeat hunting has nearly eliminated small animals preferred as prey by leopards and that although Martin and De Meulenaer recognize this they modified only some of the figures used in their calculations. 4) “Rainfall figures used in the correlation are representative of the study areas””: Norton thought that the rainfall figures may be accurate for flatter areas but said, “I seriously question the accuracy of the rainfall figures used in the regression for areas with more varied topography, such as mountains” and provided an example from his study area to demonstrate the fact that the model’s predictions do not hold up against field study evidence. Regarding the total number of leopards Martin and De Meulenaer estimated for South Africa (23,472), Norton said it is “totally unrealistic.” Norton also stated, “I seriously doubt the regression’s validity in mountain or forest habitats, or even in savanna habitats outside of reserves that have a high human population. The regression is just too good to be true. With all the variability in different habitat types, plus the fact that some of the rainfall figures are suspect, I just cannot accept that a wide range of biological systems spread throughout Africa will react so predictably.” Regarding the confidence limits in Martin and De Meulenaer, Norton states they “have no biological reality at all. In fact they are dangerous in that they give an aura of scientific respectability that they do not deserve.” Norton compared estimates of Martin and De Meulenaer for habitats in South Africa with his best guesses and found that the estimates far exceeded, by ten-fold, the number of leopards he thought existed: 23,470 versus 2,390 (**Figure 7**).

Figure 7. Norton's leopard population estimates.

Table Norton's guesses of the possible numbers of leopards in the different vegetation types (White 1983) in South Africa, compared to Martin & de Kaulenae's (1988) 'estimates'			
White's vegetation type number	Description	Norton's guess	M & de M'e 'estimate'
16c	Coastal forest transition	200	3 002
19a	Afromontane	50	5 733
20	Highveld grassland transition	20	1 307
24	Scrub forest	50	2 105
28	Kopane woodland	200	771
29d	Woodland	500	3 459
29e	Tongaland bush	200	555
34	Scrub/highveld transition	50	374
35a	Acacia savanna	10	77
39	Evergreen bush & thicket	50	1 417
44	Kalahari Acacia	20	1 335
48	Tongaland bush	20	206
50	Fynbos	600	1 489
51	Karoo/Namib	20	291
52	Succulent karoo	20	67
53	Dwarf karoo	0	161
56	Kalahari/Karoo	300	337
57a	Grassy karoo	0	37
57b	Karoo/highveld transition	10	390
58	Highveld	50	331
66	Altimontane	0	17
74	Namib	20	7
77	Mangrove swamp	0	5
TOTAL		2390	23 470

Source Jackson et al. 1989, p. 7.

- Dr. M.K. Ranjitsinh, Director of Wildlife Conservation, Government of India who said, “To work out a population based on an arithmetical calculation in one place and then extrapolating it elsewhere has posed many a problem, and the figure can be totally wrong because of so many factors. And when you are extrapolating it for a continent as large as Africa with its diverse climatic, geomorphical, demographic and other considerations, I would be extremely wary of the result ... if the figures are accepted and a harvest quota based upon them is adopted, it will become an accepted guideline and parameter for future harvest and one will not know the results until the population of the leopard nose-dives, in places perhaps beyond redemption.”
- Vivian Wilson, Director, Chipangali Wildlife Trust, Zimbabwe questioned if the number of leopards can be estimated based on habitat and rainfall stating, “There are vast areas in Africa where there is a lot of suitable habitat, a good food supply and also high rainfall, and yet leopards are either absent or occur in low numbers.” Wilson described her experience in Central African Republic where rainfall is high, and there are large areas of ideal leopard habitat and large numbers of leopard prey, but low numbers of leopards due to them having been killed by people many years previously. Wilson provided two other examples to support her conclusion. Wilson said that there are fewer than 10,000 leopards in Zimbabwe compared to 16,064 estimated by Martin and De Meulenaer. Wilson guessed at population sizes in eight countries, based on her experience, and compared them to the estimates of Martin and De Meulenaer, and found that her total population figure was three times less than theirs (Figure 8).

Figure 8. Wilson’s leopard population estimates.

Country	Wilson's guess	Martin &	de Meulenaer	
		Predicted Pop.	Lower limit	Upper limit
South Africa	± 10 000	23 472	12 910	42 954
Zimbabwe	± 10 000	16 064	8 335	29 236
Botswana	5 000 ?	7 729	4 251	14 144
Malawi	± 2 000	4 530	2 492	8 290
Zambia	15 000 ?	46 369	25 503	84 855
G.A.R.	± 10 000	41 546	22 435	76 445
Ivory Coast	± 7 000	9 522	5 142	17 520
Sierra Leone	± 100	2 805	1 402	5 382
T O T A L :	59 100	152 035	82 470	278 826

Source Jackson et al. (1989), p. 10.

- An anonymous co-author stated, “there seems to be a conceptual flaw in the model” in that there is “abundant wildlife literature” that indicates that even if habitat is suitable one cannot expect to find a species there. This author further states that there are “very many and very extensive areas where they would fully expect, according to their model, to find abundant leopards, in fact there would be zero leopards ... I can think of more than a dozen extensive areas in each of many countries...where the model would postulate sizable numbers of leopard, but none has been seen, or surmised to exist, since the late 1960s.” Anonymous goes on to state that many other factors besides habitat need to be taken into account including activities and density of human communities, types of livelihoods of such communities, availability of poison, size and scope of the skin market, degree of known poaching, conservation capacity, corruption, official ineptitude, public awareness, and conservation commitment.

In another early review of the study of Martin and de Meulenaer, one of the co-authors of Jackson et al. (1989), Norton (1990), published his full analysis, which stated,

“Results of ecological studies on leopards in the Cape Province, South Africa, carried out by the Chief Directorate: Nature and Environmental Conservation, suggest that some of the assumptions on which the population estimates are based are highly suspect, and that the population figures may be unrealistically high. The recommendations for leopard conservation and management should therefore be viewed with caution, *especially hunting quotas based on a proportional offtake from the ‘estimated total’ population*” (p. 218) (*emphasis added*).

Norton further states, similar to his comments in Jackson et al. (1989):

“As I interpret it, the model is largely based on the following questionable assumptions: 1) that if natural habitats are unaltered, leopards will be found there; 2) that if leopards are reported, they will be at a rainfall-related ‘carrying capacity’; 3) that all leopard densities are closely correlated with rainfall, irrespective of prey densities; 4) that the rainfall figures used in the correlation are representative of the study areas.”

Norton studied each of these assumptions and found that in South Africa: 1) leopards have been extirpated—“hunted out”—from areas where habitat has not been substantially altered; 2) individual leopards, especially male leopards, may journey over 100 km from the nearest known leopard population but one leopard is not indicative of the presence of a population of leopards at ‘carrying capacity’; 3) most of the data points in Martin and de Meulenaer’s regression are from savanna habitats, but in other habitats (forests, including rain forests) the density of prey animals available for leopards is low to extremely low. Norton also questions the use by Martin and de Meulenaer of Coe et al. (1976) study of the relationship between large herbivore biomass and rainfall because it is based on large herbivore numbers mostly in savanna habitats, whereas leopard prey consists of small mammals. Norton notes that in some areas bushmeat hunting has eliminated small mammals making it difficult for leopards to survive; and 4) Norton questions the accuracy of the rainfall figures used in the Martin and de Meulenaer for all areas and provides a specific example from one of his study areas.

Norton states that he has been reluctant to provide leopard estimates for the region of South Africa in which he works, or for the country as a whole, because these would be more likely to be “a misleading guess” (p. 219). After closely examining Martin and de Meulenaer’s estimates for South Africa, Norton found them to be “far too optimistic!” (p. 219, punctuation as in original). In one area Norton estimated to hold “no more than a hundred or so leopards”, Martin and de Meulenaer estimated a population of 4,419. In another area where Norton estimated there to be one or two hundred leopards at the most, Martin and de Meulenaer estimated a population of 9,000. In a final area, Norton thought there were no more than “a handful” of leopards but Martin and de Meulenaer estimated a population of 1,335 leopards. In summation, Norton states, “I should be very surprised if there are more than two or three thousand leopards in South Africa at the most. As far as I am concerned, an estimate of over 20 000 is just plain nonsense!” (p. 219, punctuation as in original). Norton concludes, “I therefore suggest that the ‘estimates’ of leopard populations in the different countries in Africa be rejected, and all recommendations involving these estimates be viewed with extreme caution.”

Thus, by 1990, it should have been explicitly clear to FWS that leopard experts – including one of the original authors (Martin) – found the original Martin and de Meulenaer report to be flawed. Yet, from 1989 through 2015, FWS and the CITES Parties have used the report by Martin and de Meulenaer as the scientific basis for establishing CITES export quotas and issuing CITES export and import permits.

More recently, Henschel (2008, 2009) criticized Martin and de Muelenaer for assuming that the Congo Basin⁸² was a leopard stronghold based on unaltered habitat and supposedly prey-rich habitat. Henschel said that although the Congo Basin comprised only 12% of the leopard’s range in Africa, Martin and de Meulenaer estimated that it contained 40% of the leopard population of Africa. Henschel (2008, 2009) noted that other authors, Jackson et al. (1989) and Bailey (1993), also criticized Martin and de Meulenaer because the biomass of potential prey is actually lower in forests as compared to savannah. Henschel (2008) writes,

“While it is widely accepted that in savannas ungulate biomass is positively correlated with rainfall (Coe et al., 1976, East, 1984) and that in these open habitats leopard density is linked with prey biomass (Marker and Dickman, 2005, Hayward et al., 2007), it has to be understood that although ungulate biomass increases with rainfall it decreases with forest cover, as a high proportion of the primary productivity is in the canopy and only available to relatively small arboreal mammals (Robinson and Bennett, 2004). Yet it is rainforest habitat that was considered optimal leopard habitat by Martin & de Meulenaer in their 1988 status survey, who considered the forests of the Congo Basin an absolute stronghold for the species that would harbour and estimated 40% of Africa’s leopards, and predicted extremely high population densities for this habitat type of up to 40 individuals/100 km² (Martin and de Meulenaer, 1988). These population density estimates have since been used to produce population size estimates for central African countries, but the results were widely considered to be exaggerated (e.g. Jackson, 1989, Norton, 1990). Bailey (1993) and Jenny (1996) are among several authorities who have argued that since terrestrial mammalian prey biomass is lower in rainforest than in savannah environments, leopard densities should be correspondingly lower. Perhaps most importantly, Martin and de Meulenaer’s

⁸² The Congo Basin spans across six countries—Cameroon, Central African Republic, Democratic Republic of the Congo, Republic of the Congo, Equatorial Guinea and Gabon.

model failed to account adequately for reduction of wild prey as a factor lowering leopard density, which could lead to overestimates especially in the Congo Basin, where forest wildlife suffers from a high demand for wild game for both local and commercial use (Wilkie and Carpenter, 1999).”

Henschel (2009) stated, “The figures published by Martin & de Meulenaer (1988) are still quoted today, and remain the chief source of information for African governments proposing to open or raise harvest quotas for trophy hunting of leopards. However, evidence is mounting that leopards have already disappeared from a number of forest sites on the fringes of the Congo Basin.” Henschel (2009) notes that these sites are densely populated with people, that people consume medium-sized wild mammals as bushmeat, that such mammals are preferred leopard prey, and that such prey populations are depleted near densely populated areas. Henschel (2009) hypothesizes that this has led to reduced and even extirpated leopard populations in such areas. Henschel’s study of leopards in Gabon found a strong correlation between commercial bushmeat hunting near settlements and the local disappearance of leopards (Henschel 2009).

Marker and Dickman (2005) found that, in Namibia, rainfall was not directly related to leopard density. They found leopard densities to be lower outside of reserves despite there being no marked difference in prey biomass between protected and unprotected areas; the authors explained that “the lower leopard density outside reserves was probably a result of local persecution by landowners, as leopards are commonly considered a threat both to people and their stock.” (p. 113). Marker and Dickman note,

“This is one of the main objections raised to the leopard population estimates made by Martin & de Meulenaer (1988), who assumed that where leopards occur, they should be at the carrying capacity determined by rainfall, without considering factors such as local persecution (Norton 1990). Although leopard density appeared to be indirectly linked to rainfall via the relationship with prey biomass, the overall determinants of leopard density and spatial ecology are likely to be a complex set of factors including an artificial ‘carrying capacity’ determined by the attitudes of local communities.”

In a presentation delivered at the Large Carnivore Workshop, 3-4 November 2010, Henschel (2010) estimated the leopard population of Gabon to be 5,910 compared to the Martin and de Meulenaer estimate of 38,463. Regarding Martin and de Meulenaer’s estimate of 714,000 leopards in sub-Saharan Africa, Henschel said, “Do not believe it!”

Chapman and Balme (2010) noted that Martin and de Meulenaer estimated the sub-Saharan leopard population to be 714,000 and the South African population to be 23,000 and said that this is “widely considered to be a gross overestimate” and “South Africa’s true leopard population size, while still unknown, is thought to be an order of magnitude less” (p. 114). The authors state, “The detrimental consequences of basing management decisions on such unreliable estimates are patently obvious.” (*id.*)

Ray (2011) noted that the Martin and de Meulenaer study has been “critically debated among specialists as presenting a high overestimate and has thus been rejected.” (p. 1)

Swanepoel et al. (2014) used population modelling to estimate the leopard population size of South Africa which they estimated to be 4,476 leopards, far below the 23,472 leopards Martin and de Meulenaer estimated.

Du Preez et al. (2014) expressed concern about an increase in the CITES leopard export quota for Zimbabwe from 80 leopards per year to 500 being established based on Martin and de Meulenaer's calculations which "were based on the flawed assumption that leopards occurred at the highest possible density in all habitats" and "used rainfall data to estimate abundance; calculating what seems likely to have been an overestimate of Zimbabwe's leopard population at 16,064." (p. 153-154)

Braczkowski et al. (2015b) expressed concern that while leopards are one of the most sought trophies, leopard hunting quotas are based on "expert guesstimates" or "an over-simplified model that correlated leopard density to rainfall [cite to Martin and de Meulenaer] but ignored important factors such as anthropogenic mortality and prey availability."

Strampelli (2015), who studied leopards in Mozambique, stated there are no reliable continent-wide estimates of population size for the species and note that Martin and de Meulenaer was "obtained through a model that correlated leopard numbers with rainfall but omitted information on prey density or human related mortality, has been heavily criticized and is widely considered by specialists to be flawed." (p. 5-6). Strampelli states that the "over-simplified" Martin and de Meulenaer estimate of 37,542 leopards in Mozambique was used as justification for the 2007 increase in the CITES leopard export quota from 60 to 120. Strampelli further states,

"Martin & de Meulenaer (1988) estimated a country-wide population for Mozambique of 37,542 leopards, based on density of 0.10/km² (10 leopards per 100 km²). This estimate was recently successfully quoted as a justification for an export quota increase (CITES 2007). The same report also states that "it is clear that much of Mozambique (perhaps up to 80%) falls within the category capable of supporting leopards at densities of between 0.03 and 0.1 per km²" – i.e. between 3.00 and 10.00 per km². Such estimates have already been universally rejected as exaggerated and inaccurate by experts (Balme et al. 2010b); indeed, that density in XGR, one of the better protected areas of the country, was estimated at 1.53/100 km² suggests that it is unlikely that many areas in Mozambique experience leopard densities such as those quoted in the quota revision application. Although some landscapes will have higher primary productivity levels, it seems plausible that the high levels of anthropogenic disturbances common in much of the country (Hatton et al. 2001) likely more than counteract this."

A study by Jacobson et al. (2016a) on leopard status and distribution stated, "Earlier Africa-wide assessments of population size (Myers, 1976; Eaton, 1977; Martin & De Meulenaer, 1988; Shoemaker, 1993) employed questionable population models based on scant field data and were widely criticized as being unrealistic (Hamilton, 1981; Jackson, 1989; Norton, 1990; Bailey, 1993)." (p. 2)

Therefore, the existing CITES export quotas and domestic implementing regulations are completely outdated, scientifically indefensible, and inadequate to protect the leopard in southern Africa, and the exploitation facilitated by these regulations endangers the continued existence of the African leopard.

2. African Leopard Range Country Mechanisms

The significant decline in both the range and, in many cases, the size of leopard populations due to habitat destruction, loss of prey, excessive and poorly regulated trophy hunting, poaching for commercial trade, and human-leopard conflict demonstrates that many range States do not have adequate regulatory mechanisms to protect leopards.

There are several African regional agreements that have relevance to African leopards: the African Union's African Convention on the Conservation of Nature and Natural Resources, 1968;⁸³ the Revised African Convention on the Conservation of Nature and Natural Resources, 2003;⁸⁴ and the Protocol on Wildlife Conservation and Law Enforcement of the Southern African Development Community, 1999.⁸⁵

The African Union (AU), formed in 1992, is an intergovernmental organization comprising 54 African States including all sub-Saharan Africa leopard range States.⁸⁶ The AU has an Executive Council to coordinate and take decisions on policies in areas of common interest to Member States, including environmental protection (Article 13 (1)(e)).⁸⁷

Two AU Conventions are relevant to African leopard conservation: the African Convention on the Conservation of Nature and Natural Resources (entered into force in 1968), and the Revised African Convention on the Conservation of Nature and Natural Resources (negotiated in 2003, not yet entered into force).⁸⁸

Parties to the African Convention on the Conservation of Nature and Natural Resources, which entered into force in 1969, have agreed to “adopt the measures necessary to ensure conservation, utilization and development of soil, water, flora and fauna resources in accordance with scientific principles and with due regard to the best interests of the people.” (Article I). The Convention lists the leopard as a Class B protected species (Article VIII); Class B species “shall be totally protected, but may be hunted, killed, captured or collected under special authorization granted by the competent authority.” (Article VIII (1)(b)). Notably, some leopard range States that are significant exporters of leopard specimens have not ratified the Convention: Namibia, South Africa, and Zimbabwe. But even in range countries that have ratified the Convention, this law does not provide sufficient protection for leopards.

The Convention does not establish a Secretariat or designate the role and frequency of meetings of the Conference of the Parties; it also does not contain enforcement measures to address non-compliance with the Convention. Article XVI states:

The Contracting States shall supply the Organization of African Unity with: (a) the text of laws, decrees, regulations and instructions in force in their territories, which are intended to

⁸³ African Union's African Convention on the Conservation of Nature and Natural Resources (1968), *available at* <https://treaties.un.org/doc/Publication/UNTS/Volume%201001/volume-1001-I-14689-English.pdf>.

⁸⁴ Revised African Convention on the Conservation of Nature and Natural Resources (2003), *available at* <http://faolex.fao.org/docs/pdf/mul45449.pdf>.

⁸⁵ Protocol on Wildlife Conservation and Law Enforcement of the Southern African Development Community (1999), *available at* http://www.sadc.int/files/4813/7042/6186/Wildlife_Conservation.pdf.

⁸⁶ See African Union, *at* <http://www.au.int/en/countryprofiles>.

⁸⁷ *Id.* *at* http://www.au.int/en/sites/default/files/ConstitutiveAct_EN.pdf.

⁸⁸ *Id.* *at* http://www.au.int/en/sites/default/files/treaties/7782-sl-revised_nature_and_natural_resources_1.pdf.

ensure the implementation of this Convention; (b) reports on the results achieved in applying the provisions of this Convention; and (c) all the information necessary for the complete documentation of matters dealt with by this Convention if requested.

However, it is unclear if any States have complied with these requirements. Article XVIII addresses settlement of disputes, including the interpretation or application of the Convention, and allows submission of concerns by any party to the Commission of Mediation, Conciliation and Arbitration of the Organization of African Unity. However, it is unclear if any Party has done so and to what effect.

Very few African leopard range States to have ratified the Revised African Convention on the Conservation of Nature and Natural Resources.⁸⁹ The Revised Convention has not yet entered into force because fifteen Parties must ratify it and only thirteen have done so.

Several leopard range States have signed the Treaty of the Southern African Development Community (SADC):⁹⁰ Angola, Botswana, DRC, Malawi, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe.⁹¹ Among SADC's objectives is to "achieve sustainable utilisation of natural resources and effective protection of the environment" (Article 5 (g)). Article 22 of SADC calls for the establishment of Protocols to achieve the Treaty's objectives. The SADC Protocol on Wildlife Conservation and Law Enforcement⁹² elaborates on Article 5 (g) of the Treaty. Its objectives are to:

- a) promote the sustainable use of wildlife; b) harmonise legal instruments governing wildlife use and conservation; c) enforce wildlife laws within, between and among States Parties; d) facilitate the exchange of information concerning wildlife management, utilisation and the enforcement of wildlife laws; e) assist in the building of national and regional capacity for wildlife management, conservation and enforcement of wildlife laws; f) promote the conservation of shared wildlife resources through the establishment of transfrontier conservation areas; and g) facilitate community-based natural resources management practices for management of wildlife resources (Article 4).

With regard to wildlife management and conservation programs, Parties shall: "establish management programmes for the conservation and sustainable use of wildlife and integrate such programmes into national development plans" and "assess and control activities which may significantly affect the conservation and sustainable use of wildlife so as to avoid or minimise negative impacts." (Article 7) Parties are also to take measures to ensure the conservation and sustainable use of wildlife including:

- a) the protection of wildlife and wildlife habitats to ensure the maintenance of viable wildlife populations; b) prevention of over-exploitation and extinction of species; c) restrictions on the taking of wildlife, including but not limited to restrictions on the number, sex, size or age of specimens taken and the locality and season during which they

⁸⁹ *Id.* at <http://www.au.int/en/sites/default/files/treaties/7782-sl-revised-nature-and-natural-resources-1.pdf>.

⁹⁰ Treaty of the Southern African Development Community, available at http://www.sadc.int/files/5314/4559/5701/Consolidated_Text_of_the_SADC_Treaty_-_scanned_21_October_2015.pdf.

⁹¹ *Id.* at <http://www.sadc.int/member-states/>

⁹² *Id.* at http://www.sadc.int/files/4813/7042/6186/Wildlife_Conservation.pdf.

may be taken; and d) restrictions on trade in wildlife and its products, both nationally and internationally, as required by relevant international agreements.

Article 12 of the Protocol concerning sanctions states:

1. Sanctions may be imposed against any State Party which: a) persistently fails, without good reason, to fulfill obligations assumed under this Protocol; or b) implements policies which undermine the objectives and principles of this Protocol. 2. The Council [SADC Council of Ministers] shall determine whether any sanction should be imposed against a State Party and shall make the recommendation to the Summit if it decides that a sanction is called for. The Summit shall decide, on a case-by-case basis, the appropriate sanction to be imposed.

However, it appears that no such sanctions have been considered or approved.

The Lusaka Agreement⁹³ is also in force in some leopard range countries (e.g. Kenya, Tanzania, Republic of Congo (Brazzaville), Uganda, South Africa, Liberia, Swaziland and Zambia).⁹⁴ The Agreement entered into force in 1994 and has the purpose “To support the member states and collaborating partners in reducing and ultimately eliminating illegal trade in wild fauna and flora”.

The Lusaka Agreement is focused generally on fighting illegal wildlife trade in and between member States, including through wildlife enforcement officer training. The leopard could benefit in the future from such Lusaka Agreement activities but, to date, there have been no specific programs aimed at illegal leopard trade.

Ineffective conservation policies and inadequate enforcement throughout many leopard range States, as well as lack of efficacy of management and lack of government resources, endanger the survival of the African leopard (**Table 6**).

In addition, while all sub-Saharan African countries that are listed as Threatened under the ESA are CITES Parties, only four of these countries have “legislation that is believed generally to meet the requirements for implementation of CITES” (Category 1 under the CITES National Legislation Project) (Democratic Republic of the Congo, Namibia, South Africa, and Zimbabwe); nine of these countries have “legislation that is believed generally not to meet all of the requirements for the implementation of CITES” (Category 2) (Botswana, Burundi, Republic of the Congo, Gabon, Kenya, Malawi, Mozambique, Tanzania, Zambia); and five have “legislation that is believed generally not to meet the requirements for the implementation of CITES” (Category 3) (Angola, Lesotho, Rwanda, Swaziland, Uganda) (**Table 6**).⁹⁵

⁹³ Lusaka Agreement (1994), available at http://lusakaagreement.org/?page_id=126.

⁹⁴ *Id.* at http://lusakaagreement.org/?page_id=24.

⁹⁵ The CITES National Legislation Project categorizes Parties by whether or not they have national legislation to implement the Convention. Category 1: legislation that is believed generally to meet the requirements for implementation of CITES; Category 2: legislation that is believed generally not to meet all of the requirements for the implementation of CITES; and Category 3: legislation that is believed generally not to meet the requirements for the implementation of CITES. See <https://cites.org/legislation>.

Table 6. National policies and laws where leopards are listed as Threatened under the ESA.

Country	National Policies, Laws, Regulations
Angola	Wildlife legislation is out-dated and limited; no evidence of consistent enforcement; became a CITES Party in December 2013; legislation in Category 3 under the CITES National Legislation Project; under law, leopard can be hunted, including by foreigners, with a license (DLA Piper 2015).
Botswana	CITES Party since 1978, National Legislation Project Category 2, ⁹⁶ CITES legislation for terrestrial wildlife and for plants enacted.
Burundi	Became a CITES Party in 1988; CITES National Legislation Project Category 2; ⁹⁷ CITES legislation enacted.
Republic of the Congo	Strong wildlife protection laws with serious penalties; enforcement is limited and inadequate; became a CITES Party in 1983 and the country has Category 2 CITES implementing legislation; leopards are a fully protected species (Category A) and hunting is not allowed for such species (DLA Piper 2015).
Democratic Republic of the Congo	CITES Party since 1976; legislation is in Category 1 under the CITES National Legislation Project. ⁹⁸
Gabon	There are flaws in the primary wildlife legislation and extremely weak penalties; became a CITES Party in 1989; legislation is in Category 2 under the CITES National Legislation Project; leopards are a completely protected species and cannot be hunted (DLA Piper 2015).
Kenya	Became a CITES Party in 1979; legislation is in Category 2 under the CITES National Legislation Project and Kenya is a country “requiring attention as a priority;” ⁹⁹ strong wildlife legislation enacted, but implementing legislation is pending consultation process.
Lesotho	CITES Party since 2003; legislation is in Category 3 under the CITES National Legislation Project; enabling legislation (environmental) enacted. ¹⁰⁰
Malawi	Became a CITES Party in 1982; legislation is in Category 2 under the CITES National Legislation Project. ¹⁰¹
Mozambique	Legislation is flawed and inadequate; there is no list of protected species; the law does not prohibit the hunting of protected species; Mozambique became a CITES Party in 1981; CITES National Legislation Project Category 3; enforcement is lacking (DLA Piper 2015). As of January 2016, Mozambique was listed in Category 2 and identified as a Party requiring attention as a priority, CITES-specific legislation enacted but local legal consultant reviewing existing legislation, preparing new draft legislation to address gaps, assisting with national consultative process and preparing final draft legislation. ¹⁰²
Namibia	Namibia has a comprehensive national legal framework; Namibia became a CITES Party in 1990; legislation is in Category 1 under the CITES National Legislation Project; financial penalties are comparatively low considering the potential economic value of wildlife; leopards are “protected game” which can be hunted under a permit issued by the Ministry of Environment and Tourism (DLA Piper 2015).

⁹⁶ CITES, at <https://cites.org/sites/default/files/eng/prog/Legislation/CITES-NLP+Table2-20years.pdf>.

⁹⁷ CITES, at <https://cites.org/sites/default/files/eng/prog/Legislation/CITES-NLP+Table2-20years.pdf>.

⁹⁸ CITES, at <https://cites.org/sites/default/files/eng/prog/Legislation/CITES-NLP-Cat1.pdf>.

⁹⁹ CITES, at <https://cites.org/sites/default/files/eng/prog/Legislation/CITES-NLP-Table1-Priority17.pdf>.

¹⁰⁰ CITES, at <https://cites.org/sites/default/files/eng/prog/Legislation/CITES-NLP-Table3-less20.pdf>.

¹⁰¹ CITES, at <https://cites.org/sites/default/files/eng/prog/Legislation/CITES-NLP+Table2-20years.pdf>.

¹⁰² CITES, at <https://cites.org/sites/default/files/eng/prog/Legislation/CITES-NLP-Table1-Priority17.pdf>.

Country	National Policies, Laws, Regulations
Rwanda	CITES Party since 1981; CITES National Legislation Project Category 3 and identified as a Party requiring attention as a priority. ¹⁰³
South Africa	South Africa has an “impressive suite” of wildlife regulations and stringent penalties; South Africa has been a CITES Party since 1975; it is in Category 1 of the CITES National Legislation Project; the leopard is a “protected species” which may be hunted under permit; the provinces implement the national laws and there is great disparity between the provinces in this regard; South Africa lacks the enforcement and prosecutorial capacity to adequately combat wildlife crimes (DLA Piper 2015).
Swaziland	CITES Party since 1997; CITES National Legislation Project Category 3; Comprehensive draft and revised draft legislation prepared. ¹⁰⁴
Tanzania	CITES Party since 1980; CITES National Legislation Project Category 2 and identified as a Party requiring attention as a priority; ¹⁰⁵ legislation enacted for Tanzania mainland but lack of legislation for Zanzibar a major concern.
Uganda	CITES Party since 1991; CITES National Legislation Project Category 3; ¹⁰⁶ Wildlife Policy adopted; draft legislation aligned with policy and submitted to Cabinet.
Zambia	Zambia’s national wildlife laws are inadequate as there are significant omissions and confusion; Zambia has been a CITES Party since 1981 and its legislation is in Category 2 under the CITES National Legislation Project; Zambia’s laws do not prohibit the hunting and trade of “protected species” for commercial purposes; the leopard is not a protected species but is classified as a “dangerous” animal and a “game animal”; the laws have strong penalties for some violations (illegal hunting of elephants) but these do not extend to other species, including leopards; fines are inadequate compared to potential profits; Zambia banned big cat hunting in 2013 and 2014, except in Game Management Areas, due to declining numbers and allegations of corruption in the awarding of safari hunting concessions (DLA Piper 2015).
Zimbabwe	Zimbabwe has detailed legislation and comprehensive penalties; nonetheless, enforcement is inadequate and wildlife crime is widespread; CITES Party since 1981; Zimbabwe’s legislation is in Category 1 under the CITES National Legislation Project. ¹⁰⁷

E. Other Natural or Manmade Factors Affecting the Species’ Existence

1. Prey Depletion

Leopard population densities are directly related to biomass of medium (10-40 kg) and large-sized wild herbivores, the main leopard prey (Stein et al. 2016). However, populations of such herbivores have been severely depleted by the unsustainable bushmeat trade which is considered to be a major threat to the survival of the African leopard (Jacobson et al. 2016a, Stein et al. 2016). As noted in Jackson et al. (1989), the existence of suitable habitat in and of itself does not mean that leopards will be present; there are many places with suitable habitat that contain no leopards because the prey has been depleted. In some places, bushmeat hunting has nearly eliminated the small- to medium-sized animals preferred as

¹⁰³ CITES, at <https://cites.org/sites/default/files/eng/prog/Legislation/CITES-NLP-Table1-Priority17.pdf>.

¹⁰⁴ CITES, at <https://cites.org/sites/default/files/eng/prog/Legislation/CITES-NLP-Table3-less20.pdf>.

¹⁰⁵ CITES, at <https://cites.org/sites/default/files/eng/prog/Legislation/CITES-NLP-Table1-Priority17.pdf>.

¹⁰⁶ CITES, at <https://cites.org/sites/default/files/eng/prog/Legislation/CITES-NLP+Table2-20years.pdf>.

¹⁰⁷ CITES, at <https://cites.org/sites/default/files/eng/prog/Legislation/CITES-NLP-Cat1.pdf>.

prey by leopards (Jackson et al. 1989). According to Stein et al. (2016), Craigie et al. (2010) found an estimated 59% average decline in leopard prey populations in 78 protected areas in West, East and Southern Africa between 1970 and 2005 due to commercialized bushmeat trade.

In intact rainforests where there is intense competition with humans for wild prey and “wild meat harvests denudes forests of prey” and may drive local leopard extinction (Henschel 2008). Bushmeat hunting in the Congo Basin for local and commercial use has reduced the wild prey base, resulting in lower leopard densities and even the disappearance of leopards from some places (Henschel 2008, 2009). Leopard range is largely reduced in human-populated areas in the Democratic Republic of the Congo due illegal hunting and bushmeat trade (Stein et al. 2016). Bushmeat poaching in Mozambique and Zambia has severely reduced leopard prey inside and outside of protected areas (Stein et al. 2016).

2. Human-Leopard Conflict

Intense persecution, particularly for livestock loss but also for human deaths and injury, is a major threat to the leopard in Africa (Ray et al. 2005, Henschel 2008, Stein et al. 2016). About 60-70% of Africa’s people rely on agriculture and livestock for their livelihoods, and the human population of Africa is expected to more than double by 2050 (Stein et al. 2016); thus, the future will likely see increasing numbers of people using increasing amounts of land in conflict with decreasing numbers of leopards. Currently, many sub-Saharan African countries allow farmers to kill predators considered to be a threat to life or property without first obtaining a permit; it is likely that a large number of leopards are killed but not reported; and the total number of leopards killed due to conflict is unknown (Stein et al. 2016). Leopards have been eradicated from some areas in order to protect livestock and humans (Jackson et al. 1989). Marker and Dickman (2005) found leopard densities to be lower outside of reserves despite there being no marked difference in prey biomass between protected and unprotected areas; the authors explained that “the lower leopard density outside reserves was probably a result of local persecution by landowners, as leopards are commonly considered a threat both to people and their stock.” (p. 113). And indiscriminate killing, such as the poisoning of carcasses aimed at attracting and killing carnivores of any and all types, and the use of snares to kill other species, is also a threat to the survival of leopards (Henschel 2008, Jorge 2012).

* * *

As demonstrated in this Petition, the current listing of leopards in “southern Africa” is biologically, legally, and geographically unsound, as it relies on biased anecdotal reports that have been discredited for over two decades, and leopards in the 18 countries currently listed as Threatened are in danger of extinction based on the ESA listing factors and should be included along with leopards in Asia and North and West Africa in one species-level Endangered listing. The Service cannot continue to maintain this unlawful split-listing and must immediately initiate a status review of the species. 16 U.S.C. § 1533(b)(3). Indeed, in order to ensure that listings are based on the best available science, the ESA requires FWS to “conduct, at least once every five years, a review of *all* species” listed under the ESA to determine if such species should be reclassified or removed from the list. 16 U.S.C. § 1533(c)(2) (emphasis added). *See also* 50 C.F.R. § 424.21; *Florida Home Builders Ass’n v. Norton*, 496 F.Supp.2d 1330 (M.D. Fl. 2007) (making clear that FWS has a non-discretionary duty to conduct five-year status reviews of each species listed under the ESA). Since finalizing the 1982 listing for leopards in southern Africa, FWS has not conducted a single five year review for *Panthera pardus*, in violation of the ESA. Thus, FWS must

expedite the processing of this petition and immediately issue a positive 90-day finding to begin this long-overdue status review. Petitioners are confident that a status review will reveal that listing the species *Panthera pardus* as Endangered across its entire African and Asian range is warranted.

V. FWS Must Immediately Restrict Leopard Trophy Imports

Additionally, even before FWS completes a status review of the species, we hereby petition the Service take immediate action to restrict leopard imports to address the primary impact that the U.S. has on leopard conservation. First, we urge FWS to suspend the issuance of CITES import permits for *Panthera pardus* trophies until the FWS non-detriment advice memoranda are updated for each range country where trophy hunting occurs. Second, we urge FWS to rescind the special rule pertaining to leopards from southern Africa (50 C.F.R. § 17.40(f)) to require ESA permits for all otherwise prohibited activities, consistent with 50 C.F.R. § 17.31(a).

A. FWS Must Suspend Leopard Trophy Imports Pending Scientific Review

It is arbitrary and capricious for the Service to issue CITES import permits for leopard trophies based on the faulty 1982, 1983, or 2015 non-detriment advice memoranda. As detailed above, those memoranda are not supported by the best available science and, therefore, the Service cannot possibly rely on those memoranda to make a reasoned finding that the issuance of leopard trophy import permits “will not be detrimental to the survival of that species.” CITES Art. III; 50 C.F.R. § 23.61 (“Detrimental activities, depending on the species, could include, among other things, unsustainable use and any activities that would pose a net harm to the status of the species in the wild. For Appendix I species, it also includes use or removal from the wild that results in habitat loss or destruction, interference with recovery efforts for a species, or stimulation of further trade.”).

Under the Administrative Procedure Act, a reviewing court shall “hold unlawful and set aside agency action, findings, and conclusions found to be ... arbitrary, capricious, an abuse of discretion, or otherwise not in accordance with law[.]” 5 U.S.C. § 706(2). In evaluating agency actions under this standard, courts must consider “whether the [agency's] decision was based on a consideration of the relevant factors and whether there has been a clear error of judgment.” *Marsh v. Oregon Natural Res. Council*, 490 U.S. 360, 378 (1989) (citation and internal quotation marks omitted); *Citizens to Preserve Overton Park v. Volpe*, 401 U.S. 402, 416 (1971). If an agency, however, “failed to provide a reasoned explanation, or where the record belies the agency's conclusion, [the court] must undo its action.” *Cnty. of Los Angeles v. Shalala*, 192 F.3d 1005, 1021 (D.C.Cir.1999). At the very least, the agency must have reviewed relevant data and articulated a satisfactory explanation establishing a “rational connection between the facts found and the choice made.” *Motor Vehicle Mfrs. Ass'n*, 463 U.S. at 43 (internal quotation marks omitted); *see also* *Pub. Citizen, Inc. v. Fed. Aviation Admin.*, 988 F.2d 186, 197 (D.C.Cir.1993) (“The requirement that agency action not be arbitrary or capricious includes a requirement that the agency adequately explain its result.”). “[A]n agency acts arbitrarily or capriciously if it ‘has relied on factors which Congress has not intended it to consider, entirely failed to consider an important aspect of the problem, offered an explanation for its decision that runs counter to the evidence before the agency, or is so implausible that it could not be ascribed to a difference in view or the product of agency expertise.’” *Am. Wildlands*, 530 F.3d at 997-98 (*quoting Motor Vehicle Mfrs. Ass'n*, 463 U.S. at 43).

In order to comply with the APA, ESA, and CITES, the Service must not issue any leopard trophy import permits unless or until it has strictly scrutinized the trophy hunting programs of leopard range states to determine whether recreational offtake of this imperiled species is sustainable. In order to facilitate that evaluation, the Service should determine whether the range state from which the trophy originated:

- Has an approved and current national leopard management plan, which develops and implements conservation activities for specific leopard conservation units and works in concert with regional leopard management plans. Such national management plans should be developed using the IUCN SSC guidelines for strategic conservation planning, based on scientific information, and implemented in a manner that benefits the species and provides economic incentives for local communities to protect and expand leopard habitat.
- Has up-to-date estimates on leopard distribution range, abundance, and status.
- Observes a precautionary approach to establishing hunting quotas given current leopard population trends.
- Carries a credible capacity to monitor and manage leopard populations in order to maintain healthy numbers and genetic diversity.
- Has appointed an identified national leopard plan coordinator.
- Implements its leopard management in a manner that is informed by the biological needs of the species and is based on the best available science.
- Has sound law enforcement capabilities to deter or punish illegal retaliatory killings.
- Involves local communities in leopard protection and humane conflict mitigation strategies.
- Implements a human-leopard conflict management plan (including rapid response, mitigation approaches, a training component, education).
- Actively promotes wildlife-integrated land-use to ensure land-use planning does not negatively impact leopard conservation.
- Achieves conservation targets within identified time frames.
- Documents the achievement of stated goals and monitor and evaluate the implementation of the plan, and adapt it as necessary.
- Is in compliance with all international, regional and national commitments, agreements and regulations relating to wildlife (and specifically leopard) conservation, including (but not limited to) CITES.
- Has enacted laws and provided ample resources for enforcement against illegal trade in leopards and their parts.
- Cooperates with neighboring countries for transboundary leopard population conservation and monitoring.
- Has a system for measuring good governance when it comes to wildlife conservation/protection policy making and its implementation (for example, transparency International's corruption perception index).
- Has credible policies for managing any hunting offtake, including:
 - A science-based system for establishing hunting quotas which is demonstrably sustainable at a population level;

- Price-setting (taxes and minimum number of safari days) and a system of concession leasing that increase the value of leopards across their range (no competition on price);
- Hunting moratoria for any declining populations;
- A verifiable and enforceable mechanism to ensure no subadults or females are taken;
- An adaptive management policy of monitoring the impacts of the removal of individuals on remaining populations, and adjusting quotas accordingly; and
- A demonstrable commitment to ensure proceeds of trophy hunting are used to benefit wildlife (and specifically leopard) conservation and communities living with wildlife.

The status of *Panthera pardus* has changed dramatically since the 1982 and 1983 memoranda were drafted, and it is entirely arbitrary and capricious for the Service to rely on those memoranda to make non-detriment findings. It is particularly egregious for the Service to turn a blind eye to the last decade of warnings from leopard experts that the Martin and De Meulenaer's report of 700,000 leopards in Africa is completely inaccurate, and to have doubled-down on this bad science in issuing its 2015 non-detriment advice for Mozambique.

Additionally, the existing non-detriment advice memoranda only purport to authorize leopard imports from South Africa if they originate from "Transvaal" – but this now-defunct region does not encompass the whole of the leopard's range in South Africa and it does not appear that the Service has limited leopard trophy imports from South Africa to this part of the country. Thus, it appears that the Service's practice of allowing American trophy hunters to import their leopard kills does not even comply with its own non-detriment advice, which is arbitrary, capricious, and not in accordance with law.

Thus, in order to comply with CITES, the ESA, and the APA, FWS must immediately initiate a review of the leopard hunting programs in African range states, prioritizing the seven countries from which FWS currently allows leopard trophy imports: Mozambique, Botswana, South Africa, Tanzania, Zambia, Zimbabwe, Namibia. Unless or until such review is completed, FWS cannot lawfully issue any CITES import permits for leopard trophies.

B. FWS Should Repeal the ESA Special Rule for Leopards

In addition to taking the above action regarding CITES import permits, FWS must also take immediate action to apply the enhancement standard to leopard trophy imports. As discussed above, FWS committed in 1982 to not issue leopard trophy import permits unless the enhancement standard was met. *See* 47 Fed. Reg. at 4205 (import permit for leopard trophies will only be issued if "it is determined that the country of origin for the trophy has a management program for the leopard, and can show that its populations can sustain a sport hunting harvest, and that sport hunting enhances the survival of the species") (emphasis added). The Service has completely abdicated this duty, primarily through the adoption of a special rule that waives the requirement for ESA permits for leopard trophy imports. 50 C.F.R. § 17.40(f). In order to require ESA permits for all otherwise prohibited activities, consistent with 50 C.F.R. § 17.31(a), the Service should rescind this special rule.

As an initial matter, the Service only has authority under the ESA to issue special rules that are “necessary and advisable to provide for the conservation of such species.” 16 U.S.C. § 1533(d). Special rules must be designed and implemented to actually promote the conservation of the Threatened species. *See Sierra Club v. Clark*, 755 F.2d 608 (8th Cir. 1985); 16 U.S.C. § 1531(b) (the primary purpose of the ESA is to “provide a program for the conservation of such endangered species”); 16 U.S.C. § 1532(3) (the term “conservation” means “to use...all methods and procedures which are necessary to bring any endangered species or threatened species to the point at which the measures provided pursuant to this chapter are no longer necessary”). The current special rule – which allows American trophy hunters to exploit African leopards with little oversight, constituting a recognized threat to the species – is not *necessary* or *advisable* to provide for leopard conservation. Indeed, as demonstrated in this Petition, trophy hunting of leopards is poorly managed, unsustainable, and does not promote the conservation of *Panthera pardus*.

Therefore, the Service must take action to apply the enhancement standard to leopard trophy imports, in addition to requiring compliance with CITES permitting standards. *See, e.g., FWS, Ensuring the Future of the Black Rhino* (Nov. 25, 2014), at <http://www.fws.gov/news/blog/index.cfm/2014/11/25/Ensuring-the-Future-of-the-Black-Rhino> (acknowledging that the ESA enhancement standard is more stringent than the CITES non-detriment standard and that these rhino import permits will only be issued if the Service finds “that the rhino is taken as part of a well-managed conservation program that contributes to the long-term survival of the species”).

Rescinding the leopard special rule – the only purpose of which is to waive the ESA permitting requirements for trophy imports – would achieve this goal. Such action would be consistent with the Service’s recent action to reign in the unfettered imports of African elephant and lion trophies. *See* 50 C.F.R. § 17.40(e) (“African elephant sport-hunted trophies may be imported into the United States provided: (A) The trophy was legally taken in an African elephant range country that declared an ivory export quota to the CITES Secretariat for the year in which the trophy animal was killed; (B) A determination is made that the killing of the trophy animal will enhance the survival of the species and the trophy is accompanied by a threatened species permit issued under § 17.32; (C) The trophy is legibly marked in accordance with 50 CFR part 23; (D) The requirements in 50 CFR parts 13, 14, and 23 have been met; and (E) No more than two African elephant sport-hunted trophies are imported by any hunter in a calendar year.”); 50 C.F.R. § 17.40(r)(2) (“The import exemption found in § 17.8 for threatened wildlife listed in Appendix II of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) does not apply to this subspecies. A threatened species import permit under § 17.32 is required for the importation of all specimens of *Panthera leo melanochaita*.”). *See also Safari Club Int’l v. Jewell*, 76 F.Supp.3d 198 (D.D.C.2014) (upholding the Service’s non-detriment advice memorandum and enhancement memorandum finding that elephant trophy imports from Tanzania are unsustainable); 80 Fed. Reg. 79999 (Dec. 23, 2015) (FWS committing to review African lion range state management plans prior to issuing any ESA import permits for lion trophies).

Moreover, because the trophy hunting industry has been on notice since 1982 that the import of leopard trophies must meet the enhancement standard before being authorized, the Service could issue a Director’s Order to reiterate that the commitment made in the 1982 rule remains in force. Such order would be consistent with recent action that the Director took to prohibit FWS from issuing ESA or CITES

trophy import permits for any species to individuals who previously violated federal wildlife law, and directing FWS to “consider all relevant facts or information available” when determining whether to issue a permit.¹⁰⁸ It would also be consistent with the Director’s order to strengthen enforcement of existing laws pertaining to the trade in ivory (including ivory obtained through trophy hunting), making clear that the burden of proof is on the importer “to definitively show” that the importation of elephant tusks is ESA compliant.¹⁰⁹

Thus, while the Service considers this Petition to reclassify all *Panthera pardus* as Endangered, it must take swift action to bring its existing regulations and practice into compliance with the ESA by rescinding the special rule for leopards, applying the enhancement standard to any applications for leopard trophy imports, and updating the non-detriment advice memoranda for any country that authorizes leopard trophy hunting. *See* Declaration of Dr. Jane Goodall, ¶ 9-12; Declaration of Dereck Joubert, ¶ 19 (“The effort to protect leopards from extinction is vital – we no longer have the luxury of time to use or abuse these big cats for our own desires. Poaching of leopards – primarily for the fur trade – continues at unsustainable rates, and the African leopard is under immense threats from habitat loss and human conflict. To allow the trophy hunting of leopards for recreational purposes to continue unchecked is scientifically and ethically unjustified.”).

VI. Conclusion

This Petition presents substantial scientific and commercial information indicating that the petitioned action – listing all *Panthera pardus* as Endangered – may be warranted. *See* 50 C.F.R. § 424.14(b). Therefore, Petitioners expect that the Service will promptly issue a positive 90-day finding on this Petition. 16 U.S.C. § 1533(b)(3). Further, because the Service has never reviewed the 1982 listing for *Panthera pardus*, the Service must immediately initiate a status review of the African leopard to bring that listing into compliance with the Endangered Species Act. *Id.* at § 1533(c)(2).

Not only must the Service reevaluate this listing to ensure it is based on the best available science, but it must take immediate action to restrict the import of African leopard trophies by requiring Endangered Species Act permits, applying the enhancement standard to each proposed import of leopard parts, and reevaluating its CITES non-detriment advice for African leopard range states. Indeed, a recent Congressional report specifically directs the Service to “rescind regulations that allow trophy imports to meet lesser conservation standards and require enhancement findings and import permits for all trophies of listed species.”¹¹⁰

¹⁰⁸ *See* FWS, Director’s Order No. 212 § 3 (Dec. 9, 2015), available at <http://www.fws.gov/policy/do212.pdf>.

¹⁰⁹ *See* FWS, Director’s Order No. 210 § 2 (Feb. 25, 2014), available at <http://www.fws.gov/policy/do210.pdf>.

¹¹⁰ Representative Raul M. Grijalva, *Missing the Mark: African Trophy Hunting Fails to Show Consistent Conservation Benefits* (June 13, 2016), available at <http://democrats-naturalresources.house.gov/imo/media/doc/Missing%20the%20Mark.pdf>.

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VIII. Annexes

- A. Declaration from Dr. Jane Goodall
- B. Declaration from Dereck Joubert
- C. CITES Establishment of Leopard Export Quotas 1987-2013
- D. Information from the CITES Trade Database

ANNEX A

**Declaration of Jane Goodall, Ph.D., DBE
Founder, the Jane Goodall Institute & UN Messenger of Peace**

England)
)
County of Dorset)

I, Jane Goodall, hereby declare as follows:

1. I reside in Bournemouth, England.
2. I received my Ph.D. in ethology from Cambridge University in 1965 and I have received over 45 honorary degrees from universities around the world. I have held several academic appointments, including serving as a professor at Stanford University, University of Southern California, Cornell University (Andrew D. White Professor at Large), and the University of Dar Es Salaam, and I routinely lecture on the topics of primatology, ethology, and conservation. I began studying the behavior of wild chimpanzees in what is now known as Gombe National Park, Tanzania, in 1960. I have written 15 books, plus 16 children’s books, many of them drawing upon my knowledge of African wildlife and conservation efforts, and have co-authored more than 86 research papers that have been published in peer-reviewed scientific journals. I am a United Nations Messenger of Peace and I currently serve in an advisory capacity in more than 100 organizations, including the Wildlife Conservation Society, the Cougar Fund and other groups that work on big cat conservation. A copy of my curriculum vitae is attached hereto.
3. In 1977, I founded the Jane Goodall Institute (JGI), which supports community-centered conservation in areas of East Africa and the Congo Basin. For example, JGI is working with 54 villages in western Tanzania to promote environmentally friendly agricultural practices, improve education, build efficient stoves to reduce demand for timber, and raise local incomes in order to mitigate deforestation and habitat loss for chimpanzees. JGI has also protected hundreds of thousands of acres of land in Tanzania, Uganda and Democratic Republic of Congo in which local communities have been empowered with technology to report activities that relate to habitat destruction and poaching.
4. The study of the Gombe chimpanzees is one of the two longest running studies of any wild animal species – now 56 years long – and my colleagues and I have made significant discoveries regarding the behavior of chimpanzees in Gombe, including the use and manufacture of tools, hunting and meat sharing, food preferences, ranging patterns, mother-offspring and sibling relationships, communication patterns, reproductive behavior, social dominance, personality differences, intercommunity “war” and the cultural traditions of a chimpanzee community. While conducting field work at Gombe, I have seen leopards on multiple occasions.

5. Based on my personal knowledge of African wildlife and for the following reasons, I support this administrative petition to extend the full protections of the Endangered Species Act to African leopards and to immediately increase scrutiny of leopard trophy imports into the U.S.

6. I have observed a significant decline in the presence of leopards in Gombe and other locations in Africa I have visited for decades. Leopards are extremely elusive and although I did not frequently see them when I first arrived at Gombe, it was apparent through their prints, scat, and sound that leopards were commonly there. Several months after I began tracking the chimpanzees, I experienced my first sighting of a leopard, a male who passed only a few yards away from me through the long grass. In the 1960s and 1970s, two leopards routinely ranged through the Kakombe valley in Gombe and Gombe rangers would see leopards on the beach of Lake Tanganyika at night. One actually sometimes visited my camp at night. But today Gombe, Tanzania's smallest national park, is increasingly pressured by human encroachment and it has been some years since there was any verified observation of any leopard.

7. At multiple other field sites where researchers study chimpanzees – such as Tai National Park in Cote d'Ivoire, the Bili-Uele Forest in Democratic Republic of Congo, and Mahale Mountains National Park in Tanzania – there have been documented instances of chimpanzee and leopard interactions. Chimpanzees sometimes appear to demonstrate fear of leopards and even behave more altruistically in the presence of leopards (suggesting that leopards may predate on chimpanzees, a theory supported by a 2012 study that discovered a chimpanzee patella and phalanges in leopard scat), but there have also been documented instances of chimpanzees antagonizing leopards (including evidence of chimpanzees killing leopard cubs and one incident of chimpanzees eating an adult leopard). There are also examples of baboons on the Serengeti forcing leopards to take refuge in a tree, and reports from Ruaha National Park of leopards preying on baboons. This fascinating behavior is increasingly difficult to observe, due to the decline in the leopard's population and range.

8. It is absolutely clear that leopards – like most wildlife in Africa – are at greater risk of extinction today than they were in 1982 when the U.S. Fish and Wildlife Service listed southern African leopards as Threatened. In the nearly six decades during which I have learned a great deal about wildlife in Tanzania and other African countries, the human population has more than doubled, resulting in rapidly vanishing wildlife habitat, wiping out forests and grasslands essential to sustain leopards and their prey. Large mammals – like leopards and chimpanzees – play essential roles in their ecosystems, and in order to preserve these magnificent animals in perpetuity it will require all nations to exercise their full power to promote the conservation of imperiled species.

9. Given the precipitous decline of African leopards in recent decades, and because the threats to the continued existence of *Panthera pardus* and its habitat are significant, the United States must ensure that it is not contributing to the imperilment of this species and do all it can to promote the conservation of leopards in Africa. Thus, it is completely unacceptable that American trophy

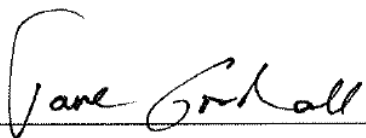
hunters continue to import hundreds of leopard trophies per year, apparently for recreational purposes.

10. Trophy hunters target large males in their prime – those who carry the genes likely to result in the perpetuation of strength and magnificence, splendid individuals whose decapitated heads disfigure the walls of countless wealthy homes. Trophy hunters routinely boast about the animals they have killed, posting photographs of their smiling faces hovering over the lifeless bodies of their conquests, even though the prey (which may be drugged or baited) is often shot with a high powered rifle from a safe distance. Trophy hunters sometimes defend this malicious slaughter by claiming that the money they pay for the pleasure of killing is what enables impoverished countries to pay for conservation of wildlife, but this argument has many flaws.

11. The money paid to hunt a leopard or other trophy animal is often counted as profit by a hunting outfitter and does not usually end up in a conservation program. And as the founder of an organization that has worked for decades on community-based conservation in Africa, I can say confidently that putting a bounty on the heads of individual animals is counter-productive to promoting their protection. Indeed, normalizing the recreational killing of a species promotes poaching of the species for commercial purposes. On the whole, trophy hunting is having a negative impact on populations of imperiled species, including leopards, which are subject to unsustainable quotas across their African range. Conservation programs are only as effective as the governmental organizations responsible for managing them, and the countries where the most trophy hunting occurs have high levels of corruption.

12. In my expert opinion, leopards across their African range are in danger of extinction and the U.S. Fish and Wildlife Service should strictly regulate the import of hunting trophies and other leopard parts in order to not continue to contribute to the decline of this endangered species.

Pursuant to 28 U.S.C. § 1746, I declare under penalty of perjury under the laws of the United States of America that the foregoing is, in my professional opinion, true and correct.



A handwritten signature in black ink, reading "Jane Goodall", is written over a horizontal line.

Dr. Jane Goodall

Executed on the 20th day of July, 2016



the Jane Goodall Institute

Curriculum Vitae

Jane Goodall, Ph.D., DBE

Founder, the Jane Goodall Institute

UN Messenger of Peace

www.janegoodall.org

Personal

Date of Birth: 3rd April 1934

Nationality: British

Marital Status: Married to Baron Hugo van Lawick, 1964 (divorced);

Married to Hon. Derek Bryceson, M.P., 1975 (widowed)

Children: Hugo Eric Louis van Lawick (1967 -)

Education

1950 School Certificate (London) with Matriculation Exemption

1952 Higher Certificate (London)

1962 Entered Cambridge University, United Kingdom, as Ph.D. candidate in Ethology under Professor Robert Hinde

1966 Ph.D. in Ethology, Cambridge University, United Kingdom

Research

From 1960 Behavior of free-living chimpanzees in Gombe National Park, Tanzania

1968-1969 Social behavior of the spotted hyena, *Crocutta crocutta*, Ngorongoro Conservation Area, Tanzania

1967-2003 Scientific Director of the Gombe Stream Research Centre, Tanzania

1972-2003 Director of research on the behavior of the olive baboon, *Papio anubis*, Gombe National Park, Tanzania

Academic Appointments

1971 – 1975 Visiting Professor, Department of Psychiatry and Program of Human Biology, Stanford University, Calif., USA

From 1973 Honorary Visiting Professor in Zoology, University of Dar es Salaam, Tanzania

1987 – 1988 Adjunct Professor of the Department of Environmental Studies, Tufts University, School of Veterinary Medicine, Boston, Mass., USA

1990 Associate, Cleveland Natural History Museum, Cleveland, OH, USA

1990 Distinguished Adjunct Professor, Departments of Anthropology and Occupational Therapy, University of Southern California, Calif., USA

1996 – 2002 Andrew D. White Professor-at-Large, Cornell University, NY, USA

Professional Affiliations

From 1974 Trustee, L.S.B. Leakey Foundation, USA

From 1976 Trustee, the Jane Goodall Institute for Wildlife Research, Education and Conservation, USA

From 1981 Scientific Governor, Chicago Academy of Sciences, USA

From 1984 International Director, ChimpanZoo (research program involving zoos and sanctuaries worldwide), USA

From 1987 Vice President, the British Veterinary Association's Animal Welfare Institute, UK

From 1988 Trustee, Jane Goodall Institute, UK

From 1989 Director, Humane Society of the United States, USA

From 1990 Member of the Advisory Board, Advocates for Animals, UK

From 1991 Member of the Advisory Board, the Albert Schweitzer Institute for the Humanities, USA

From 1993 Trustee, the Jane Goodall Institute, Canada

From 1994 Member of the Board, the Orangutan Foundation, USA

From 1994 Member of the Advisory Board, Trees for Life, USA

From 1997 Founder, Whole Child Initiative, USA

From 1995 Member of the Advisory Board, International Dolphin Project and Dolphin Project Europe

From 1995 Member of Council of Advisors, Global Green, USA

From 1996 Member of Advisory Board, The Fred Foundation, Netherlands

From 1998 to May 2008 President, Advocates for Animals, UK

From 1999 Member of Advisory Board, The Orion Society, USA

From 2000 to 2007 Member of the Board, Save the Chimps/Center for Captive Chimpanzee Care, USA

From 2000 Co-founder of Ethologists for Ethical Treatment of Animals/Citizens for Responsible Animal Behavior, USA

From 2001 Member of the International Advisory Board, Teachers Without Borders, USA

From 2001 Member of Advisory Committee, RESTORE, USA

From 2001 Honorary Trustee, The Eric Carle Museum of Picture Book Art, USA

From 2001 Member of IPS Ad-Hoc Committee for the World Heritage Status for Great Apes

From 2001 Member of Board of Trustees, NANPA Infinity Foundation, USA

From 2001 Member of Board, North American Bear Center, USA

From 2001 Member of Advisory Board, Laboratory Primate Advocacy Group, USA

From 2001 Member of Advisory Board, Tech Foundation, USA

From 2001 Member of Honorary Committee, Farm Sanctuary, USA

From 2002 Member of Advisory Board, Rachel's Network, USA

From 2002 Member of the Board of Directors, The Cougar Fund, USA

From 2002 Scientific Fellow of the Wildlife Conservation Society, USA

From 2002 Member of Board of Directors, The Many One Foundation, USA

From 2002 Member of Board of Governors and Officers, For Grace, USA

From 2002 Member of Advisory Board, Dignity U Wear, USA

2002-2003 Papadopoulos Fellow, The Kinkaid School USA

From 2003 Member of the Honorary Board, Albert Schweitzer Institute, USA

From 2004 Member of Advisory Board, Initiative for Animals and Ethics, Harvard University, USA

From 2004 Honorary Patron, Ryan's Well Foundation, Canada

From 2004 Member of Advisory Board, MONA-Spain

From 2004 Member of the Advisory Council, The Spiritual Alliance to Stop Intimate Violence, USA

From 2004 Member of Honour Committee of Fundación Altarriba, Spain

From 2005 Member of International Advisory Board, Friends of Africa International, USA

From 2005 Member of Cincinnati Zoo Advisory Council, USA

From 2005 Member of Advisory Board, Chimps Inc., USA

From 2005 Member of Advisory Board, KidsRights, Netherlands

From 2005 Member of Advisory Board, MediSend, USA

From 2005 Member of Honorary Board, Quinnipiac University, USA

From 2006 Member of Advisory Board, Foundation for Natural Leadership

From 2006 Member of Advisory Board, Nuclear Age Peace Foundation, USA

From 2006 Honorary Member, Club of Budapest, Hungary

From 2006 Member of the Mothers Network, ENO, Finland

From 2006 Member of Board of Directors, National Institute for Play, USA

From 2007 Fellow, Wings WorldQuest, USA

From 2007 Member of Advisory Board, Gift of Life in America, Inc., USA

From 2007 Member of Advisory Board, The Heart of America Foundation, USA

From 2007 Member of Advisory Board, Project R&R: Release and Restitution for Chimpanzees in U.S. Laboratories, a campaign of the New England Anti-Vivisection Society, USA

From 2007 Member of Advisory Board, Save the Chimps, USA

From 2007 Member of Advisory Board, Slow Food Nation, USA

From 2007 Distinguished Fellow, Ewha Academy for Advanced Studies, Republic of Korea

From 2007 Member of Advisory Board, Human and KIND, USA

From 2007 Honorary Board Member, The Scholar Ship Research Institute, UK

From 2007 Member of Advisory Board, Climate Clean, USA

From 2008 Member of the Great Chapter, Grace Cathedral, CA, USA

From 2008 Honorary Board Member, Eagle Vision Initiatives, USA

From 2008 Honorary Patron, Comunidad Inti Wara Yassi, UK

From 2008 Honorary Fellow, Institute of Biology, UK

From 2008 Patron, Earth Charter-UK

From 2008 Special Advisor for Biodiversity, Prince Albert II of Monaco Foundation, Monaco

From 2008 Member of Council of Honour, Waldrappteam, Austria

From 2008 Member of the Board, Climate Change Center, Republic of Korea

From 2008 Patron, Julia's House, UK

From 2008 Member of the Honorary Committee, Alpine Peace Crossing, Austria

From 2008 Member of the Advisory Council, Ebola Vaccination Initiative

From 2008 Patron, Society of Theological Zoology, Germany

From 2008 Member of Celebrity Circle Board, Green Chimneys, USA

From 2009 Honorary Keeper of the Museum Tridentino of Natural Science, Italy

From 2009 Member of Advisory Board, EcoReserve, USA

From 2009 Honorary Fellow, Society of Biology, UK

From 2009 Member of Advisory Board, Goodplanet Foundation of Yann Arthus-Bertrand, France

From 2009 Member of Advisory Board as advisor for Biodiversity, Foundation Jacques Chirac, France

From 2010 Honorary Co-Chair of the Build the Peace Committee, USA

From 2010-2013 Patron, Minding Animals International, Australia

From 2010 Member of the International Conference, WE, USA

From 2010 Member of Advisory Board, Living with Wolves, USA

From 2010 Goodwill Ambassador, Equine Sciences Academy, USA

From 2010 Acclaimed Ambassador, Best Friends Animal Society, USA

From 2011 Member of the Advisory Council, Voices for a World Free of Nuclear Weapons, USA

From 2011 Patron, Voiceless, Australia

From 2012 Honorary Councilor, World Future Council, Germany

From 2012 Honorary Board, Center for Great Apes, USA

From 2013 International Patron, School Broadcasting Network Inc., Australia

From 2013 Member of Scientific and Ethics Council, Ecolo-Ethik, France

From 2013 Philosophical Society, Trinity College, Dublin, Ireland

From 2014 Member of Advisory Council, International Women's Earth and Climate Initiative (IWECI), USA

From 2014 Member of Advisory Board, Years of Living Dangerously, USA

From 2014 Advisor to Board, APOPO, USA

From 2014 Advisory Board, Mongabay.org, USA

From 2014 Honorary Board of Directors, IFAW, USA

From 2015 Patron of Nature, IUCN, USA

Memberships

1972 Honorary Foreign Member of the American Academy of Arts and Sciences, USA

1981 Explorer's Club, USA

1984 Foreign Member of the Research Centre for Human Ethology at the Max-Planck Institute for Behavioral Physiology, Germany

1988 American Philosophical Society, USA

1988 Society of Woman Geographers, USA

1990 Deutsche Akademie der Naturforscher Leopoldina, Germany

1991 Academia Scientiarum et Artium Europaea, Austria

1991 Honorary Fellow of the Royal Anthropological Institute of Great Britain and Ireland

2004 Great Ape Subsection of the Primate Specialist Group, USA

2006 Honorary Member, Ewha Academy of Arts and Sciences, Republic of Korea

2006 Member of the International Primatological Society, USA

Honorary Degrees

1975 LaSalle College, Philadelphia, Penn., USA

1979 Stirling University, Stirling, Scotland, UK

1986 Ludwig-Maximilians University, Munich, Germany

1986 Zoologisches Institut der Universitat Munchen, Munchen, Germany

1986 Tufts University, Boston, Mass., USA

1988 University of North Carolina, Greensboro, N.C., USA

1990 University of Pennsylvania, Philadelphia, Penn., USA

1991 Colorado College, Colorado Springs, Colo., USA

1993 College of William and Mary, Williamsburg, Va., USA

1993 University of Miami, Coral Gables, Fla., USA

1994 Utrecht University, Utrecht, Netherlands

1996 Western Connecticut State University, Danbury, Conn., USA

1996 Salisbury State University, Salisbury, Md., USA

1997 University of Edinburgh Veterinary School, Edinburgh, Scotland, UK

1998 University of Guelph, Guelph, Ontario, Canada

1999 Albright College, Reading, Penn., USA

2000 Wesleyan College, Macon, Ga., USA

2001 University of Minnesota, Minneapolis, Minn., USA

2001 University at Buffalo, Buffalo, N.Y., USA

2001 Ryerson University, Toronto, Ontario, Canada

2001 Providence University, Taiwan, Republic of China

2002 Elon University, Elon, N.C., USA

2002 Sweet Briar College, Sweet Briar, Va., USA

2003 University of Central Lancashire, UK

2004 University of Natal, Pietermaritzburg, South Africa

2004 Haverford College, Haverford, Penn., USA

2005 Pecs University, Pecs, Hungary

2005 Syracuse University, Syracuse, N.Y., USA

2005 Rutgers, The State University of New Jersey, Camden, N.J., USA

2006 The Open University of Tanzania, Dar es Salaam, Tanzania

2007 Doane College, Crete, Neb., USA

2007 Uppsala University, Uppsala, Sweden

2007 Kyoto University, Kyoto, Japan

2007 University of Liverpool, Liverpool, UK

2008 Lehigh University, Bethlehem, Penn., USA

2008 University of Toronto, Toronto, Canada

2008 University of Haifa, Haifa, Israel

2008 National Taiwan University of Science and Technology, Taiwan, Republic of China

2009 University of Liège, Liège, Belgium

2009 University of Pablo de Olavide, Seville, Spain

2009 University of Alicante, Sant Vicent del Raspeig/Alicante, Spain

2011 American University of Paris, Paris, France

2011 Giordano Bruno GlobalShift University, Budapest, Hungary

2011 Maimonides University, Buenos Aires, Argentina

2012 National Tsing Hua University, Taiwan

2012 Goldsmiths, University of London, UK

2013 University of St. Andrews, Scotland, UK

2013 Trinity College, Dublin, Ireland

2013 St. Ignatius of Loyola University, Peru

2014 University of South Australia, Adelaide, Australia

2016 University of Redlands, Redlands, CA

Awards

1963 and 1964 Franklin Burr Award for Contribution to Science, National Geographic Society, USA

1970 Stott Science Award, Cambridge University, UK

1974 Gold Medal for Conservation, San Diego Zoological Society, USA

1974 Conservation Award, Women's Branch of the New York Zoological Society, USA

1974 Bradford Washburn Award, Boston Museum of Science (with Hugo van Lawick), USA

1980 Order of the Golden Ark, World Wildlife Award for Conservation, presented by HRH Prince Bernhard of the Netherlands, Netherlands

1984 J. Paul Getty Wildlife Conservation Prize, Tanzania

1985 Living Legacy Award, the Women's International Center, USA

1987 The Albert Schweitzer Award of the Animal Welfare Institute, USA

1987 National Alliance for Animals Award

1987 E. Mendel Medaille from the Deutsche Akademie der Naturforscher Leopoldina, East Germany

1987 Golden Plate Award, Academy of Achievement, USA

1988 Centennial Award, National Geographic Society, USA

1988 Joseph Wood Krutch Medal, the Humane Society of the United States, USA

1988 Award for Humane Excellence, American Society for the Prevention of Cruelty to Animals, USA

1989 Encyclopedia Britannica Award for Excellence on the Dissemination of Learning for the Benefit of Mankind, USA

1989 Anthropologist of the Year Award

1990 The Anthropology in Media Award, American Anthropological Association, USA

1990 Whooping Crane Conservation Award, Conoco, Inc., USA

1990 Gold Medal of the Society of Women Geographers, USA

1990 Washoe Award

1990 The Kyoto Prize in Basic Science, Japan

1991 The Edinburgh Medal, UK

1993 Rainforest Alliance Lifetime Achievement Award, USA

1994 Chester Zoo Diamond Jubilee Medal, UK

1995 Commander of the British Empire, presented by Her Majesty Queen Elizabeth II, UK

1995 The National Geographic Society Hubbard Medal for Distinction in Exploration, Discovery, and Research, USA

1995 Lifetime Achievement Award, In Defense of Animals, USA

1995 The Moody Gardens Environmental Award, USA

1995 Honorary Wardenship of Uganda National Parks, Uganda

1996 The Zoological Society of London Silver Medal, UK

1996 The Tanzanian Kilimanjaro Medal, Tanzania

1996 The Primate Society of Great Britain Conservation Award, UK

1996 The Caring Institute Award, USA

1996 The Polar Bear Award, National Alliance for Animals

1996 William Proctor Prize for Scientific Achievement, Sigma Xi, USA

1997 Tyler Prize for Environmental Achievement, USA

1997 David S. Ingalls, Jr. Award for Excellence

1997 Common Wealth Award for Public Service, USA

1997 The Field Museum's Award of Merit

1997 Royal Geographical Society / Discovery Channel Europe Award for A Lifetime of Discovery

1997 Global 500 Roll of Honour Award, UNEP, Seoul, Korea

1998 Disney's Animal Kingdom Eco Hero Award, USA

1998 National Science Board Public Service Award, USA

1998 The Orion Society's John Hay Award, USA

1999 International Peace Award, Community of Christ, USA

1999 Botanical Research Institute of Texas International Award of Excellence in Conservation, USA

2000 Reorganized Church of the Latter Day Saints International Peace Award, USA

2001 Graham J. Norton Award for Achievement in Increasing Community Liability

2001 Rungius Award of the National Museum of Wildlife Art, USA

2001 Master Peace Award

2001 Gandhi/King Award for Non-Violence, USA

2002 The Huxley Memorial Medal, Royal Anthropological Institute of Great Britain and Ireland

2002 United Nations Messenger of Peace Appointment, USA

2003 Benjamin Franklin Medal in Life Science, USA

2003 Harvard Medical School's Center for Health and the Global Environmental Citizen Award, USA

2003 Prince of Asturias Award for Technical and Scientific Achievement, Spain

2003 Chicago Academy of Sciences' Honorary Environmental Leader Award, USA

2003 Commonwealth Club Centennial Medallion Award

2004 Dame of the British Empire, presented by HRH Prince Charles, UK

2004 Teachers College Columbia University Medal for Distinguished Service to Education, USA

2004 Nierenberg Prize for Science in the Public Interest, USA

2004 Will Rogers Spirit Award, the Rotary Club of Will Rogers and Will Rogers Memorial Museums

2004 Lifetime Achievement Award, the International Fund for Animal Welfare (IFAW), USA

2004 Polar Star Award, Paris, France

2004 Save Our Species Award, Santa Barbara, Calif., USA

2004 Time Magazine European Heroes Award

2004 Extraordinary Service to Humanity Award, The Bear Search and Rescue Foundation, USA

2004 Medal for Distinguished Service to Education, Teachers College, Columbia University, N.Y., USA

2005 Lifetime Achievement Award, Jackson Hole Wildlife Film Festival, USA

2005 Siemens Academy of Life Award, Austria

2005 Westminster College President's Medal, Salt Lake City, Utah, USA

2005 National Organization for Women's Intrepid Award, USA

2005 Honorary Conservation Award, University of Iowa, USA

2005 Discovery and Imagination Stage Award, USA

2005 Westminster College President's Medal for Exemplary Achievement, Utah, USA

2005 Pax Natura Award, Utah, USA

2005 Two Wings Award, Vienna, Austria

2006 International Patron of the Immortal Chaplains Foundation, USA

2006 UNESCO 60th Anniversary Golden Medal Award, Paris, France

2006 French Legion of Honor, awarded by the President of France, Mr. Jacques Chirac, and presented by Prime Minister Dominique de Villepin

2006 Lifetime Achievement Award, Jules Verne Adventures

2006 Biophilia Award, Jazzpur Society, Windsor, Canada

2006 Genesis Award, Humane Society of the United States, USA

2007 Lifetime Achievement Award, WINGS WorldQuest

2007 Honorary Medal of the City of Paris, presented by Mr. Bertrand Delanoë, mayor of Paris, France

2007 Roger Tory Peterson Memorial Medal, Harvard Museum of Natural History, USA

2008 Presidential Medal for Global and Visionary Leadership, Montana State University, Bozeman, Mont., USA

2008 Prix de la Fondation Prince Albert II de Monaco, presented to David Lefranc by Prince Albert II of Monaco

2008 Prize for Sustainable Community Development, Weidemann Foundation, Calif., USA

2008 State of Rhode Island and Providence Plantations Citation, R.I., USA

2008 Eurogroup Award, Brussels, Belgium

2008 Courage of Conscience Award, The Peace Abbey, Sherborn, Mass., USA

2008 Environmental Education Award of Hebei University of Science and Technology, China

2008 L.S.B Leakey Foundation Prize for Multidisciplinary Research on Ape and Human Evolution (Leakey Prize), USA

2009 United States Department of the Interior, The Secretary's Lifetime Achievement Award, presented by Mr. Ken Salazar, USA

2009 Minerva Award, USA

2010 Association of American Geographers Atlas Award, USA

2010 International Golden Doves for Peace Award, Italy

2010 Peace Hero, Kids for Peace, USA

2010 BAMBI Award, Germany

2010 NEA Award for Outstanding Service to Public Education, NEA Foundation, Washington, D.C., USA

2011 Order of Merit of the Italian Republic, Italy

2011 Mayor's Medallion, Lincoln, Neb., USA

2011 Heart of Green Award for Lifetime Achievement, TheDailyGreen.com, USA

2011 Focus magazine's Greatest Personality of Planete Doc Film Festival, Poland

2011 Honorary International Ranger Award, The Thin Green Line Foundation and International Ranger Federation, Australia

2011 Inspirational International Award, The Inspiration Awards for Women, USA

2011 Grand Officer of the Order of Merit of the Italian Republic, presented by the President of the Republic's Counselor Magistrate Dr. Elio Berarducci

2012 Lifetime Achievement Award, The Observer Ethical Awards, UK

2012 Outstanding Harmony Award in Rio+20, World Harmony Foundation, Australia

2012 Anne Marrow Lindberg Award for Living with Grace and Distinction, Huffington Center for Aging, USA

2012 II Monito del Giardino international award, Italy

2012 AARP Inspire Award, USA

2013 Varner Vitality Lecture, Oakland University, Michigan, USA

2013 WildCare Environmental Award, California, USA

2013, Wyland Icon Award, USA

2014 Better Malaysia Foundation (BMF) Person of the Year Award, Kuala Lumpur, Malaysia

2014 Animal Defence and Anti-Vivisection Society, Person of the Year Award, British Columbia, Canada

2014 Distinguished Lecturer, the University of Iowa Lecture Committee, Iowa, USA

2014 Invercargill Vegan Society Award, Dunedin, New Zealand

2014 BAUM Award, Germany

2014 Look! World Achievement Award

2014 Green Prize Award, Santa Monica Public Library

2014, Recognition of lifelong contributions to wildlife protection from MOTC, Taiwan

2014, World Technology Network (WTN) Award for Use of Technology in Policy, New York, USA

2014, President's Medal from the British Academy, London, UK

2014, Captain Planet Foundation Exemplar Award, Atlanta, GA USA

2015, Asia Pacific Brand Foundation, The BrandLaureate Legendary Award, Malaysia

2015, Premi Internacional Catalunya Prize, Catalonia, Spain

2015, The Perfect World Foundation, Conservationist of the Year 2015, Stockholm, Sweden

2015, the Orang Utan Republik Foundation, Pongo Environmental Award, Beverly Hills, CA USA

Publications

Books

1967 My Friends the Wild Chimpanzees. Washington, D.C.: National Geographic Society

1971 Innocent Killers (with H. van Lawick). Boston: Houghton Mifflin; London: Collins.

1971 In the Shadow of Man. Boston: Houghton Mifflin; London: Collins.
Published in 48 languages.

1986 The Chimpanzees of Gombe: Patterns of Behavior. Boston: Bellknap Press of the Harvard University Press. Published also in Japanese and Russian.

R.R. Hawkins Award for the Outstanding Technical, Scientific or Medical book of 1986, to Bellknap Press of Harvard University Press, Boston.

The Wildlife Society (USA) Award for "Outstanding Publication in Wildlife Ecology and Management."

1990 Through a Window: My Thirty Years with the Chimpanzees of Gombe. London: Weidenfeld & Nicolson; Boston: Houghton Mifflin.
Translated into more than 15 languages.

1991 Penguin edition, UK. American Library Association "Best" list among Nine Notable Books (Nonfiction) for 1991.

1993 Visions of Caliban (co-authored with Dale Peterson, Ph.D.). Boston: Houghton Mifflin.

New York Times "Notable Book" for 1993.

Library Journal "Best Sci-Tech Book" for 1993.

1999 Brutal Kinship (with Michael Nichols). New York: Aperture Foundation.

1999 Reason For Hope: A Spiritual Journey (with Phillip Berman). New York: Warner Books, Inc. Translated into more than 13 languages.

1999 40 Years At Gombe. New York: Stewart, Tabori, and Chang.

2000 Africa In My Blood (edited by Dale Peterson). New York: Houghton Mifflin Company.

2001 Beyond Innocence: An Autobiography in Letters, The Later Years (edited by Dale Peterson). New York: Houghton Mifflin Company.

2002 The Ten Trusts: What We Must Do To Care for the Animals We Love (with Marc Bekoff). San Francisco: Harper San Francisco.

2005 Harvest for Hope: A Guide to Mindful Eating (with Gary McAvoy and Gail Hudson). New York: Warner Books.

2009 Hope for Animals and Their World: How Endangered Species Are Being Rescued from the Brink (with Thane Maynard and Gail Hudson). New York: Grand Central Publishing.

2010 50 Years at Gombe. New York: Stewart, Tabori, and Chang.

2014 Seeds of Hope: Wisdom and Wonder from the World of Plants (with Gail Hudson). New York: Grand Central Publishing.

Children's Books

1972 Grub: The Bush Baby (with H. van Lawick). Boston: Houghton Mifflin.

1988 My Life with the Chimpanzees. New York: Byron Preiss Visual Publications, Inc. Translated into French, Japanese and Chinese.

Parenting's Reading-Magic Award for "Outstanding Book for Children," 1989.

1989 The Chimpanzee Family Book. Saxonville, MA: Picture Book Studio; Munich: Neugebauer Press; London: Picture Book Studio.

Translated into more than 15 languages, including Japanese and Kiswahili.
The UNICEF Award for the best children's book of 1989.
Austrian state prize for best children's book of 1990.

1989 Jane Goodall's Animal World: Chimps. New York: Macmillan.

1989 Animal Family Series: Chimpanzee Family; Lion Family; Elephant Family; Zebra Family; Giraffe Family; Baboon Family; Hyena Family; Wildebeest Family. Toronto: Madison Marketing Ltd.

1994 With Love (illustrated by Alan Marks). New York / London: North-South Books.
Translated into German, French, Italian, and Japanese.

1999 Dr. White (illustrated by Julie Litty). New York: North-South Books.

2000 The Eagle & the Wren (illustrated by Alexander Reichstein). New York: North-South Books.

2001 Chimpanzees I Love: Saving Their World and Ours. New York: Scholastic Press.

2004 Rickie and Henri: A True Story (with Alan Marks) New York: Penguin Young Readers Group.

2013 Dr. White (illustrated by Julie Litty) gift book size. Honk Kong: minedition

2014 The Eagle & the Wren (illustrated by Alexander Reichstein) gift book size. Hong Kong: minedition

2014 With Love (illustrated by Alan Marks) gift book size. Hong Kong: minedition

2014 Jane Goodall The Chimpanzee Children of Gombe (with Michael Neugebauer). Hong Kong: minedition

2015 Prayer for World Peace (with Michael Neugebauer). Hong Kong: minedition

Films

1963 Miss Goodall and the Wild Chimpanzees, National Geographic Society.

1984 Among the Wild Chimpanzees, National Geographic Special.

1988 People of the Forest, with Hugo van Lawick.

1990 Chimpanzee Alert, in the Nature Watch Series, Central Television.

1990 Chimps, So Like Us, HBO film nominated for 1990 Academy Award.

1990 The Life and Legend of Jane Goodall, National Geographic Society.

1990 The Gombe Chimpanzees, Bavarian Television.

1995 Fifi's Boys, for the Natural World series for the BBC.

1995 My Life with the Wild Chimpanzees, National Geographic.

Chimpanzee Diary for BBC2 Animal Zone.

Animal Minds for BBC.

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ANNEX B

Declaration of Dereck Joubert

Botswana)
)
Okavango)

I, Dereck Joubert, hereby declare as follows:

1. I reside at Duba Plains camp, in the Okavango Delta in Botswana.
2. After my studies at University of Witwatersrand in Johannesburg, South Africa, I started work at the Chobe Lion Research Institute in Botswana researching and, later, filming big cats, for the major broadcasters of the world (e.g., BBC, National Geographic).
3. During our 30 years with the National Geographic Society so far, my wife Beverly and I have made over 25 films for National Geographic that have garnered 9 Emmy Awards, a Peabody award, and other international recognition. I have also published 11 books, multiple scientific papers, and dozens of articles for National Geographic Magazine and other publications, focusing on the plight of wildlife in southern Africa.
4. In 2006 Beverly and I were awarded the status of National Geographic Explorers in Residence, two of only 10 people that carry that title around the world.
5. In 2009, we founded the Big Cats Initiative, a National Geographic program dedicated to the preservation of big cats (including leopards, lions, tigers, jaguars, and cheetahs) through education, conservation projects, and a worldwide awareness campaign. To date, the Big Cats Initiative has funded over 90 grants across more than 27 countries. Further, the Big Cats Initiative has supported research, including the most recent and most comprehensive study of leopard populations across their range.
6. In 2011, I received a Presidential Order of Meritorious Service by the President of Botswana for my conservation efforts in Botswana. I am currently a member of the International Union for Conservation of Nature (IUCN) African Lion Working Group.
7. I am also the founder and CEO of Great Plains Conservation, a company that manages approximately 1,800,000 acres of land in Botswana and Kenya for conservation purposes. Through this effort I have converted large tracts of land that were formerly open to hunting to wildlife preserves that benefit surrounding communities and provide opportunities for low-impact eco-tourism. For example, the Selinda Reserve is a 350,000 acre private wildlife sanctuary in the northern part of Botswana that provides habitat for leopards and dozens of other species. Through this effort we increased the economic benefit to the nation of Botswana from that concession by 2,500% by switching from hunting to photographic tourism. I also sit on the board of The Big Life Foundation in Kenya.
7. I have made four films about leopards: “Eye of the Leopard,” “The Unlikely Leopard,” “Living with Big Cats “ and “Big Cat Odyssey” all of which required Beverly and I to follow individual leopards on a daily basis for multiple years to capture natural leopard behavior. For example, for “Eye of the Leopard,” from 2003-2007 Beverly and I following a leopard cub – named Legadema – from eight days of age, a journey that exposed us to the often

mysterious lives of leopards and gave us an insight into just how fragile and complex their societies are. Making these films – which involves hundreds of hours in the field, tracking leopards, highlighted the need to engage in policy decisions to protect the world's remaining big cats.

8. Based on my substantial experience in field biology and wildlife filmmaking, it is my expert opinion that leopards are in danger of extinction across their African and Asian range, and that governments must take all actions within their authority to promote the conservation of this species before it disappears.

9. Because of the secretive and solitary nature of leopards, it is exceedingly difficult get an accurate census of leopards across the species' African range. There were estimates of about 700,000 leopards in Africa in the 1980s, but the most recent science states that such estimates were flawed. There is no reason to believe that the population trend for leopards is significantly different to those of other big cats in Africa, all of which indicate a 95% decline over the past 50 years. Our own findings coincide with that hypothesis and in many areas I have surveyed, in particular where there is hunting, leopard have declined significantly. Territories have been disrupted and breeding has been suppressed. It is unlikely that there are more than 50,000 leopards in Africa today. Indeed, based on my experience over the last 30 years working with leopards, the population has significantly decreased in that time. For example, in the Selinda and Kwando areas of Botswana where we estimated a home range of 12 sq km per leopard and studied 26 females, once trophy hunting increased, we reached a point where we saw no leopards in 5 years and heard none either. Overhunting is a huge threat to this species.

10. Leopards are severely impacted by habitat loss and human encroachment, with the most recent data revealing that the African leopard has lost 48-67% of its historical range. I have actively worked to reduce those threats through protecting leopard habitat, educating surrounding communities on how to peacefully coexist with these predators, and implementing a program to reimburse local people for any loss of livestock caused by leopards, via our foundations and initiative (Great Plains Foundation, Big Cats Initiative and The Big Life Foundation.) However, the habitat loss is often linked to over population of humans and a task best tackled at a different level of policy and leadership discussion. Hunting, however, is something we can actually do something about with rational legislation today.

11. Despite their imperiled status, leopards continue to be targeted by trophy hunters, most of whom are American. I estimated that in the five years I followed Legadema, 10,000 leopards were legally shot by trophy hunters, (according to issued CITES permits) in addition to the immense amount of leopard poaching during the same period. The African leopard simply cannot sustain losses of thousands or even hundreds of individuals per year – at this rate the subspecies could go to the very edge of extinction in 10-15 years.

12. In my expert opinion, trophy hunting is a dire threat to the continued survival of the African leopard. My own observations across six hunting concessions in Botswana are consistent with this observation. Scientific papers (Palazy et al) on the relationship between lions and trophy hunters are also indicative of that basic fact that trophy hunting is the direct cause of cat population declines wherever it is carried out.

13. In addition, the activity undermines conservation, fuels corruption at the local levels in particular and often higher up, and causes the loss of the healthiest animals in the populations, animals that are key for reproduction and social cohesion of those species. Leopards are no exception. A single young male has enormous obstacles to overcome to survive on his own, to learn how to hunt, to fight for territory and to earn the status to breed. But it is exactly these qualities that trophy hunting targets the young male for, and selects the finest breeders, and carriers of the best genetic qualities for the survival of the species. This selection process often condemns them to death before they can breed. In addition, the cubs of prime breeding males that are shot are left unprotected and vulnerable to incoming territorial males, whose first order of business is to kill cubs from other males. Each leopard that is shot as a trophy cannot be considered in isolation but as just the tip of the iceberg in a trickle down effect of destruction to the family and society of leopards he influences.

14. Hunting is often cited as being a deterrent to poaching, but it was clearly demonstrated in Botswana, that the presence and occurrence of gunshots by legal hunters in an area only served to confuse anti poaching forces in their efforts to detect illegal hunters (poachers.) Once trophy hunting was stopped the wildlife authorities and the military (carrying out anti-poaching duties) were significantly more effective in finding and stopping poachers, to the degree where poaching in the border sections of Botswana went from 'rampant' to 'zero' over a six year period.

15. As a revenue resource, not only has hunting been shown to contribute less than 0.27% to the GDP's of African countries that still allow hunting today, it cannot co-exist with tourism for obvious reasons, so it actually erodes the potential for an alternative land use. The replacement of hunting, in particular of big cats, with tourism, however, is a very viable way to use the land more kindly. For example, before I acquired the Selinda concession in Botswana it was used almost exclusively for trophy hunting. On the first day of purchase I stopped all the hunting. Since then I have seen a steady regrowth and benefit to the wildlife, both in terms of population recovery, and of course the attitude of wildlife towards humans (tourists). We have no attacks, no charges, animals don't run in fear that we have been able to create a facility that is wild again but that allows people from around the world to see wildlife and become engaged with the life changing experiences that a safari in Africa can offer. We converted the concession into a Reserve and it now employs 20 times the number of local staff, pays taxes, and delivers a benefit to the nation of over 2,500% more that it was doing under the hunting regime, while providing food on a daily basis to many thousands of dependents of people we employ.

16. Claims that trophy hunting promotes conservation through financial contributions are not supported, nor are the claims that hunting is the only land use that creates value in marginal wildlife areas. The Selinda Reserve is a classic example of what was once considered a marginal piece of land. The value of these animals is a combination of "intangible" and "real." Who can quantify the impact on a young person, of seeing their first leopard in a tree in the wild, or the disappearance of any knowledge of a leopard to the Ingwe people of the Zulu nation, who take the leopard as their spiritual totem? For tourism, however, it is tangible. For example, I did a survey in Savuti in Botswana to calculate the value of one male lion trophy versus the value of that male lion as a living eco-tourism asset. At the time (in 1995), the value of the dead lion was US\$15,000, whereas its value alive was approximately US\$2,000,000. A male leopard that may live 12 years in the wild is

an enduring revenue stream, a single hunt of that leopard ends, not just its genetic lineage, but its earnings potential for conservation, forever. Most trophy hunting operations, are owned by foreign interests and do not share money with local communities. Responsible eco-tourism – like that operated by Great Plains Conservation – shares the benefit with governments and local communities. For example, most hunting concessions can only service 12-15 hunters per year, whereas an eco-tourism operated concessions can service thousands with much less of an ecological impact. In each of our concessions we pay over more than US\$30,000 per year in leases and benefits.

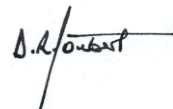
17. Because of our income from tourism and because of our influence on our guests, many of whom come specifically to see leopards, we have been able to solicit support in being able to rescue and move 100 rhinos from the highest poaching areas in South Africa to the protection in Botswana. This is an added and often hidden benefit of protecting the iconic cats of Africa: the extended holistic conservation ethic born from protection rather than selfish eradication.

18. Trophy hunting is little more than a bloodlust and thrill of killing and has no longer any place in sound wildlife management, especially in association with declining and threatened species. Studies also show that we cannot rely on the hunting fraternity to make wise conservation decisions around threatened species and that, in fact, as species decline and become more threatened or even endangered, they become even more valuable and desired by hunters. We have to ask if we want to project to the next generation that the best way for us to interact with nature is via violent actions like this and if that will lead to more or less harmony in an already troubled world.

19. The effort to protect leopards from extinction is vital – we no longer have the luxury of time to use or abuse these big cats for our own desires. Poaching of leopards – primarily for the fur trade – continues at unsustainable rates, and the African leopard is under immense threats from habitat loss and human conflict. To allow the trophy hunting of leopards for recreational purposes to continue unchecked is scientifically and ethically unjustified.

20. In my opinion, leopards across their African range are in danger of extinction and the U.S. Fish and Wildlife Service should strictly regulate the import of hunting trophies and other leopard parts in order to not continue to contribute to the decline of this endangered species.

Pursuant to 28 U.S.C. § 1746, I declare under penalty of perjury under the laws of the United States of America that the foregoing is, in my professional opinion, true and correct.

A handwritten signature in black ink, appearing to read 'D. Joubert', with a horizontal line extending to the right.

Dereck Joubert

Executed on 1st day of July, 2016.

ANNEX C

CITES Establishment of Leopard Export Quotas 1987-2013

Resolution Conf. 5.13 a) recommends that the following states export not more than the indicated number of leopard skins in any one calendar year:

<u>State</u>	<u>Quota</u>
Botswana	80
Kenya	80
Malawi	20
Mozambique	60
United Republic of Tanzania	250
Zambia	300
Zimbabwe	350

Source: <https://cites.org/sites/default/files/eng/cop/06/doc/E06-27.pdf>, 1987.

Resolution Conf. 6.9, paragraph a), recommends that the following states export not more than the indicated number of leopard skins in any one calendar year:

<u>State</u>	<u>Quota</u>
Botswana	80
Central African Republic	40
Ethiopia	500
Kenya	80
Malawi	20
Mozambique	60
United Republic of Tanzania	250
Zambia	300
Zimbabwe	500

Source: <https://cites.org/sites/default/files/eng/cop/07/doc/E07-27.pdf>, 1989.

Resolution Conf. 7.7, paragraph a), recommends that the following states export not more than the indicated number of leopard skins in any one calendar year:

<u>State</u>	<u>Quota</u>
Botswana	100
Central African Republic	40
Ethiopia	500
Kenya	80
Malawi	20
Mozambique	60
South Africa	50
United Republic of Tanzania	250
Zambia	300
Zimbabwe	500

Source: <https://cites.org/sites/default/files/eng/cop/08/doc/E-20.pdf>, 1992.

STATE	QUOTA
Botswana	100
* Central African Republic	40
* Ethiopia	500
* Kenya	80
Malawi	50
Namibia	100
* Mozambique	60
* South Africa	50
United Republic of Tanzania	250
Zambia	300
Zimbabwe	500

Source: Proposal by Botswana, Malawi, Namibia, Zambia and Zimbabwe to transfer *Panthera pardus* from CITES Appendix I to Appendix II and to establish export quotas for eleven countries https://cites.org/sites/default/files/eng/cop/08/prop/E08-Prop-EQ1_to_EQ5_Panthera.PDF, 1992. The proposal was rejected by vote but the quotas approved.¹

State	Quota
Botswana	100
Central African Republic	40
Ethiopia	500
Kenya	80
Malawi	50
Mozambique	60
Namibia	100
South Africa	75
United Republic of Tanzania	250
Zambia	300
Zimbabwe	500

Source: In session document, <https://cites.org/sites/default/files/eng/cop/08/E-In-session.pdf>, 1992.

The delegation of Botswana stated that in February 1994 they had submitted a special report to the Secretariat requesting an increase in their annual quota from 100 to 130 for the period 1995-1997. The Secretariat acknowledged receipt of the report and agreed that the increase in quota was justified but needed the approval of the Parties.

Source: <https://cites.org/sites/default/files/eng/cop/09/E9-ComL.pdf>, 1994.

Country	1994			1995			1996	
	Quota	Special reports (exports)	Annual reports (exports)	Quota	Special reports (exports)	Annual reports (exports)	Quota	Special reports (exports)
Botswana	100	41	42 (42)	130	68	25 (25)	130	32
Central African Republic	40	19	19 (19)	40	8	7 (13)	40	n.a.
Ethiopia	500	2	1 (1)	500	0	0 (0)	500	2
Kenya	80	0	2 / (2)	80	0	0 (1)	80	0
Malawi	20	6	6 / (6)	50	8	/ (7)	50	1
Mozambique	60	15	4 (4)	60	23	14 (9)	60	18
Namibia	100	49	/ (47)	100	30	/ (36)	100	21
South Africa	50	28	/ (116)	75	55	n.a.	75	31
United Republic of Tanzania	250	185	275 (270)	250	175	223 (231)	250	250
Zambia	300	44	43	300	38	38	300	47
Zimbabwe	500	382	/ (142)	500	311	n.a.	500	n.a.

n.a. means the report in question was not submitted
 () figures in brackets are from the CITES annual reports database maintained by WCMC

Source: <https://cites.org/sites/default/files/eng/cop/10/doc/E10-41to43.pdf>, 1997

¹ <https://cites.org/sites/default/files/eng/cop/08/E-Com-I.pdf>

Reported exports of leopard (*Panthera pardus*) whole skins and nearly whole skins

Party [quota]	1999	2000	2001
Botswana [130]	115	124	54
Central African Republic [40]	11	22	26
Ethiopia [500]	0	0	0
Kenya [80]	1	0	0
Malawi [50]	0	no report	no report
Mozambique [60]	42	51	26
Namibia [100]	45	61	55
South Africa [75]	15	37	35
United Republic of Tanzania [250]	259 (includes 23 specimens collected in previous years)	248	260 (includes 16 specimens collected in previous years)
Zambia [300]	76	55	10
Zimbabwe [500]	131	185	275

Source: <https://cites.org/sites/default/files/eng/cop/12/doc/E12-23-1-1.pdf>, 2002.

State	Quota
Botswana	130
Central African Republic	40
Ethiopia	500
Kenya	80
Malawi	50
Mozambique	120
Namibia	250
South Africa	150
Uganda	28
United Republic of Tanzania	500
Zambia	300
Zimbabwe	500

Source: <https://cites.org/sites/default/files/eng/cop/16/doc/E-CoP16-52.pdf>

State	Quota
Botswana	130
Central African Republic	40
Ethiopia	500
Kenya	80
Malawi	50
Mozambique	120
Namibia	250
South Africa	150
Uganda	28
United Republic of Tanzania	500
Zambia	300
Zimbabwe	500

Source: Resolution Conf. 10.14 (Rev. CoP16), <https://cites.org/eng/res/10/10-14R16.php>

ANNEX D

Information from the CITES Trade Database

Table 1: International trade in leopards and their parts for all sources and all purposes.

Term	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Totals
bodies	7	0	9	10	22	19	24	24	9	11	135
bone pieces	0	0	0	2	0	0	0	0	0	0	2
bones	0	1	2	299	8	12	41	16	13	13	405
carvings	1	1	1	0	4	1	1	3	1	0	13
claws	0	70	20	3	64	18	65	72	68	1	381
cloth	0	0	0	0	0	0	0	1	0	0	1
derivatives	3,470	1,770	3,146	1,722	1,593	821	1,442	2	1	1	13,968
feet	0	2	0	29	0	0	0	4	0	0	35
garments	2	2	2	1	6	6	0	5	5	2	31
hair	0	6	0	10	209	0	2	2	8	1	238
hair products	0	0	0	0	0	0	0	1	0	0	1
leather products (L)	0	8	0	0	2	1	0	1	0	0	12
leather products (S)	3	2	4	2	3	6	2	3	262	0	287
live	37	44	45	42	48	75	79	68	68	44	550
medicine	0	0	0	0	0	0	0	383	56	99	538
plates	2	0	0	2	0	0	0	0	0	0	4
shoes	0	0	4	0	0	0	0	0	0	0	4
skeletons	1	0	0	0	0	0	1	0	0	0	2
skin pieces	9	1	1	65	10	2	2	17	8	4	119
skins	72	162	61	74	233	234	353	466	228	45	1,928
skulls	26	132	17	48	238	277	437	479	277	114	2,045
specimens	132	108	119	262	361	445	324	1,421	143	1,037	4,352
tails	0	0	0	0	0	2	0	0	0	10	12
teeth	31	4	9	2	1	40	31	4	13	11	146
trophies	1,229	1,126	1,060	1,279	1,400	990	769	985	722	651	10,211
unspecified	1	0	0	0	0	0	0	0	0	0	1
Grand Total:	5,023	3,439	4,500	3,852	4,202	2,949	3,573	3,957	1,882	2,044	35,421

Source: UNEP-WCMC CITES Trade Database searched by "net imports" of *Panthera pardus*, all sources, all purposes, on 04/04/2016.

Table 2: International trade in wild source leopards and their parts for all purposes.

Term	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bodies	6	0	7	10	21	19	19	20	9	10	121
bones	0	1	0	259	6	12	41	16	13	13	361
carvings	0	0	0	0	0	0	0	0	1	0	1
claws	0	66	18	0	62	12	63	72	67	0	360
derivatives	521	246	154	4	20	20	50	0	0	0	1015
feet	0	2	0	0	0	0	0	4	0	0	6
garments	0	0	0	0	0	1	0	1	0	1	3
hair	0	6	0	10	209	0	0	2	7	1	235
leather	0	0	0	0	1	0	0	0	0	0	1

Term	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
products (large)											
leather products (small)	0	0	0	0	1	0	0	0	0	0	1
live	5	5	5	2	7	2	13	11	9	2	61
plates	1	0	0	2	0	0	0	0	0	0	3
shoes	0	0	2	0	0	0	0	0	0	0	2
skeletons	1	0	0	0	0	0	1	0	0	0	2
skin pieces	4	0	0	2	4	1	1	12	1	3	28
skins	46	148	36	46	210	222	345	442	214	34	1743
skulls	25	128	16	47	235	270	437	477	276	112	2023
specimens	132	108	119	257	18	442	291	1419	106	905	3797
tails	0	0	0	0	0	1	0	0	0	10	11
teeth	31	4	8	0	0	18	27	4	4	4	100
trophies	1211	1098	1041	1255	1387	977	748	968	706	643	10034
unspecified	1	0	0	0	0	0	0	0	0	0	1
Grand Total	1984	1812	1406	1894	2181	1997	2036	3448	1413	1738	19909

Source: UNEP-WCMC CITES Trade Database searched by "net imports" of *Panthera pardus*, wild sources, all purposes, on 03/23/2016.

Table 3. Imports of wild source leopards and their parts for all purposes, by country.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
leather products (small)		AE	0	0	0	0	0	1	0	0	0	0
live		AE	0	2	0	0	0	0	0	0	0	0
skins		AE	0	1	1	0	0	0	1	5	0	0
skulls		AE	0	0	0	0	0	0	3	0	0	1
trophies		AE	4	6	6	2	1	4	7	1	3	1
skins		AR	0	0	0	0	0	1	0	3	1	0
skulls		AR	0	0	0	0	0	1	0	4	4	1
trophies		AR	1	4	7	1	8	2	4	10	5	4
bodies		AT	0	0	0	0	0	1	0	0	0	0
skins		AT	7	14	15	0	3	4	4	3	4	0
skulls		AT	6	0	11	0	3	4	3	3	3	0
teeth		AT	0	0	8	0	0	0	0	0	0	0
trophies		AT	17	27	15	22	21	11	12	18	15	14
trophies		AT	0	0	0	0	0	0	1	0	0	0
hair		AU	0	0	0	0	0	0	0	2	0	0
leather products (small)		AU	0	1	0	0	0	0	0	0	0	0
skins		AU	1	9	1	0	1	5	2	1	0	0
skulls		AU	0	0	0	0	0	4	2	1	0	0
trophies		AU	0	4	0	2	1	0	1	2	0	1
skins		BE	0	0	0	0	3	1	0	1	0	0
skulls		BE	0	0	0	0	2	3	0	1	0	0
trophies		BE	11	6	11	10	10	11	4	4	2	1
skins		BG	0	1	0	0	0	1	0	1	0	0
skulls		BG	0	0	0	0	0	2	0	1	0	0
trophies		BG	4	6	7	3	1	5	3	6	1	2

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	
trophies		BH	0	1	0	0	0	0	0	0	0	0	
feet		BR	0	2	0	0	0	0	0	0	0	0	
skins		BR	0	3	0	0	1	0	0	0	0	0	
skulls		BR	0	0	0	0	1	1	0	0	0	0	
teeth		BR	0	4	0	0	0	0	0	0	0	0	
trophies		BR	1	1	0	1	1	1	0	0	0	4	
skulls		BS	0	0	0	0	2	0	0	0	0	0	
trophies		BS	0	1	0	1	1	0	0	0	0	0	
skins		BW	0	0	0	0	0	0	1	2	1	0	
skulls		BW	0	0	0	0	0	0	1	2	5	0	
trophies		BW	1	0	0	0	0	0	0	0	5	0	
bodies		CA	0	0	0	7	9	0	6	4	1	5	
bones		CA	0	1	0	2	2	0	2	0	0	0	
skin pieces		CA	0	0	0	0	0	0	1	0	0	0	
skins		CA	15	24	0	18	33	10	10	12	3	3	
skulls		CA	8	19	0	30	39	12	15	11	4	5	
skulls		CA	0	0	0	0	1	0	0	0	0	0	
trophies		CA	19	17	3	15	17	22	9	11	10	15	
CA total			42	61	3	72	101	44	43	38	18	28	450
skins		CG	0	0	0	0	0	0	0	0	0	2	
bodies		CH	2	0	0	0	0	0	0	0	0	1	
claws		CH	0	0	0	0	0	0	18	0	0	0	
hair		CH	0	6	0	0	0	0	0	0	0	0	
skins		CH	1	0	2	1	2	1	4	4	1	0	
skulls		CH	1	0	0	1	3	1	4	4	1	0	
specimens	ml	CH	0	5	0	0	0	0	0	0	0	0	
specimens		CH	0	100	46	25	0	0	0	27	6	3	
teeth		CH	0	0	0	0	0	0	0	4	4	0	
trophies		CH	10	2	10	4	6	0	21	3	7	5	
skulls		CL	0	0	0	0	0	1	0	0	0	0	
trophies		CL	4	0	1	1	0	1	0	0	3	0	
bodies		CN	1	0	1	0	0	1	2	2	1	0	
skins		CN	0	0	0	1	0	0	0	2	0	0	
skulls		CN	1	0	0	0	0	0	0	0	0	0	
specimens	g	CN	0	0	0	0	0	0	0	0	0	36	
specimens		CN	5	0	0	1	1	5	0	0	0	1	
trophies		CN	3	1	1	2	1	6	0	2	2	0	
skulls		CO	0	0	0	0	1	1	0	1	0	0	
trophies		CO	0	1	0	0	1	5	0	1	0	1	
skins		CR	1	0	0	0	0	0	0	0	0	0	
trophies		CR	1	3	0	2	0	0	1	1	0	0	
trophies		CS	1	0	0	1	0	0	0	0	0	0	
live		CU	0	0	0	0	0	0	0	6	6	0	
bodies		CZ	0	0	0	0	0	0	1	1	0	0	
skins		CZ	0	0	0	0	0	1	4	3	4	0	
skulls		CZ	0	0	0	0	0	1	4	3	4	0	
trophies		CZ	9	7	2	5	4	4	7	7	7	3	
bodies		DE	0	0	0	1	0	1	0	0	0	0	2
bones		DE	0	0	0	257	2	0	0	2	0	3	
claws		DE	0	0	0	0	18	0	0	0	0	0	
skin pieces		DE	0	0	0	0	2	0	0	0	0	0	
skins		DE	1	0	7	0	5	3	14	15	8	0	53

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	
skulls		DE	0	0	0	0	5	1	13	19	8	0	
specimens	ml	DE	0	0	0	0	0	0	0	60	0	0	
specimens		DE	126	0	53	44	1	100	5	1233	0	901	
teeth		DE	31	0	0	0	0	0	0	0	0	0	
trophies		DE	66	65	42	38	67	37	32	51	38	36	472
DE Total			224	65	102	340	100	142	64	1380	54	940	3411
bodies		DK	0	0	0	0	0	1	2	1	2	0	
bones		DK	0	0	0	0	0	2	4	0	0	0	
derivatives		DK	10	0	0	0	0	0	0	0	0	0	
skins		DK	0	0	0	2	0	2	5	1	2	1	
skulls		DK	0	1	0	1	2	4	8	1	2	2	
teeth		DK	0	0	0	0	0	0	27	0	0	0	
trophies		DK	7	10	11	11	24	23	45	6	3	6	
trophies		EC	0	0	2	0	0	0	1	0	0	0	
skins		EE	0	1	0	0	0	0	0	0	0	0	
skulls		EE	0	1	0	0	0	0	0	0	0	0	
trophies		EE	1	1	0	1	0	0	0	0	1	1	
trophies		EG	0	1	0	0	0	0	0	0	0	0	
bodies		ES	0	0	0	0	0	2	0	1	0	0	3
skeletons		ES	0	0	0	0	0	0	1	0	0	0	3
skins		ES	0	3	0	0	19	27	32	12	7	1	6
skulls		ES	0	4	1	0	20	28	38	14	8	3	
trophies		ES	90	91	100	76	72	54	40	29	28	22	602
ES Total			90	98	101	76	111	111	111	56	43	26	823
skins		FI	0	0	0	0	0	0	2	1	0	0	
skulls		FI	0	0	0	0	0	1	3	1	1	0	
trophies		FI	6	5	3	3	24	6	5	5	2	5	
bodies		FR	0	0	0	0	3	0	0	0	0	0	3
carvings		FR	0	0	0	0	0	0	0	0	0.33	0	0
hair	kg	FR	0.486	0	0	0	0	0	0	0	0	0	0
skeletons		FR	1	0	0	0	0	0	0	0	0	0	1
skins		FR	4	1	1	0	29	26	19	23	11	3	117
skulls		FR	1	1	0	0	30	29	18	26	17	9	131
tails		FR	0	0	0	0	0	1	0	0	0	0	1
teeth	g	FR	65	0	0	0	0	0	0	0	0	0	0
trophies	kg	FR	0	0	4	0	0	0	0	0	0	0	0
trophies		FR	191	73	64	186	110	97	43	91	45	35	935
FR Total													1188
bodies		GB	0	0	0	0	4	3	1	2	4	0	
claws		GB	0	0	0	0	0	0	0	0	5	0	
derivatives		GB	0	0	0	0	0	0	50	0	0	0	
garments		GB	0	0	0	0	0	0	0	1	0	0	
hair		GB	0	0	0	0	209	0	0	0	0	0	
skin pieces		GB	0	0	0	0	0	0	0	5	0	0	
skins		GB	0	3	0	8	9	4	9	5	5	0	
skulls		GB	0	2	0	3	8	7	9	9	4	1	
specimens		GB	0	8	0	0	0	0	0	4	1	0	
trophies		GB	6	6	7	12	6	6	4	7	3	7	
live		GM	0	0	0	2	0	0	0	0	0	0	
bodies		HK	0	0	1	0	0	0	0	0	0	0	
leather products (small)		HK	0	0	0	0	1	0	0	0	0	0	

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	
skins		HK	0	0	0	0	1	0	0	0	0	0	
skulls		HK	0	0	0	0	1	0	0	0	0	0	
skins		HN	0	0	0	0	0	0	0	0	1	0	
skulls		HN	0	0	0	0	0	0	0	0	1	0	
trophies		HR	6	3	3	3	4	1	1	0	0	1	
skins		HU	0	0	0	0	8	0	3	2	5	0	
skulls		HU	0	0	0	0	8	0	3	2	5	1	
trophies		HU	0	0	6	11	21	11	12	16	13	11	
trophies		ID	0	0	0	0	0	0	0	0	0	1	
trophies		IE	1	0	3	0	0	0	0	0	0	0	
specimens	ml	IL	0	0	0	0	0	0	0	0	1.5	0	
specimens		IL	0	0	0	0	0	0	0	1	0	0	
bodies		IS	0	0	1	0	0	0	0	0	0	0	
skins		IS	0	0	0	0	0	0	0	0	3	1	
skulls		IS	0	0	0	0	0	0	0	0	3	1	
trophies		IS	0	0	0	1	2	0	1	1	1	0	
bodies		IT	0	0	0	0	0	1	0	0	0	0	
bones		IT	0	0	0	0	0	2	0	0	0	0	
skins	kg	IT	0	0	0	0	0	0	1	0	0	0	
skins		IT	0	0	0	0	5	5	4	3	2	0	
skulls	kg	IT	0	0	0	0	0	0	1	0	0	0	
skulls		IT	0	0	0	0	6	6	10	5	7	1	
trophies		IT	20	12	15	18	23	18	22	19	15	7	
skins		JM	0	0	0	0	0	0	2	0	0	0	
skulls		JM	0	0	0	0	0	0	2	0	0	0	
trophies		JM	1	0	1	0	0	0	0	0	0	0	
live		JO	0	0	0	0	1	0	0	0	0	0	
skins		JO	0	0	0	0	1	0	0	0	0	0	
hair	kg	JP	0	0	0	0.2	0	0	0	0	0	0	
specimens	g	JP	0	300	0	0	0	0	0	0	0	0	
specimens	kg	JP	0	0.3	0	0	0	15	0	0	0	0	
specimens		JP	0	0	20	0	0	0	0	0	0	0	
skins		KE	0	0	0	0	0	0	1	0	0	0	
specimens		KE	0	0	0	0	0	0	0	1	0	0	
bodies		KR	3	0	0	0	0	0	1	0	0	0	
live		KR	0	0	0	0	2	0	0	0	0	0	
bodies		KW	0	0	0	0	1	0	0	0	0	0	
specimens		KW	1	0	0	0	0	0	0	0	0	0	
trophies		KW	0	0	2	1	0	0	0	0	0	0	
live		KZ	0	0	0	0	0	0	1	1	0	0	
bodies		LB	0	0	1	0	0	0	0	1	0	0	
skins		LB	0	0	0	0	1	0	0	0	0	0	
skulls		LB	0	0	0	0	0	2	0	1	0	0	
trophies		LB	1	0	1	2	1	2	4	0	1	0	
trophies		LI	1	0	0	0	0	0	0	0	0	0	
skins		LK	0	0	0	0	2	0	0	0	0	0	
skins		LT	0	0	0	0	0	0	0	1	1	0	
skulls		LT	0	0	0	0	0	0	0	1	1	0	
trophies		LT	1	1	2	2	5	3	0	2	2	4	
skins		LU	0	0	0	0	0	0	1	0	0	0	
skulls		LU	0	0	0	0	0	0	2	0	0	0	
trophies		LU	2	1	6	4	0	4	4	0	1	3	

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	
derivatives		LV	0	0	0	0	0	2	0	0	0	0	
trophies		LV	2	4	3	4	2	1	0	1	3	3	
leather products (small)		LY	0	0	1	0	1	1	0	0	0	0	
skins		LY	0	0	1	0	1	0	0	0	0	0	
bodies		MA	0	0	0	0	0	0	1	0	0	0	
skins		MA	0	0	0	0	0	0	3	0	0	0	
skulls		MA	0	0	0	0	0	0	2	0	0	0	
trophies		MA	0	2	0	1	1	1	2	0	0	1	
trophies		MC	0	0	0	0	0	0	0	0	0	1	
skins		MG	0	0	0	0	0	0	0	1	0	0	
skulls		MG	0	0	0	0	0	0	1	1	0	0	
trophies		MG	0	0	0	0	0	0	1	0	0	0	
skulls		MU	0	0	0	0	0	0	0	1	0	0	
trophies		MU	0	0	0	0	0	0	0	1	0	0	
live		MW	0	0	0	0	0	0	6	2	0	0	
bodies		MX	0	0	0	0	1	0	0	0	0	0	
bones		MX	0	0	0	0	0	2	2	1	0	0	
claws		MX	0	0	0	0	0	0	0	18	18	0	
derivatives		MX	0	0	0	0	0	2	0	0	0	0	
skins		MX	0	0	0	0	3	4	3	4	5	1	
skulls		MX	0	2	0	0	3	5	11	4	4	2	
trophies		MX	40	68	54	64	50	47	38	49	33	31	
trophies		MX	0	0	0	0	0	0	1	0	0	0	
MX Total			40	70	54	64	57	60	55	76	60	34	570
skins		MZ	0	0	1	0	1	0	1	0	0	0	
skulls		MZ	0	0	0	0	0	0	1	0	0	2	
trophies		MZ	0	0	0	0	0	2	0	1	0	0	
bodies		NA	0	0	0	1	0	0	0	0	0	0	
skins		NA	0	0	0	0	0	0	2	2	0	0	
skulls		NA	0	1	0	0	0	0	2	2	0	0	
trophies		NA	3	5	0	2	1	1	1	1	1	0	
skins		NC	1	0	0	0	0	0	0	0	0	0	
trophies		NC	0	0	0	0	0	1	0	0	0	1	
bodies		NG	0	0	0	0	0	0	2	0	0	0	
skins		NG	0	0	0	0	0	0	0	6	0	0	
skulls		NG	0	0	0	0	0	0	2	0	0	0	
trophies		NG	0	0	0	0	0	0	0	4	0	0	
live		NI	0	0	0	0	0	0	1	0	0	0	
trophies		NI	0	0	0	0	0	0	0	1	0	0	
bodies		NL	0	0	0	0	0	1	0	0	0	0	
hair		NL	0	0	0	10	0	0	0	0	0	0	
skins		NL	3	0	0	0	1	0	2	1	0	0	
skulls		NL	0	0	0	1	2	0	2	0	0	0	
trophies		NL	2	1	0	0	3	2	0	0	0	2	
bodies		NO	0	0	0	0	0	0	0	0	0	3	
skins		NO	0	0	0	0	1	2	2	1	0	1	
skulls		NO	0	0	0	1	2	3	4	1	0	3	
specimens		NO	0	0	0	0	0	0	0	1	0	0	
trophies		NO	2	5	2	7	5	6	6	3	3	3	
trophies		NP	0	0	1	0	0	0	0	0	0	0	
bodies		NZ	0	0	0	0	2	0	0	1	0	0	

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	
hair		NZ	0	0	0	0	0	0	0	0	0	1	
skin pieces		NZ	0	0	0	0	0	0	0	1	0	0	
skins		NZ	1	2	0	0	1	1	0	0	1	0	
skulls		NZ	0	0	0	0	2	1	1	2	1	0	
trophies		NZ	2	1	0	1	4	6	3	3	1	2	
skins		PA	0	0	0	0	0	0	0	0	2	0	
skulls		PA	0	0	0	0	0	0	0	1	3	0	
trophies		PA	0	0	0	0	0	1	0	1	1	0	
leather products (large)		PH	0	0	0	0	1	0	0	0	0	0	
skulls		PH	0	0	0	0	1	2	2	0	0	0	
trophies		PH	1	0	0	3	41	5	2	0	0	0	
live		PK	0	0	0	0	0	0	0	0	0	2	
skulls		PK	0	0	0	0	1	0	1	2	0	0	
trophies		PK	3	1	1	0	1	0	5	3	0	0	
trophies		PK	0	0	0	0	0	0	1	0	0	0	
bodies		PL	0	0	0	0	0	0	0	0	1	0	
skins		PL	0	0	0	0	2	0	1	2	0	0	
skulls		PL	0	0	0	0	2	0	1	1	0	0	
trophies		PL	5	10	8	8	8	6	8	6	6	6	
leather products (small)		PT	0	1	0	0	0	0	0	0	0	0	
skins		PT	0	0	0	0	0	1	5	5	2	0	
skulls		PT	0	0	0	0	3	6	10	7	2	0	
trophies		PT	18	12	12	7	16	6	9	5	2	1	
trophies		PY	0	0	0	0	0	0	0	0	0	3	
skulls		QA	0	0	0	0	0	0	0	2	2	4	
trophies		QA	2	0	0	0	0	2	3	4	3	0	
skins		RO	0	0	0	0	0	0	0	1	0	0	
skulls		RO	0	0	0	0	0	0	0	1	0	0	
trophies		RO	1	0	4	2	1	1	0	0	2	1	
trophies		RS	0	1	1	2	1	1	1	0	2	0	
bodies		RU	0	0	3	0	1	2	1	1	0	1	
live		RU	0	0	0	0	4	2	4	0	0	0	
skins		RU	0	0	0	0	7	6	8	7	2	1	
skulls		RU	0	0	0	0	6	5	11	6	2	7	
trophies		RU	15	8	18	36	40	35	29	43	21	36	
live		SA	1	0	0	0	0	0	0	0	3	0	
trophies		SA	0	0	4	0	1	0	0	0	0	0	
skins		SB	0	0	0	0	0	0	1	0	0	0	
skulls		SB	0	0	0	0	0	0	1	0	0	0	
skins		SD	0	0	0	0	0	0	0	0	1	0	
skulls		SD	0	0	0	0	0	0	0	0	1	0	
trophies		SD	0	0	0	0	0	0	0	0	0	2	
bodies		SE	0	0	0	0	0	0	0	1	0	0	
claws		SE	0	0	0	0	0	0	0	16	0	0	
skins		SE	0	0	0	0	0	4	1	6	2	0	
skulls		SE	0	0	0	0	0	2	3	6	4	1	
teeth		SE	0	0	0	0	0	18	0	0	0	0	
trophies		SE	2	7	9	5	29	7	3	8	12	3	
bones		SG	0	0	0	0	0	0	0	0	2	0	

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	
skulls		SG	0	0	0	0	0	0	0	0	1	0	
trophies		SG	0	1	0	0	0	0	0	0	1	0	
trophies		SI	1	4	5	2	4	1	0	2	0	0	
bones		SK	0	0	0	0	0	0	0	0	0	1	
skins		SK	0	0	0	0	0	0	0	0	0	4	
skulls		SK	0	0	0	0	0	0	0	0	0	4	
trophies		SK	3	3	2	8	5	2	5	5	5	2	
trophies		SL	0	1	0	0	1	2	1	2	0	0	
live		SV	0	0	0	0	0	0	0	1	0	0	
trophies		SV	0	0	1	0	0	0	0	0	0	0	
live		SY	1	3	3	0	0	0	0	0	0	0	
skins		SY	0	1	0	0	0	0	0	0	0	0	
skins		SZ	0	2	4	4	0	0	0	0	0	0	
trophies		SZ	6	0	0	2	1	0	0	0	0	2	
live		TJ	2	0	0	0	0	0	0	0	0	0	
specimens		TN	0	0	0	1	0	0	0	0	0	0	
skins		TR	1	0	0	0	0	0	0	0	0	0	
trophies		TR	0	0	0	1	1	0	1	0	0	0	
skins		TW	0	0	0	0	0	0	1	0	0	0	
skins		TZ	0	0	0	0	0	1	1	0	0	0	
skulls		TZ	0	0	0	0	0	5	0	0	0	0	
trophies		TZ	1	1	1	1	1	5	0	0	0	0	
bodies		UA	0	0	0	1	0	0	0	0	0	0	
skulls		UA	0	0	0	0	0	1	0	0	0	0	
trophies		UA	0	1	2	1	1	1	0	0	2	3	
bodies		US	0	0	0	0	0	6	2	5	0	0	13
bones		US	0	0	0	0	2	4	31	9	11	9	66
claws		US	0	66	18	0	44	12	27	38	44	0	249
derivatives		US	511	246	154	4	20	16	0	0	0	0	951
garments		US	0	0	0	0	0	1	0	0	0	1	2
hair		US	0	0	0	0	0	0	0	0	7	0	7
leather products (small)		US	0	0	1	0	0	0	0	0	0	0	1
plates		US	1	0	0	2	0	0	0	0	0	0	3
shoes		US	0	0	2	0	0	0	0	0	0	0	2
skin pieces		US	4	0	0	2	0	1	0	2	1	3	13
skins		US	4	29	3	12	47	83	153	262	108	11	712
skulls		US	2	46	4	9	70	96	186	275	129	47	864
specimens	g	US	0	0	0	0	0	0	0	0	16	0	0
specimens	ml	US	0	0	0	0	0	6	0	0	0	0	0
specimens		US	0	0	0	186	0	286	286	150	39	0	947
specimens		US	0	0	0	0	0	51	0	0	0	0	51
tails		US	0	0	0	0	0	0	0	0	0	10	10
teeth		US	0	0	0	0	0	0	0	0	0	4	4
trophies		US	507	524	506	581	648	447	298	474	352	319	4656
trophies		US	0	0	0	0	0	1	0	0	0	0	1
unspecified		US	1	0	0	0	0	0	0	0	0	0	1
US Total													8553
trophies		VG	0	1	0	0	0	0	0	0	0	0	
skins		XX	0	0	0	0	1	1	0	1	0	2	
skulls		XX	0	0	0	0	0	1	0	0	0	0	
trophies		XX	15	2	0	0	0	3	0	1	0	2	

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	
skins		YE	0	1	0	0	0	0	0	0	0	0	
skins		YU	0	0	0	0	0	0	0	0	1	0	
skulls		YU	0	0	0	0	0	0	0	0	1	0	
bones		ZA	0	0	0	0	0	2	2	4	0	0	8
claws		ZA	0	0	0	0	0	0	18	0	0	0	18
feet		ZA	0	0	0	0	0	0	0	4	0	0	4
live		ZA	1	0	2	0	0	0	1	1	0	0	5
skin pieces		ZA	0	0	0	0	2	0	0	4	0	0	6
skins		ZA	6	52	0	0	22	28	41	40	27	3	219
skulls		ZA	6	51	0	1	11	34	56	51	44	17	271
specimens	ml	ZA	0	0.5	0	0	0	0	0	0	0	0	0
specimens		ZA	0	0	0	0	16	0	0	2	60	0	78
trophies		ZA	89	74	73	74	85	48	44	55	43	30	615
ZA Total													1224
skulls		ZM	0	0	0	0	0	0	0	1	0	0	
trophies		ZM	0	0	0	0	0	0	2	2	0	1	
skins		ZW	0	1	0	0	0	0	2	3	6	0	
skulls		ZW	0	0	0	0	0	0	2	3	6	0	
trophies		ZW	5	5	3	2	4	2	0	0	0	1	

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" to U.S. of *Panthera pardus*, wild sources, all purposes, on 06/06/2016.

Table 5. Exports of wild source leopards and their parts for all purposes, by country.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	
leather products (small)		AE	0	0	1	0	1	1	0	0	0	0	
live		AE	0	0	0	0	1	0	0	0	3	0	
skins		AE	6	2	1	0	3	0	0	0	0	0	
skulls		AE	6	0	0	0	0	0	0	0	0	0	
specimens		AE	0	0	35	1	0	0	0	2	0	0	
trophies		AE	2	0	0	0	0	0	1	0	0	0	
trophies		AR	0	0	0	0	0	0	2	0	3	0	
skulls		AT	0	0	0	1	0	0	0	0	0	0	
trophies		AT	4	0	0	3	1	0	2	1	1	1	
skins		AU	0	1	0	0	0	0	1	1	0	0	
trophies		AU	0	0	1	0	0	0	0	0	0	0	
bodies		BE	0	0	0	0	0	0	1	0	0	1	
trophies		BE	0	0	0	0	0	0	0	0	1	0	
trophies		BH	0	0	2	0	0	0	0	0	1	0	
trophies		BR	0	0	0	0	1	0	0	0	0	0	
bodies		BW	0	0	1	0	0	0	0	0	0	0	
claws		BW	0	0	0	0	0	0	0	16	0	0	
hair		BW	0	6	0	0	0	0	0	0	0	0	
skins		BW	0	2	2	0	3	0	3	6	0	0	
skulls		BW	0	0	0	0	2	0	21	22	13	1	
specimens	ml	BW	0	5	0	0	0	0	0	0	0	0	
specimens		BW	0	4	11	25	16	0	0	27	60	0	
trophies	kg	BW	0	0	4	0	0	0	0	0	0	0	
trophies		BW	54	47	50	58	39	34	19	30	33	3	
bodies		CA	0	0	0	0	0	0	1	1	0	0	
garments		CA	0	0	0	0	0	1	0	0	0	0	

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	
plates		CA	0	0	0	2	0	0	0	0	0	0	
skins		CA	0	0	0	5	0	0	0	1	0	0	
skulls		CA	0	0	0	2	0	0	0	1	0	0	
trophies		CA	0	0	0	1	0	0	0	2	0	0	
skins		CD	0	0	0	3	2	0	0	5	0	0	
bones		CF	0	0	0	0	2	0	2	0	0	0	
claws		CF	0	0	0	0	18	0	18	0	0	0	
skins		CF	1	0	1	0	0	1	1	0	0	0	
skulls		CF	0	0	0	0	0	3	1	0	0	0	
specimens		CF	0	0	0	0	0	0	0	0	6	3	
trophies		CF	37	28	28	33	90	66	17	23	4	0	
bodies		CH	0	0	0	0	0	0	0	0	3	0	
skin pieces		CH	0	0	0	0	0	0	0	0	0	1	
skins		CH	0	0	7	0	0	0	0	0	0	0	
specimens		CH	125	0	0	0	0	0	0	2	1	0	
trophies		CH	4	0	0	0	0	0	0	0	0	0	
trophies		CL	0	0	0	0	0	4	0	0	0	0	
skins		CM	1	0	0	0	0	0	0	0	0	0	
derivatives		CN	18	202	85	4	0	14	0	0	0	0	
live		CZ	0	0	0	0	0	0	1	1	0	0	
bodies		DE	0	0	3	0	0	0	0	0	0	0	
derivatives		DE	0	0	3	0	0	0	0	0	0	0	
live		DE	1	0	0	0	0	0	0	0	0	0	
skins		DE	0	2	0	0	0	0	0	0	0	0	
skulls		DE	0	0	0	0	0	0	0	0	4	0	
trophies		DE	2	1	0	6	1	0	5	1	8	1	
hair	kg	DJ	0.486	0	0	0	0	0	0	0	0	0	
teeth	g	DJ	65	0	0	0	0	0	0	0	0	0	
trophies		DK	0	0	0	0	0	0	0	0	0	1	
skins		ES	0	0	0	0	0	0	0	0	0	1	
trophies		ES	0	0	1	0	0	0	0	0	0	1	
skins		ET	0	0	0	0	3	0	1	1	0	0	
skulls		ET	0	0	0	0	3	0	0	1	0	0	
trophies		ET	3	2	0	2	1	2	1	0	1	2	
bodies		FI	0	0	0	0	0	0	0	0	0	1	
trophies		FI	1	1	0	0	0	0	0	0	0	0	
bodies		FR	2	0	1	0	2	0	3	2	0	1	
claws		FR	0	0	0	0	0	0	18	0	0	0	
leather products (small)		FR	0	0	0	0	1	0	0	0	0	0	
skins		FR	1	0	0	0	0	0	3	0	0	0	
skulls		FR	0	0	0	0	3	2	5	1	0	0	
trophies		FR	6	6	9	6	9	9	24	11	16	7	
skin pieces		GA	0	0	0	0	0	0	0	5	0	0	
specimens		GA	0	0	0	0	0	0	0	0	20	0	
bodies		GB	0	0	0	0	1	0	0	0	0	0	
leather products (small)		GB	0	0	1	0	0	0	0	0	0	0	
skin pieces		GB	0	0	0	0	0	0	0	2	0	0	
skins		GB	3	2	0	0	0	1	0	0	0	0	
skulls		GB	0	0	0	0	1	1	0	0	0	0	

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	
trophies		GB	2	1	1	0	0	0	0	0	0	0	
skin pieces		GH	0	0	0	2	0	0	0	0	0	0	
specimens		GQ	0	0	0	0	0	0	5	0	0	0	
live		GT	0	0	0	0	0	0	0	1	0	0	
specimens		IL	0	0	0	0	0	0	0	1	0	0	
live		IN	2	0	0	0	0	0	0	0	0	0	
plates		IN	1	0	0	0	0	0	0	0	0	0	
live		IR	0	0	0	0	0	2	0	0	0	0	
skins		IR	1	0	0	0	0	0	0	0	0	0	
skins		IT	0	0	0	0	0	0	0	0	1	0	
trophies		IT	1	1	0	0	1	0	0	1	0	0	
live		JO	0	0	3	0	0	0	0	0	0	0	
derivatives		JP	477	0	0	0	0	0	0	0	0	0	
skins		KE	0	0	0	0	1	0	1	0	0	2	
specimens	ml	KE	0	0.5	0	0	0	0	0	0	1.5	0	
specimens		KE	0	0	0	0	0	0	0	1	0	0	
specimens		KE	0	0	0	0	0	51	0	0	0	0	
trophies		KE	0	0	0	0	1	0	1	0	0	0	
live		KG	0	0	0	0	0	0	5	1	0	0	
specimens	kg	KH	0	0	0	0	0	15	0	0	0	0	
derivatives		KW	10	0	0	0	0	0	0	0	0	0	
skin pieces		LA	1	0	0	0	0	0	0	0	0	0	
unspecified		LA	1	0	0	0	0	0	0	0	0	0	
specimens		LR	0	0	0	0	0	0	0	0	0	1	
skins		LT	0	1	0	0	0	0	0	0	0	0	
leather products (small)		LY	0	0	0	0	0	1	0	0	0	0	
skins		LY	0	0	1	0	0	0	0	0	0	0	
live		ML	0	0	0	2	0	0	0	0	0	0	
skins		MW	0	0	0	0	2	0	0	1	0	0	
trophies		MX	0	1	0	0	0	0	0	3	0	0	
bodies		MZ	0	0	0	0	0	0	0	0	0	1	
skeletons		MZ	0	0	0	0	0	0	1	0	0	0	
skin pieces		MZ	0	0	0	0	4	0	0	4	0	0	
skins		MZ	1	6	1	0	11	7	70	92	62	4	
skulls		MZ	1	5	0	0	4	7	76	92	70	13	
trophies		MZ	76	58	59	52	56	49	21	56	31	49	
bodies		NA	0	0	1	2	1	13	3	1	0	4	25
bones		NA	0	0	0	0	4	0	2	0	2	6	14
claws		NA	0	22	0	0	0	4	0	0	18	0	44
hair		NA	0	0	0	0	0	0	0	0	0	1	1
live		NA	0	0	0	0	0	0	0	6	6	0	12
skin pieces		NA	0	0	0	0	0	0	1	0	0	0	1
skins		NA	7	18	12	1	14	8	14	5	2	1	82
skulls		NA	6	12	8	2	12	5	8	6	4	4	67
specimens	ml	NA	0	0	0	0	0	6	0	60	0	0	66
specimens		NA	0	0	0	0	0	100	0	1233	1	900	2234
teeth		NA	31	0	8	0	0	18	27	0	0	0	84
trophies		NA	168	197	176	226	343	150	100	111	100	105	1676
trophies		NA	0	0	0	0	0	1	1	0	0	0	2
NA Total													4308
claws		NL	0	0	0	0	0	0	0	0	8	0	

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	
skins		NL	0	0	3	7	0	0	0	0	0	0	
skins		NO	0	0	0	0	0	0	0	0	2	0	
skulls		NO	0	0	0	0	0	0	0	0	2	0	
trophies		NO	0	0	0	1	1	0	0	2	0	0	
skins		NZ	1	6	1	4	0	1	0	0	0	0	
trophies		NZ	0	0	0	0	0	0	0	0	0	1	
derivatives		PH	0	13	6	0	0	0	0	0	0	0	
trophies		PT	1	0	0	0	0	0	0	0	0	0	
trophies		QA	0	0	0	0	0	0	2	0	0	0	
hair	kg	RU	0	0	0	0.2	0	0	0	0	0	0	
live		RU	0	0	0	0	2	0	0	0	0	0	
skins		RU	0	0	0	0	0	1	0	0	0	0	
specimens	g	RU	0	0	0	0	0	0	0	0	0	36	
specimens		RU	0	0	20	186	0	286	286	0	0	0	
live		SA	0	2	0	0	0	0	0	0	0	0	
skin pieces		SA	2	0	0	0	0	0	0	0	0	0	
live		SD	2	3	2	0	0	0	0	0	0	0	
shoes		SD	0	0	2	0	0	0	0	0	0	0	
skins		SD	0	0	0	0	0	0	1	0	0	0	
specimens		SN	0	0	0	0	0	0	0	0	18	0	
skins		SY	0	1	0	0	0	0	0	0	0	0	
skins		SZ	0	0	0	0	0	0	0	4	0	0	
specimens		SZ	0	0	0	0	0	0	0	2	0	0	
live		TH	0	0	0	0	2	0	0	0	0	0	
live		TM	0	0	0	0	2	0	0	0	0	0	
skins		TN	0	0	0	1	0	0	0	0	0	0	
skulls		TN	0	0	0	1	0	0	0	0	0	0	
derivatives		TW	0	13	0	0	0	0	0	0	0	0	
skin pieces		TW	1	0	0	0	0	0	0	0	0	0	
skins		TW	0	0	0	0	0	0	0	1	0	0	
trophies		TW	0	0	0	0	3	0	0	0	0	0	
bodies		TZ	0	0	0	0	0	0	0	2	3	0	5
bones		TZ	0	0	0	0	0	3	2	0	8	0	13
feet		TZ	0	2	0	0	0	0	0	0	0	0	2
hair		TZ	0	0	0	10	0	0	0	0	0	0	10
live		TZ	0	0	0	0	0	0	1	0	0	0	1
skins		TZ	11	25	1	1	135	108	56	79	39	7	462
skulls		TZ	6	19	2	1	134	114	54	73	41	6	450
skulls		TZ	0	0	0	0	1	0	0	0	0	0	1
specimens		TZ	1	0	0	0	0	0	0	0	0	0	1
tails		TZ	0	0	0	0	0	1	0	0	0	0	1
trophies		TZ	340	301	260	371	275	200	138	201	145	178	2409
TZ Total													3355
skins		UG	0	0	0	0	0	1	0	1	1	0	
skulls		UG	0	0	0	0	0	0	0	1	1	0	
specimens		UG	1	0	0	0	0	0	0	0	0	0	
trophies		UG	0	0	0	0	5	0	1	0	0	2	
bodies		US	0	0	0	4	2	0	1	0	0	0	
carvings		US	0	0	0	0	0	0	0	0	0.33	0	
hair		US	0	0	0	0	0	0	0	2	0	0	
skins		US	2	0	0	0	1	0	2	0	1	0	
skulls		US	0	0	0	4	0	0	1	1	0	1	

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	
specimens	g	US	0	300	0	0	0	0	0	0	0	0	
specimens	kg	US	0	0.3	0	0	0	0	0	0	0	0	
specimens		US	0	0	0	0	1	1	0	0	0	0	
trophies		US	3	5	3	6	8	8	2	14	6	1	
bodies		UY	0	0	0	0	1	0	0	0	0	0	
skins		UY	0	0	0	0	1	0	0	0	0	0	
derivatives		VN	16	18	60	0	0	0	0	0	0	0	
skins		XX	0	0	0	0	0	1	0	0	1	0	
skulls		XX	0	0	0	0	0	0	0	0	1	0	
trophies		XX	0	0	0	0	0	0	1	0	0	5	
bodies		ZA	1	0	0	2	9	6	9	13	3	2	45
bones		ZA	0	1	0	2	0	8	35	8	2	5	61
claws		ZA	0	44	18	0	36	8	26	18	18	0	168
derivatives		ZA	0	0	0	0	20	6	50	0	0	0	76
garments		ZA	0	0	0	0	0	0	0	1	0	1	2
hair		ZA	0	0	0	0	209	0	0	0	0	0	209
leather products (large)		ZA	0	0	0	0	1	0	0	0	0	0	1
leather products (small)		ZA	0	2	0	0	0	0	0	0	0	0	2
live		ZA	0	0	0	0	0	0	6	2	0	2	10
skins		ZA	5	40	1	7	9	67	84	53	4	5	275
skulls		ZA	3	53	3	6	37	101	145	75	26	68	517
specimens		ZA	4	0	0	1	1	2	0	151	0	1	160
teeth		ZA	0	4	0	0	0	0	0	0	0	4	8
trophies		ZA	113	103	111	147	184	143	125	128	108	109	1271
ZA Total													2805
bodies		ZM	0	0	0	0	0	0	1	0	0	0	
bones		ZM	0	0	0	257	0	1	0	0	0	0	
hair		ZM	0	0	0	0	0	0	0	0	7	0	
skins		ZM	4	8	3	6	7	5	13	4	2	0	
skulls		ZM	1	7	0	2	5	7	25	5	4	1	
specimens	g	ZM	0	0	0	0	0	0	0	0	16	0	
specimens		ZM	0	104	53	44	0	0	0	0	0	0	
trophies		ZM	74	62	69	92	88	94	88	165	60	5	
trophies		ZM	0	0	0	0	0	0	2	0	0	0	
bodies		ZW	3	0	1	2	5	0	0	1	0	0	12
bones		ZW	0	0	0	0	0	0	0	8	1	2	11
claws		ZW	0	0	0	0	8	0	1	38	23	0	70
feet		ZW	0	0	0	0	0	0	0	4	0	0	4
skeletons		ZW	1	0	0	0	0	0	0	0	0	0	1
skin pieces		ZW	0	0	0	0	0	1	0	1	1	2	5
skins	kg	ZW	0	0	0	0	0	0	1	0	0	0	0
skins		ZW	2	34	2	11	18	21	95	188	101	14	486
skulls	kg	ZW	0	0	0	0	0	0	1	0	0	0	0
skulls		ZW	2	32	3	28	33	30	101	199	112	18	558
specimens		ZW	1	0	0	0	0	2	0	0	0	0	3
tails		ZW	0	0	0	0	0	0	0	0	0	10	10
teeth		ZW	0	0	0	0	0	0	0	4	4	0	8
trophies		ZW	320	284	271	251	280	217	195	219	188	175	2400
ZW Total													3568

Source: UNEP-WCMC CITES Trade Database searched by “gross exports” to U.S. of *Panthera pardus*, wild sources, all purposes, on 06/06/2016.

Table 6: International trade in “captive-bred” leopards and their parts for all purposes.

Term	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bodies	0	0	0	0	0	0	5	2	0	1	8
live	32	38	34	39	41	70	67	53	56	43	473
skins	0	1	0	0	14	0	0	0	2	1	18
specimens	0	3	0	5	343	0	32	2	37	132	554
trophies	0	0	2	2	1	0	2	1	3	0	11
Grand Total	32	42	36	46	399	70	106	58	98	177	1064

Source: UNEP-WCMC CITES Trade Database searched by “net imports” of *Panthera pardus*, captive sources, all purposes, on 03/23/2016.

Table 7: International trade in “captive-bred” leopards and their parts for all purposes: Exporting countries.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
bodies		BE	0	0	0	0	0	0	2	1	0	1
bodies		DE	0	0	0	0	0	0	3	0	0	0
bodies		NL	0	0	0	0	0	0	0	1	0	0
live		BE	4	1	1	0	1	0	2	2	6	0
live		BW	0	0	0	0	0	4	0	0	0	0
live		BY	0	0	0	0	0	1	0	0	0	0
live		CH	0	1	0	3	2	0	0	0	1	0
live		CN	3	0	0	0	0	0	0	0	0	0
live		CY	0	0	0	0	3	0	0	0	0	0
live		CZ	1	0	2	3	1	1	1	2	4	0
live		DE	1	0	1	0	1	3	5	4	0	0
live		DK	0	3	0	0	0	0	1	0	2	3
live		EE	0	0	0	0	1	0	0	1	2	0
live		ES	0	0	0	0	0	0	0	0	0	4
live		FR	1	0	2	6	0	1	1	2	2	0
live		GA	0	0	0	0	0	0	0	0	2	4
live		GB	0	2	0	2	0	0	1	1	0	0
live		GE	0	0	0	0	0	0	0	0	0	1
live		GT	0	0	0	0	0	0	0	1	1	0
live		HU	2	3	1	1	0	2	0	0	0	0
live		ID	2	0	0	0	2	1	2	0	0	0
live		IR	0	0	0	0	0	2	0	0	0	0
live		IT	0	0	0	0	0	0	0	0	0	1
live		JO	0	0	0	0	1	0	0	0	0	0
live		KG	0	0	0	0	0	0	0	0	1	0
live		KR	0	0	0	0	0	1	0	0	0	0
live		KZ	0	2	3	0	0	0	0	0	0	0
live		LB	0	0	0	0	0	0	0	1	0	0
live		LV	0	0	0	0	0	0	2	0	0	0
live		MC	1	1	2	0	0	0	0	0	0	0
live		MX	0	0	0	6	0	11	1	0	0	7
live		NL	0	0	0	0	0	0	1	0	0	0
live		PL	0	0	0	0	0	0	0	0	1	0
live		PT	0	0	0	0	3	0	0	2	0	0
live		RO	2	0	0	0	0	0	0	0	9	0
live		RS	0	0	0	0	0	3	0	0	0	2

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
live		RU	1	0	0	1	3	4	19	0	0	1
live		SE	0	0	0	0	0	0	2	0	0	0
live		SG	1	1	0	0	0	0	0	0	0	0
live		SI	0	2	0	0	0	0	0	0	0	0
live		SK	1	0	0	0	0	0	0	0	0	0
live		SZ	0	0	0	0	1	0	0	0	0	0
live		TH	0	2	0	0	0	0	0	0	0	0
live		TN	0	0	0	0	2	0	0	0	0	0
live		TR	0	0	0	1	0	0	0	5	1	0
live		UA	0	2	1	0	3	0	0	0	0	0
live		US	0	1	4	0	0	0	0	0	0	0
live		UZ	0	0	0	0	0	0	0	0	2	0
live		XX	0	0	1	3	1	0	0	1	0	0
live		ZA	0	1	0	5	0	7	0	2	0	3
live		ZW	0	0	0	0	0	0	0	0	0	3
skins		CH	0	1	0	0	1	0	0	0	0	0
skins		MZ	0	0	0	0	2	0	0	0	0	0
skins		NL	0	0	0	0	0	0	0	0	0	1
skins		SZ	0	0	0	0	1	0	0	0	0	0
skins		ZA	0	0	0	0	0	0	0	0	2	0
specimens	flasks	SG	0	3	0	0	0	0	0	0	0	0
specimens		AE	0	0	0	5	0	0	20	0	2	2
specimens		DK	0	0	0	0	0	0	0	2	0	0
specimens		NA	0	0	0	0	0	0	0	0	33	128
specimens		RU	0	0	0	0	343	0	0	0	0	0
specimens		US	0	0	0	0	0	0	5	0	0	0
trophies		NA	0	0	1	0	0	0	0	0	0	0
trophies		NL	0	0	0	0	0	0	0	1	0	0
trophies		TZ	0	0	0	1	0	0	0	0	1	0
trophies		ZA	0	0	1	1	1	0	0	0	2	0
trophies		ZW	0	0	0	0	0	0	1	0	0	0

Source: UNEP-WCMC CITES Trade Database searched by “net imports” of *Panthera pardus*, captive sources, all purposes, on 06/06/2016.

Table 8: International trade in “captive-born” leopards and their parts for all purposes.

Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
live	3	1	9	1	1	5	0	2	2	1	25
skulls	0	0	0	0	1	0	0	0	0	0	1
trophies	0	0	1	1	0	0	0	0	4	0	6
Grand Total	3	1	10	2	2	5	0	2	6	1	32

Source: UNEP-WCMC CITES Trade Database searched by “net imports” of *Panthera pardus*, F1 sources, all purposes, on 03/23/2016.

Table 9: International trade in “pre-Convention” leopards and their parts from “pre-Convention” for all purposes.

Term	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bodies	0	0	1	0	1	0	1	2	0	0	5
carvings	0	1	1	0	4	1	1	2	1	0	11
claws	0	0	2	0	0	4	0	0	1	0	7
derivatives	0	0	5	2	0	2	0	2	1	1	13
garments	1	2	1	1	0	3	0	1	2	0	11

leather products (large)	0	0	0	0	1	1	0	1	0	0	3
leather products (small)	3	0	2	0	0	0	0	2	1	0	8
skin pieces	3	0	0	2	2	0	1	2	2	1	13
skins	10	6	14	14	7	8	4	21	10	7	101
skulls	1	0	0	0	0	3	0	1	1	1	7
specimens	0	0	0	0	0	1	1	0	0	0	2
tails	0	0	0	0	0	1	0	0	0	0	1
teeth	0	0	0	0	0	1	2	0	6	5	14
trophies	2	0	1	1	3	1	6	3	2	2	21
Grand Total	20	9	27	20	18	26	16	37	27	17	217

Source: UNEP-WCMC CITES Trade Database searched by "net imports" of *Panthera pardus*, pre-Convention sources, all purposes, on 03/23/2016.

Table 10: International trade in "ranchéd" leopards and their parts for all purposes.

Term	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
live	0	0	0	0	0	0	0	8	4	0	8
skins	0	1	0	0	0	0	0	0	0	0	1
skulls	0	1	0	0	0	0	0	0	0	0	1
trophies	0	1	0	1	0	0	0	0	0	0	1
Grand Total	0	3	0	1	0	0	0	8	4	0	16

Source: UNEP-WCMC CITES Trade Database searched by "net imports" of *Panthera pardus*, ranchéd sources, all purposes, on 03/23/2016.

Table 11: International trade in leopards and their parts from "confiscations/seizures" and for all purposes.

Term	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bodies	1	0	0	0	0	0	0	0	0	0	1
bone pieces	0	0	0	2	0	0	0	0	0	0	2
bones	0	0	2	40	4	0	0	0	4	0	50
carvings	1	0	0	0	0	0	0	0	0	0	1
claws	0	4	0	3	2	2	2	0	0	1	14
cloth	0	0	0	0	0	0	0	1	0	0	1
derivatives	2939	1504	2987.5	1712	1573	799	1392	0	0	0	12906.5
feet	0	0	0	29	0	0	0	0	0	0	29
garments	1	0	2	0	2	2	0	1	2	1	11
hair	0	0	0	0	0	0	2	0	1	0	3
hair products	0	0	0	0	0	0	0	1	0	0	1
leather products (large)	0	8	0	0	0	0	0	0	0	0	8
leather products (small)	0	0	0	2	1	4	2	0	260	0	269
medicine	0	0	0	0	0	0	0	383	56	99	538
plates	1	0	0	0	0	0	0	0	0	0	1
shoes	0	0	2	0	0	0	0	0	0	0	2
skin pieces	2	1	1	61	1	1	0	3	4	0	74

skins	10	4	4	8	2	5	1	1	2	1	38
skulls	0	2	1	1	2	3	0	1	0	1	11
specimens	0	0	0	0	0	0	0	1	0	0	1
teeth	0	0	1	2	1	21	2	0	1	0	28
trophies	22	35	19	31	15	11	14	18	10	5	180
Grand Total	2977	1558	3019.5	1891	1603	848	1415	410	340	108	14169.5

Source: UNEP-WCMC CITES Trade Database searched by "net imports" of *Panthera pardus*, seized/confiscated sources, all purposes, on 03/23/2016.

Table 12: International trade in leopards and their parts from "source unknown" and for all purposes.

Term	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bodies	BE	0	0	0	0	0	0	1	0	0	0	1
derivatives	CN	0	0	7	4	0	14	0	0	0	0	25
leather products (small)	GB	0	0	1	0	0	0	0	0	0	0	1
live	KG	0	0	0	0	0	0	5	1	0	0	6
plates	IN	1	0	0	0	0	0	0	0	0	0	1
skin pieces	GB	0	0	0	0	0	0	0	2	0	0	2
skins	CH	0	0	7	0	0	0	0	0	0	0	7
skins	GB	2	0	0	0	0	0	0	0	0	0	2
skins	LT	0	1	0	0	0	0	0	0	0	0	1
skins	NL	0	0	0	7	0	0	0	0	0	0	7
skins	RU	0	0	0	0	0	1	0	0	0	0	1
skulls	GB	0	0	0	0	0	1	0	0	0	0	1
specimens	AE	0	0	35	0	0	0	0	0	0	0	35
trophies	GB	0	0	1	0	0	0	0	0	0	0	1
Grand Total												91

Source: UNEP-WCMC CITES Trade Database searched by "gross exports" of *Panthera pardus*, unknown sources, all purposes, on 03/23/2016.

Table 13: International trade in leopards and their parts for "commercial" purposes and from all sources.

Term	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bodies	0	0	1	0	1	0	5	3	0	1	11
carvings	0	1	1	0	1	0	1	3	0	0	7
claws	0	4	0	2	0	0	0	0	1	0	7
cloth	0	0	0	0	0	0	0	1	0	0	1
derivatives	512	244	847	568	317	147	0	2	1	0	2638
feet	0	0	0	29	0	0	0	0	0	0	29
garments	1	2	1	0	1	2	0	4	3	0	14
leather products (large)	0	0	0	0	1	0	0	0	0	0	1
leather products (small)	0	0	2	1	1	1	1	0	260	0	266
live	6	4	4	5	2	5	1	1	7	4	39
medicine	0	0	0	0	0	0	0	260	26	45	331
skin pieces	4	0	0	55	2	0	0	3	4	1	69
skins	7	5	24	5	4	4	3	10	6	4	72
skulls	3	0	0	0	2	1	1	1	0	0	8

Term	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
specimens	0	0	0	0	0	0	2	0	0	0	2
teeth	0	0	0	2	0	1	1	0	8	2	14
trophies	1	1	2	3	2	1	0	1	1	1	13
Grand Total	534	261	882	670	334	162	15	289	317	58	3522

Source: UNEP-WCMC CITES Trade Database searched by "net exports" of *Panthera pardus*, all sources, hunting trophy purpose, on 03/23/2016.

Table 14: International trade in leopards and their parts for "commercial" purposes and from all sources: Importing countries (range States in bold).

Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
AE	2	2	1	0	2	1	0	0	4	1	13
AL	0	0	1	0	0	0	0	0	0	0	1
AU	0	0	0	2	0	0	2	1	5	0	10
CA	4	0	0	0	0	1	0	1	0	0	6
CH	2	0	7	1	0	1	2	5	1	0	19
CN	0	0	2	1	2	0	4	3	4	1	17
DE	0	1	7	0	1	1	0	0	1	1	12
EG	0	0	0	0	0	3	0	0	0	0	3
ES	0	0	0	0	2	1	0	0	0	0	3
FR	0	0	0	0	0	0	0	4	5	0	9
GB	0	1	0	1	0	1	0	0	0	0	3
HK	0	0	0	0	2	0	0	2	0	0	4
HU	0	0	0	0	0	0	0	0	1	0	1
ID	0	0	0	0	1	0	0	0	2	0	3
IN	0	1	0	0	0	1	0	0	0	0	2
IS	0	0	1	0	0	0	0	0	0	0	1
JP	3	0	0	0	0	0	0	0	0	0	3
KR	0	0	0	0	0	0	1	1	0	2	4
LY	0	0	1	0	1	0	0	0	0	0	2
MO	0	0	0	0	1	0	0	0	0	0	1
MX	0	0	1	1	1	0	0	0	0	0	3
NZ	0	0	0	3	0	0	0	0	0	0	3
PK	0	0	0	1	0	0	0	0	0	0	1
QA	0	0	0	0	0	0	0	1	3	3	7
RU	0	0	0	0	0	0	0	4	0	0	4
SA	0	0	0	2	0	0	0	0	0	0	2
SG	0	0	0	0	0	0	0	0	0	1	1
SY	0	0	3	0	0	0	0	0	0	0	3
TR	0	0	7	0	0	0	0	0	0	0	7
TW	0	0	1	0	0	0	0	0	0	0	1
UA	0	1	0	0	0	0	0	0	0	0	1
UG	0	0	0	0	0	1	0	0	0	0	1
US	522	253	850	657	320	151	5	265	289	46	3358
ZA	0	2	0	1	1	0	1	2	2	3	12
ZW	1	0	0	0	0	0	0	0	0	0	1
Grand Total	534	261	882	670	334	162	15	289	317	58	3522

Source: UNEP-WCMC CITES Trade Database searched by "net exports" of *Panthera pardus*, all sources, commercial purposes, on 03/23/2016.

Table 15. International trade in leopards and their parts for commercial purposes, where specimens were confiscated or seized, by importing country.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
claws		US	0	4	0	2	0	0	0	0	0	0	
cloth		US	0	0	0	0	0	0	0	1	0	0	
derivatives	g	US	0	562	0	0	0	435	0	0	0	0	997
derivatives		US	35	238	847	568	317	146	0	0	0	0	2151
feet		US	0	0	0	29	0	0	0	0	0	0	
garments		AU	0	0	0	0	0	0	0	0	1	0	
garments		DE	0	0	0	0	0	0	0	0	1	0	
garments		US	1	0	0	0	1	0	0	1	0	0	
leather products (small)		US	0	0	0	1	0	0	1	0	260	0	
medicine		US	0	0	0	0	0	0	0	260	26	45	331
skin pieces		AU	0	0	0	0	0	0	0	0	1	0	
skin pieces		US	1	0	0	55	0	0	0	1	1	0	
skins		IS	0	0	1	0	0	0	0	0	0	0	
skins		NZ	0	0	0	3	0	0	0	0	0	0	
skins		US	2	0	0	0	0	2	0	1	0	0	
skulls		US	0	0	0	0	0	1	0	0	0	0	
teeth		US	0	0	0	2	0	1	0	0	1	0	

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus*, commercial purposes, purpose is confiscated or seized, on 06/06/2016.

Table 16. Gross exports of *Panthera pardus* derivatives and medicines to the U.S., commercial purposes, where the source is confiscated or seized.

Term	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
derivatives	CH	0	0	0	0	10	0	0	0	0	0	10
derivatives	CN	0	201	847	568	307	146	0	0	0	0	2069
derivatives	KR	0	7	0	0	0	0	0	0	0	0	7
derivatives	VN	29	0	0	0	0	0	0	0	0	0	29
derivatives	XX	6	30	0	0	0	0	0	0	0	0	36
medicine	CN	0	0	0	0	0	0	0	260	26	0	286
medicine	HK	0	0	0	0	0	0	0	0	0	45	45
Totals		35	238	847	568	317	146	0	260	26	45	2482

Source: UNEP-WCMC CITES Trade Database searched by "gross exports" of *Panthera pardus* to the U.S. for commercial purposes, where the specimens were confiscated or seized, on 03/23/2016.

Table 17. International trade in leopards and their parts for commercial purposes, where specimens were confiscated or seized, by exporting country.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
cloth		AE	0	0	0	0	0	0	0	1	0	0	
garments		CA	0	0	0	0	1	0	0	0	0	0	
skins		CD	0	0	0	0	0	1	0	0	0	0	
derivatives		CH	0	0	0	0	10	0	0	0	0	0	
skins		CH	0	0	1	0	0	0	0	0	0	0	
skin pieces		CI	0	0	0	0	0	0	0	0	1	0	
teeth		CI	0	0	0	0	0	1	0	0	1	0	
derivatives	g	CN	0	0	0	0	0	435	0	0	0	0	435
derivatives		CN	0	201	847	568	307	146	0	0	0	0	2069

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
leather products (small)		CN	0	0	0	0	0	0	0	0	260	0	260
medicine		CN	0	0	0	0	0	0	0	260	26	0	286
skins		CN	0	0	0	3	0	0	0	0	0	0	3
garments		FR	1	0	0	0	0	0	0	0	0	0	
skins		FR	2	0	0	0	0	0	0	0	0	0	
garments		GB	0	0	0	0	0	0	0	1	0	0	
skin pieces		GB	0	0	0	1	0	0	0	0	0	0	
skins		GB	0	0	0	0	0	0	0	1	0	0	
medicine		HK	0	0	0	0	0	0	0	0	0	45	
leather products (small)		IR	0	0	0	0	0	0	1	0	0	0	
derivatives		KR	0	7	0	0	0	0	0	0	0	0	
claws		NA	0	4	0	0	0	0	0	0	0	0	
skins		NA	0	0	0	0	0	1	0	0	0	0	
skulls		NA	0	0	0	0	0	1	0	0	0	0	
skin pieces		NG	0	0	0	0	0	0	0	1	0	0	
derivatives	g	TW	0	562	0	0	0	0	0	0	0	0	
skin pieces		UG	1	0	0	0	0	0	0	0	0	0	
teeth		UG	0	0	0	2	0	0	0	0	0	0	
garments		US	0	0	0	0	0	0	0	0	2	0	
skin pieces		US	0	0	0	0	0	0	0	0	1	0	
derivatives		VN	29	0	0	0	0	0	0	0	0	0	
derivatives		XX	6	30	0	0	0	0	0	0	0	0	
claws		ZA	0	0	0	2	0	0	0	0	0	0	
feet		ZA	0	0	0	29	0	0	0	0	0	0	
leather products (small)		ZA	0	0	0	1	0	0	0	0	0	0	
skin pieces		ZA	0	0	0	54	0	0	0	0	0	0	

Source: UNEP-WCMC CITES Trade Database searched by "gross exports" of *Panthera pardus*, commercial purposes, purpose is confiscated or seized, on 06/06/2016.

Table 18: International trade in leopards and their parts for "commercial" purposes and from all sources: Exporting countries (range States in bold).

Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
AE	0	0	1	0	2	0	0	1	0	0	4
AR	0	2	0	0	0	0	0	0	0	0	2
AT	0	0	1	0	0	0	0	0	0	0	1
AU	0	1	0	1	0	0	0	1	1	0	4
BE	2	1	1	0	1	0	2	1	6	1	15
CA	0	0	0	0	1	0	0	0	0	0	1
CD	0	0	0	0	0	1	0	0	0	0	1
CH	0	0	15	0	11	1	0	0	2	0	29
CI	0	0	0	0	0	1	0	0	2	0	3

Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
CN	0	207	847	571	307	146	0	260	286	0	2624
CZ	0	0	0	1	0	0	1	1	0	0	3
DE	7	4	8	1	1	1	5	2	1	1	31
ES	0	0	0	0	0	0	0	0	0	1	1
ET	0	0	0	1	0	0	0	0	0	0	1
FR	3	0	0	1	3	2	2	5	0	3	19
GB	1	0	4	1	2	0	2	13	7	0	30
HK	0	0	0	0	0	0	0	0	0	45	45
ID	3	0	0	0	0	0	0	0	0	0	3
IN	0	1	0	0	0	0	0	0	0	0	1
IR	0	0	0	0	0	0	1	0	0	0	1
JO	0	0	3	0	1	0	0	0	0	0	4
JP	477	0	0	0	0	0	0	0	0	0	477
KR	0	7	0	0	0	0	0	0	0	0	7
KZ	0	1	0	0	0	0	0	0	0	0	1
LT	0	1	0	0	0	0	0	0	0	0	1
LY	0	0	1	0	0	1	0	0	0	0	2
MZ	1	0	0	1	0	0	0	0	1	0	3
NA	0	5	0	0	0	2	0	0	0	0	7
NG	0	0	0	0	0	0	0	1	0	0	1
NL	0	0	0	0	0	0	0	0	3	1	4
TZ	4	0	1	0	3	0	2	1	0	0	11
UA	0	1	0	0	0	0	0	0	0	0	1
UG	1	0	0	2	0	1	0	0	0	0	4
US	0	0	0	2	0	0	0	3	8	2	15
VN	29	0	0	0	0	0	0	0	0	0	29
XX	6	30	0	0	0	0	0	0	0	0	36
ZA	0	0	0	88	0	5	0	0	0	0	93
ZM	0	0	0	0	0	1	0	0	0	1	2
ZW	0	0	0	0	2	0	0	0	0	3	5
Grand Total	534	261	882	670	334	162	15	289	317	58	3522

Source: UNEP-WCMC CITES Trade Database searched by "net exports" of *Panthera pardus*, all sources, commercial purposes, on 03/23/2016.

Table 19: International trade in leopards and their parts for "hunting trophy" purposes from all sources.

Term	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bodies	2	0	3	8	15	18	12	14	4	8	84
bones	0	1	0	2	6	12	41	16	13	13	104
claws	0	66	18	0	62	12	45	72	59	0	334
derivatives	0	0	0	0	20	6	0	0	0	0	26
feet	0	2	0	0	0	0	0	4	0	0	6
garments	0	0	0	0	0	0	0	0	0	1	1
hair	0	0	0	0	0	0	0	0	0	1	1
leather products (large)	0	8	0	0	0	0	0	0	0	0	8
leather products (small)	0	1	0	0	0	0	0	0	0	0	1
live	0	0	0	0	0	2	0	0	0	0	2
plates	0	0	0	2	0	0	0	0	0	0	2

Term	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
skeletons	1	0	0	0	0	0	1	0	0	0	2
skin pieces	0	0	0	0	4	1	1	5	1	2	14
skins	22	112	6	23	191	215	336	423	209	27	1564
skulls	11	131	6	42	229	267	431	473	273	111	1974
tails	0	0	0	0	0	1	0	0	0	10	11
teeth	31	4	0	0	0	18	27	4	4	4	92
trophies	1202	1099	1010	1115	1277	929	696	888	645	634	9495
Grand Total	1269	1424	1043	1192	1804	1481	1590	1899	1208	811	13721

Source: UNEP-WCMC CITES Trade Database searched by "net imports" of *Panthera pardus*, all sources, hunting trophy purpose, on 03/23/2016.

Table 20: International trade in leopards and their parts for "hunting trophy" purposes and from all sources: Importing countries (range States in bold).

Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
AE	0	1	1	2	1	0	10	0	3	2	20
AR	1	4	7	1	8	4	4	17	10	5	61
AT	23	26	9	21	23	19	19	24	20	13	197
AU	0	4	0	2	0	6	4	3	0	1	20
BE	11	6	11	10	14	15	4	6	2	1	80
BG	4	6	7	3	1	8	3	8	1	2	43
BH	0	1	0	0	0	0	0	0	0	0	1
BR	1	10	0	1	3	2	0	0	0	4	21
BW	1	0	0	0	0	0	2	4	5	0	12
BY	0	0	0	1	0	0	0	0	0	0	1
CA	33	59	3	70	97	44	43	31	20	24	424
CH	14	2	12	2	11	2	9	15	12	5	84
CL	4	0	0	0	0	2	0	0	3	0	9
CN	1	1	0	1	0	3	0	1	1	0	8
CO	0	1	0	0	2	6	0	2	0	1	12
CR	2	1	0	2	0	0	1	1	0	0	7
CS	1	0	0	0	0	0	0	0	0	0	1
CZ	9	7	2	5	4	6	16	14	15	3	81
DE	96	64	39	38	95	38	55	86	54	39	604
DK	7	11	11	14	26	32	91	9	7	9	217
EC	0	0	2	0	0	0	0	0	0	0	2
EE	1	3	0	1	0	0	0	0	1	1	7
EG	0	1	0	0	0	0	0	0	0	0	1
ES	90	98	101	76	109	111	110	56	33	26	810
FI	6	4	3	3	24	5	10	7	3	5	70
FR	191	73	42	47	114	114	47	72	38	39	777
GB	6	11	7	16	27	18	22	23	18	8	156
HN	0	0	0	0	0	0	0	0	2	0	2
HR	6	3	3	3	4	1	1	0	0	1	22
HU	0	0	6	11	37	11	18	20	23	12	138
ID	0	0	0	0	0	0	0	0	0	1	1
IE	1	0	3	0	0	0	0	0	0	0	4
IS	0	0	0	1	2	0	1	1	7	2	14
IT	20	12	15	18	34	32	38	27	21	8	225
JM	1	0	1	0	0	0	4	0	0	0	6
KW	0	0	2	1	1	0	0	0	0	0	4
LB	1	0	0	0	0	0	2	0	1	0	4
LT	1	1	2	2	5	3	0	4	4	4	26

Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
LU	2	1	6	4	0	4	7	0	1	3	28
LV	2	4	3	4	2	3	0	1	3	3	25
MA	0	2	0	1	0	0	0	0	0	0	3
MC	0	0	0	0	0	0	0	0	0	1	1
MG	0	0	0	0	0	0	2	2	0	0	4
MU	0	0	0	0	0	0	0	2	0	0	2
MX	39	70	53	63	56	61	61	76	60	34	573
MZ	0	0	0	0	0	2	2	1	0	2	7
NA	3	2	0	2	0	1	4	5	0	0	17
NC	0	0	0	0	0	1	0	0	0	1	2
NI	0	0	0	0	0	0	0	1	0	0	1
NL	5	1	0	1	4	3	4	0	0	2	20
NO	2	5	2	8	8	11	12	5	3	10	66
NP	0	0	1	0	0	0	0	0	0	0	1
NZ	2	0	0	1	4	6	4	7	3	3	30
PA	0	0	0	0	0	1	0	2	6	0	9
PH	1	0	0	3	2	4	4	0	0	0	14
PK	3	1	1	0	2	0	6	5	0	0	18
PL	5	10	8	8	12	6	10	8	6	6	79
PT	18	13	12	7	19	13	24	17	6	1	130
QA	2	0	0	0	0	2	1	6	5	4	20
RO	1	0	4	2	1	1	0	2	2	1	14
RS	0	1	1	2	1	1	1	0	2	0	9
RU	15	8	21	31	48	48	46	53	11	40	321
SA	0	0	4	0	1	0	0	0	0	0	5
SB	0	0	0	0	0	0	2	0	0	0	2
SD	0	0	0	0	0	0	0	0	0	2	2
SE	2	6	9	5	29	31	7	34	14	4	141
SG	0	1	0	0	0	0	0	0	3	0	4
SI	1	4	5	1	2	1	0	2	0	0	16
SK	3	3	2	8	5	2	5	5	5	11	49
SL	0	1	0	0	1	2	1	2	0	0	7
SV	0	0	1	0	0	0	0	0	0	0	1
SZ	2	0	3	2	1	0	0	0	0	2	10
TR	0	0	0	1	1	0	1	0	0	0	3
TZ	1	1	1	1	1	11	1	0	0	0	17
UA	0	1	2	2	1	2	0	0	2	3	13
US	522	693	538	606	840	663	707	1074	644	408	6695
VG	0	1	0	0	0	0	0	0	0	0	1
XX	15	2	0	0	0	5	0	1	0	2	25
YU	0	0	0	0	0	0	0	0	2	0	2
ZA	87	178	74	75	117	112	158	148	114	50	1113
ZM	0	0	0	0	0	0	2	3	0	1	6
ZW	4	5	3	2	4	2	4	6	12	1	43
Grand Total	1269	1424	1043	1192	1804	1481	1590	1899	1208	811	13,721

Source: UNEP-WCMC CITES Trade Database searched by "net imports" of *Panthera pardus*, all sources, hunting trophy purpose, on 03/23/2016.

Table 21: International trade in leopards and their parts for "hunting trophy" purposes from all sources: Exporting countries (range States in bold).

Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
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Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
AE	2	0	0	0	0	0	0	0	0	0	2
AR	0	0	0	0	0	0	2	0	3	0	5
AT	3	0	0	1	1	0	2	1	1	1	10
AU	0	0	1	0	0	0	0	0	0	0	1
BE	0	0	0	0	0	0	0	0	1	0	1
BH	0	0	2	0	0	0	0	0	0	0	2
BR	0	0	0	0	1	0	0	0	0	0	1
BW	54	51	59	58	40	34	42	66	28	4	436
CA	0	0	0	4	0	0	0	4	0	0	8
CF	38	28	29	17	110	70	29	23	3	0	347
CH	4	0	0	0	0	0	0	0	0	0	4
CL	0	0	0	0	0	4	0	0	0	0	4
DE	2	0	3	1	0	0	0	1	8	1	16
DK	0	0	0	0	0	0	0	0	0	1	1
ES	0	0	1	0	0	0	0	0	0	2	3
ET	3	2	0	1	6	2	2	2	1	2	21
FI	1	1	0	0	0	0	0	0	0	1	3
FR	4	1	2	1	3	0	0	3	0	0	14
GB	2	0	0	0	2	0	0	0	0	0	4
IR	0	0	0	0	0	2	0	0	0	0	2
IT	1	1	0	0	1	0	0	1	0	0	4
MX	0	0	0	0	0	2	0	3	0	0	5
MZ	73	68	58	42	71	60	168	241	161	67	1009
NA	208	236	174	216	362	202	154	122	122	121	1917
NZ	0	0	0	0	0	0	0	0	0	1	1
PT	1	0	0	0	0	0	0	0	0	0	1
QA	0	0	0	0	0	0	2	0	0	0	2
TN	0	0	0	2	0	0	0	0	0	0	2
TW	0	0	0	0	3	0	0	0	0	0	3
TZ	351	344	239	294	511	394	235	310	222	188	3088
UG	0	0	0	0	5	0	1	2	0	2	10
US	2	5	3	12	10	8	5	15	6	2	68
UY	0	0	0	0	1	0	0	0	0	0	1
XX	0	0	0	0	0	1	1	0	0	2	4
ZA	114	254	131	160	242	331	422	286	159	192	2291
ZM	77	77	72	96	101	105	128	170	65	4	895
ZW	329	356	269	287	334	266	397	649	428	220	3535
Grand Total	1269	1424	1043	1192	1804	1481	1590	1899	1208	811	13721

Source: UNEP-WCMC CITES Trade Database searched by "net exports" of *Panthera pardus*, all sources, hunting trophy purpose, on 03/23/2016.

Table 22: International trade in leopards trophies for "personal" purposes from all sources: Importing countries (range States in bold).

Term	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
trophies	AE	4	7	5	0	0	4	0	1	2	0	
trophies	AT	3	2	6	12	4	1	2	0	2	2	34
trophies	AU	2	0	0	0	1	0	1	0	0	1	
trophies	BG	0	1	0	0	1	0	0	0	0	0	
trophies	BH	0	2	0	0	0	0	0	0	0	0	
trophies	BS	0	1	0	1	1	0	0	0	0	0	
trophies	CA	3	0	0	0	1	0	0	1	0	2	

Term	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
trophies	CH	0	0	0	2	0	0	20	0	1	0	23
trophies	CL	0	0	1	1	0	0	0	0	0	0	
trophies	CN	0	0	0	0	0	0	0	2	0	0	
trophies	CR	0	2	0	0	0	0	0	0	0	0	
trophies	CS	0	0	0	1	0	0	0	0	0	0	
trophies	DE	4	0	3	0	3	3	0	1	0	0	
trophies	EC	0	0	0	0	0	0	1	0	0	0	
trophies	EE	0	0	0	1	0	0	0	0	0	0	
trophies	ES	0	0	0	0	0	0	3	1	11	0	15
trophies	FI	0	1	0	0	0	1	0	0	0	0	
trophies	FR	0	0	34	141	75	62	16	75	28	27	458
trophies	GB	0	0	0	1	0	0	0	0	0	0	
trophies	IM	0	0	0	0	0	0	0	0	0	1	
trophies	IS	0	0	0	0	1	0	0	0	0	0	
trophies	IT	0	0	0	0	0	0	0	0	2	0	
trophies	LB	0	0	1	3	2	2	2	0	0	0	
trophies	LI	1	0	0	0	0	0	0	0	0	0	
trophies	MA	0	0	0	1	1	1	2	0	0	1	
trophies	MX	1	0	1	2	0	0	0	1	0	0	
trophies	NG	0	0	0	0	0	0	0	4	0	0	
trophies	NL	0	0	1	0	1	0	0	0	0	0	
trophies	NZ	0	1	0	0	0	1	0	0	0	0	
trophies	PH	0	0	0	0	41	5	0	0	0	0	46
trophies	PK	0	0	0	0	0	0	1	0	0	0	
trophies	PL	0	0	0	0	0	0	0	1	0	0	
trophies	QA	0	0	0	0	0	0	1	0	0	0	
trophies	RU	0	0	0	5	5	2	2	4	14	5	37
trophies	SE	0	1	0	0	0	0	0	3	0	0	
trophies	SG	0	0	0	0	1	0	0	0	1	0	
trophies	SI	0	0	0	1	2	0	0	0	0	0	
trophies	SZ	4	0	0	0	0	0	0	0	0	0	
trophies	US	3	3	3	2	1	0	0	11	7	1	31
trophies	ZA	0	0	0	0	0	0	2	9	0	0	
Total		25	21	55	174	141	82	53	114	68	40	773

Source: UNEP-WCMC CITES Trade Database searched by “net imports” of *Panthera pardus* trophies, all sources, hunting trophy purpose, on 06/06/2016.

Table 23: International trade in leopards trophies for “personal” purposes from all sources: Exporting countries (range States in bold).

Term	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
trophies	AE	0	0	0	0	0	0	1	0	0	0	
trophies	AR	0	0	0	0	0	0	2	0	0	0	
trophies	AU	0	0	0	0	0	0	0	1	0	0	
trophies	BH	0	0	0	0	0	0	0	0	1	0	
trophies	BW	0	0	0	2	4	0	3	22	21	1	53
trophies	CF	0	0	13	16	19	18	10	8	1	0	85
trophies	DE	0	0	0	5	0	0	3	0	5	1	
trophies	ET	0	4	0	0	1	0	0	0	0	1	
trophies	FR	0	3	0	0	0	0	0	0	0	0	
trophies	GB	0	1	0	0	0	0	0	1	0	0	
trophies	KE	0	0	0	0	1	0	1	0	0	0	
trophies	MX	0	1	0	0	0	0	0	0	0	0	

trophies	MZ	4	0	1	12	2	4	2	6	1	6	38
trophies	NA	3	2	8	27	19	7	6	4	7	3	86
trophies	NL	0	0	0	0	0	0	0	1	0	0	
trophies	NO	0	0	0	1	1	0	0	2	0	0	
trophies	NZ	0	0	0	0	0	0	0	0	0	1	
trophies	TZ	6	4	22	94	36	35	16	54	17	19	303
trophies	UG	0	0	0	0	1	0	0	0	0	0	
trophies	US	0	0	0	0	0	1	0	0	0	0	
trophies	ZA	3	4	2	7	44	11	0	0	4	2	77
trophies	ZM	2	0	2	2	5	2	3	4	4	1	
trophies	ZW	7	2	7	8	8	4	6	11	7	5	65

Source: UNEP-WCMC CITES Trade Database searched by “net exports” of *Panthera pardus* trophies, all sources, hunting trophy purpose, on 06/06/2016.

Table 24: International trade in leopards and their parts for “scientific” purposes from all sources

Term	Unit	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bodies		0	0	0	0	0	0	1	0	0	0	1
bones		0	0	0	257	0	0	0	0	0	0	257
derivatives		0	0	0	0	0	0	50	0	0	0	50
hair	kg	0.486	0	0	0.2	0	0	0	0	0	0	0.686
hair		0	6	0	10	209	0	0	2	7	0	234
live		2	0	0	0	1	1	0	0	0	0	4
skin pieces		0	0	0	1	0	0	0	0	0	0	1
skins		0	0	0	7	0	0	0	0	0	0	7
specimens	flasks	0	3	0	0	0	0	0	0	0	0	3
specimens	g	0	300	0	0	0	0	0	0	16	36	352
specimens	kg	0	0.3	0	0	0	15	0	0	0	0	15.3
specimens	ml	0	5.5	0	0	0	6	0	60	1.5	0	73
specimens		126	108	99	260	360	437	311	1384	140	1034	4259
teeth	g	65	0	0	0	0	0	0	0	0	0	65

Source: UNEP-WCMC CITES Trade Database searched by “net imports” of *Panthera pardus*, all sources, scientific purpose, on 06/06/2016.

Table 25: International trade in leopards and their parts for “scientific” purposes from all sources: Importing countries (range States in bold).

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
hair		AU	0	0	0	0	0	0	0	2	0	0
hair		CH	0	6	0	0	0	0	0	0	0	0
specimens	ml	CH	0	5	0	0	0	0	0	0	0	0
specimens		CH	0	100	46	30	0	0	0	0	6	3
specimens	g	CN	0	0	0	0	0	0	0	0	0	36
bones		DE	0	0	0	257	0	0	0	0	0	0
specimens	ml	DE	0	0	0	0	0	0	0	60	0	0
specimens		DE	126	0	53	44	1	100	30	1233	0	901
hair	kg	FR	0.486	0	0	0	0	0	0	0	0	0
teeth	g	FR	65	0	0	0	0	0	0	0	0	0
derivatives		GB	0	0	0	0	0	0	50	0	0	0
hair		GB	0	0	0	0	209	0	0	0	0	0
specimens	flasks	GB	0	3	0	0	0	0	0	0	0	0
specimens		GB	0	8	0	0	343	0	0	0	0	0
live		GT	0	0	0	0	0	1	0	0	0	0
specimens	ml	IL	0	0	0	0	0	0	0	0	1.5	0

live		JO	0	0	0	0	1	0	0	0	0	0
hair	kg	JP	0	0	0	0.2	0	0	0	0	0	0
live		JP	2	0	0	0	0	0	0	0	0	0
specimens	g	JP	0	300	0	0	0	0	0	0	0	0
specimens	kg	JP	0	0.3	0	0	0	15	0	0	0	0
bodies		KR	0	0	0	0	0	0	1	0	0	0
hair		NL	0	0	0	10	0	0	0	0	0	0
specimens		NO	0	0	0	0	0	0	0	1	0	0
hair		US	0	0	0	0	0	0	0	0	7	0
skin pieces		US	0	0	0	1	0	0	0	0	0	0
skins		US	0	0	0	7	0	0	0	0	0	0
specimens	g	US	0	0	0	0	0	0	0	0	16	0
specimens	ml	US	0	0	0	0	0	6	0	0	0	0
specimens		US	0	0	0	186	0	286	281	150	39	0
specimens		US	0	0	0	0	0	51	0	0	0	0
specimens	ml	ZA	0	0.5	0	0	0	0	0	0	0	0
specimens		ZA	0	0	0	0	16	0	0	0	95	130

Source: UNEP-WCMC CITES Trade Database searched by “net imports” of *Panthera pardus*, all sources, scientific purpose, on 06/06/2016.

Table 26: International trade in leopards and their parts for “scientific” purposes from all sources: Exporting countries (range States in bold).

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
live		AE	0	0	0	0	1	0	0	0	0	0
specimens		AE	0	0	35	5	0	0	20	0	2	0
bodies		BE	0	0	0	0	0	0	1	0	0	0
hair		BW	0	6	0	0	0	0	0	0	0	0
specimens	ml	BW	0	5	0	0	0	0	0	0	0	0
specimens		BW	0	4	11	25	16	0	0	0	60	0
specimens		CF	0	0	0	0	0	0	0	0	6	3
specimens		CH	125	0	0	0	0	0	0	0	0	0
hair	kg	DJ	0.486	0	0	0	0	0	0	0	0	0
teeth	g	DJ	65	0	0	0	0	0	0	0	0	0
specimens		DK	0	0	0	0	0	0	0	2	0	0
specimens		GA	0	0	0	0	0	0	0	0	20	0
specimens		GQ	0	0	0	0	0	0	5	0	0	0
live		ID	2	0	0	0	0	0	0	0	0	0
specimens	ml	KE	0	0.5	0	0	0	0	0	0	1.5	0
specimens		KE	0	0	0	0	0	51	0	0	0	0
specimens	kg	KH	0	0	0	0	0	15	0	0	0	0
specimens		LR	0	0	0	0	0	0	0	0	0	1
live		MX	0	0	0	0	0	1	0	0	0	0
specimens	ml	NA	0	0	0	0	0	6	0	60	0	0
specimens		NA	0	0	0	0	0	100	0	1233	34	1030
skin pieces		NL	0	0	0	1	0	0	0	0	0	0
skins		NL	0	0	0	7	0	0	0	0	0	0
hair	kg	RU	0	0	0	0.2	0	0	0	0	0	0
specimens	g	RU	0	0	0	0	0	0	0	0	0	36
specimens		RU	0	0	0	186	343	286	286	0	0	0
specimens	flasks	SG	0	3	0	0	0	0	0	0	0	0
specimens		SN	0	0	0	0	0	0	0	0	18	0
hair		TZ	0	0	0	10	0	0	0	0	0	0
specimens		UG	1	0	0	0	0	0	0	0	0	0
hair		US	0	0	0	0	0	0	0	2	0	0

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
specimens	g	US	0	300	0	0	0	0	0	0	0	0
specimens	kg	US	0	0.3	0	0	0	0	0	0	0	0
specimens		US	0	0	0	0	1	0	0	0	0	0
derivatives		ZA	0	0	0	0	0	0	50	0	0	0
hair		ZA	0	0	0	0	209	0	0	0	0	0
specimens		ZA	0	0	0	0	0	0	0	149	0	0
bones		ZM	0	0	0	257	0	0	0	0	0	0
hair		ZM	0	0	0	0	0	0	0	0	7	0
specimens	g	ZM	0	0	0	0	0	0	0	0	16	0
specimens		ZM	0	104	53	44	0	0	0	0	0	0

Source: UNEP-WCMC CITES Trade Database searched by "net exports" of *Panthera pardus*, all sources, scientific purpose, on 06/06/2016.

Table 26: International trade in leopards and their parts for "breeding in captivity" purposes from all sources: Exporting countries (range States in bold).

Term	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
live	AE	0	0	0	1	0	5	0	1	0	0	7
live	BE	0	1	0	0	1	0	0	0	4	0	6
live	CA	0	0	0	1	0	0	0	0	0	0	1
live	CZ	0	0	0	0	0	0	0	1	3	0	4
live	DE	1	0	0	0	1	0	1	0	0	0	3
live	FR	0	0	0	0	0	0	0	1	0	0	1
live	GB	0	0	0	0	0	0	1	0	0	0	1
live	ID	0	0	0	0	0	0	2	0	0	0	2
live	ML	0	0	0	2	0	0	0	0	0	0	2
live	SZ	0	0	0	0	1	0	0	0	0	0	1
live	UA	0	0	0	0	1	0	0	0	0	0	1
live	YE	0	0	6	0	0	0	0	0	0	0	6
live	ZA	1	2	2	1	0	0	1	1	0	0	8
Total												43

Source: UNEP-WCMC CITES Trade Database searched by "net exports" of *Panthera pardus*, all sources, breeding in captivity purpose, on 06/06/2016.

Table 27: International trade in leopards and their parts for "breeding in captivity" purposes from all sources: Importing countries.

Term	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
live	AE	2	3	8	0	0	0	0	0	3	0	16
live	AM	0	0	0	0	1	5	0	0	0	0	6
live	BH	0	0	0	0	0	0	1	0	0	0	1
live	EG	0	0	0	0	0	0	0	1	0	0	1
live	GA	0	0	0	0	0	0	3	1	0	0	4
live	GM	0	0	0	2	0	0	0	0	0	0	2
live	JP	0	0	0	0	0	0	1	0	0	0	1
live	PK	0	0	0	1	0	0	0	0	0	0	1
live	RU	0	0	0	0	0	0	0	2	0	0	2
live	SA	0	0	0	0	0	0	0	0	4	0	4
live	SY	0	0	0	0	1	0	0	0	0	0	1
live	TH	0	0	0	2	1	0	0	0	0	0	3
live	ZA	0	0	0	0	1	0	0	0	0	0	1

Source: UNEP-WCMC CITES Trade Database searched by "net imports" of *Panthera pardus*, all sources, breeding in captivity purpose, on 06/06/2016.

Table 28: International trade in leopards and their parts for “educational” purposes from all sources: Exporting countries.

Term	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bodies	BW	0	0	1	0	0	0	0	0	0	0	1
bodies	ZA	1	0	0	0	0	1	2	4	1	0	9
bodies	ZW	0	0	1	0	0	0	0	0	0	0	1
derivatives	DK	0	0	635	0	0	0	0	0	0	0	635
derivatives	SL	0	0	5	0	0	0	0	0	0	0	5
leather products (small)												1
	AE	0	0	0	0	0	1	0	0	0	0	
live	CY	0	0	0	0	3	0	0	0	0	0	3
live	GT	0	0	0	0	0	0	0	1	0	0	1
skins	AE	0	1	1	1	3	1	0	0	0	0	7
skins	CH	0	1	1	0	0	0	0	0	0	0	2
skins	TZ	0	0	0	0	0	0	0	1	0	0	1
skins	US	0	0	0	0	0	0	1	0	1	0	2
skulls	GB	0	0	0	0	0	1	0	0	0	0	1
skulls	TN	0	0	0	1	0	0	0	0	0	0	1
skulls	TZ	0	0	0	0	0	0	0	1	0	0	1
skulls	ZA	1	0	0	0	0	0	0	2	0	0	3
specimens	AE	0	0	0	1	0	0	0	0	0	0	1
specimens	TH	0	0	0	0	0	0	1	0	0	0	1
specimens	ZA	4	0	0	1	1	2	0	0	0	1	9
specimens	ZW	0	0	0	0	0	2	0	0	0	0	2
teeth	SY	0	0	0	0	0	12	0	0	0	0	12
trophies	ZA	2	0	1	1	1	1	0	1	2	0	9
trophies	ZW	0	0	2	0	0	2	0	0	0	0	4
Total												712

Source: UNEP-WCMC CITES Trade Database searched by “net exports” of *Panthera pardus*, all sources, breeding in educational purpose, on 06/06/2016.

Table 29: International trade in leopards and their parts for “law enforcement/judicial/forensic” purposes from all sources: Exporting countries.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
skin pieces		GA	0	0	0	0	0	0	0	5	0	0
skins	kg	GA	0	0	0	0	0	0	0	0.19	0	0
skins		GB	1	0	0	0	0	0	0	0	0	0
skins		NL	0	0	3	0	0	0	0	0	0	0
skins		SZ	0	0	0	0	0	0	0	2	0	0
specimens		SZ	0	0	0	0	0	0	0	2	0	0

Source: UNEP-WCMC CITES Trade Database searched by “net exports” of *Panthera pardus*, all sources, law enforcement/judicial/forensic purpose, on 06/06/2016.

Table 29: International trade in leopards and their parts for “medical” purposes from all sources: Exporting countries.

Term	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
specimens	AE	0	0	0	0	0	0	0	0	0	2
specimens	BW	0	0	0	0	0	0	0	27	0	0

Source: UNEP-WCMC CITES Trade Database searched by “net exports” of *Panthera pardus*, all sources, medical purpose, on 06/06/2016.

Table 30: International trade in leopards and their parts for “reintroduction or introduction into the wild” purposes from all sources: Exporting countries.

Term	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
live	TM	0	0	0	0	2	0	0	0	0	0
live	ZA	0	0	0	0	0	0	6	6	0	0

Source: UNEP-WCMC CITES Trade Database searched by “net exports” of *Panthera pardus*, all sources, reintroduction or introduction into the wild purpose, on 06/06/2016.

Table 31: International trade in leopards and their parts for “personal” purposes from all sources.

Term	Unit	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bodies		3	0	3	2	5	0	4	3	4	2	26
bone pieces		0	0	0	2	0	0	0	0	0	0	2
bones		0	0	2	40	2	0	0	0	6	0	50
carvings		1	0	0	0	3	1	0	0	0	0	5
claws		0	0	2	1	2	6	20	0	0	1	32
derivatives	kg	0	0	0.04	0.062	2.9562	11.35	0	0	0	0	14.4082
derivatives	g	0	0	0	0	120	2315	0	0	0	0	2435
derivatives		1091	1386	1588.5	1096	1256	666	1392	0	0	1	8476.5
garments		1	0	2	0	1	4	0	1	2	1	12
hair		0	0	0	0	0	0	2	0	1	0	3
hair products		0	0	0	0	0	0	0	1	0	0	1
leather products (large)		0	0	0	0	1	1	0	1	0	0	3
leather products (small)		3	1	2	1	0	4	1	2	1	0	15
live		3	0	0	0	4	0	0	0	0	0	7
medicine	kg	0	0	0	0	0	0	0	0	0	1.45	1.45
medicine		0	0	0	0	0	0	0	123	30	54	207
plates		2	0	0	0	0	0	0	0	0	0	2
shoes		0	0	4	0	0	0	0	0	0	0	4
skin pieces	kg	0	0	0	0	10	0	0	0	0	0	10
skin pieces		5	0	1	8	1	1	1	4	3	1	25
skins	kg	0	0	0	0	0	0	0	0	0	1.9	1.9
skins		24	34	27	22	16	12	10	25	11	10	191
skulls	kg	0	0	0	0	0	0	0	0	0	0.65	0.65
skulls		10	1	11	3	6	6	7	2	3	3	52
specimens		2	0	0	0	0	1	0	5	1	0	9
tails		0	0	0	0	0	1	0	0	0	0	1
teeth		0	0	9	0	1	9	3	0	0	1	23
trophies		25	21	55	174	141	82	53	114	68	40	773
unspecified		1	0	0	0	0	0	0	0	0	0	1
Total #		1171	1443	1706.5	1349	1439	794	1493	281	130	114	9920.5
Total g		0	0	0	0	120	2315	0	0	0	0	2435
Total kg		0	0	0.04	0.062	12.9562	11.35	0	0	0	4	28.4082

Source: UNEP-WCMC CITES Trade Database searched by “net exports” of *Panthera pardus*, all sources, personal purpose, on 06/06/2016.

Table 32: International trade in leopards and their parts for “personal” purposes from all sources: Exporting countries.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
bodies		BE	0	0	0	0	0	0	0	0	0	1
bodies		CA	0	0	0	0	0	0	1	1	0	0
bodies		CH	0	0	1	0	0	0	0	0	3	0
bodies		FR	3	0	1	0	0	0	3	1	0	1
bodies		NA	0	0	1	1	0	0	0	0	0	0
bodies		NL	0	0	0	0	0	0	0	1	0	0
bodies		US	0	0	0	1	0	0	0	0	0	0
bodies		ZA	0	0	0	0	5	0	0	0	1	0
bone pieces		ZA	0	0	0	2	0	0	0	0	0	0
bones		CN	0	0	2	40	0	0	0	0	0	0
bones		NA	0	0	0	0	0	0	0	0	2	0
bones		TZ	0	0	0	0	0	0	0	0	4	0
bones		ZA	0	0	0	0	2	0	0	0	0	0
carvings		JE	0	0	0	0	0	1	0	0	0	0
carvings		NZ	0	0	0	0	3	0	0	0	0	0
carvings		ZA	1	0	0	0	0	0	0	0	0	0
claws		CR	0	0	0	0	0	0	1	0	0	0
claws		FR	0	0	0	0	0	0	18	0	0	0
claws		KH	0	0	0	0	0	0	1	0	0	0
claws		NP	0	0	0	0	0	0	0	0	0	1
claws		US	0	0	2	0	0	0	0	0	0	0
claws		VN	0	0	0	1	1	2	0	0	0	0
claws		ZA	0	0	0	0	1	4	0	0	0	0
derivatives		AU	0	0	0	4	0	0	0	0	0	0
derivatives		CA	0	61	0	0	0	1	0	0	0	0
derivatives		CI	0	5	0	0	0	0	0	0	0	0
derivatives	g	CN	0	0	0	0	120	2200	0	0	0	0
derivatives	kg	CN	0	0	0.04	0.026	2.9562	11.35	0	0	0	0
derivatives		CN	1019	1166	1344.5	858	1241	632	1392	0	0	0
derivatives		DE	0	1	3	0	0	0	0	0	0	0
derivatives		GB	0	0	0	6	0	0	0	0	0	0
derivatives		HK	0	30	5	65	6	25	0	0	0	0
derivatives	kg	ID	0	0	0	0.036	0	0	0	0	0	0
derivatives		ID	0	0	0	2	0	0	0	0	0	0
derivatives		JP	0	0	1	0	0	0	0	0	0	0
derivatives		KH	0	0	49	24	0	7	0	0	0	0
derivatives		KR	15	0	0	0	2	0	0	0	0	0
derivatives		LA	0	10	0	0	0	0	0	0	0	0
derivatives	g	MY	0	0	0	0	0	115	0	0	0	0
derivatives		MY	0	0	0	13	2	0	0	0	0	0
derivatives		NG	0	0	3	0	0	0	0	0	0	0
derivatives		PH	0	13	6	0	0	0	0	0	0	0
derivatives		PT	0	0	3	0	0	0	0	0	0	0
derivatives		SG	0	0	0	62	2	0	0	0	0	0
derivatives		TH	0	0	0	16	0	0	0	0	0	0
derivatives		TW	0	13	0	0	0	0	0	0	0	0
derivatives		US	0	0	0	0	0	0	0	0	0	1
derivatives		VN	16	37	60	20	3	0	0	0	0	0

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
derivatives		XX	41	50	114	26	0	1	0	0	0	0
garments		AT	0	0	1	0	0	0	0	0	0	0
garments		CA	0	0	0	0	1	3	0	0	0	0
garments		DK	0	0	0	0	0	0	0	0	1	0
garments		GB	0	0	0	0	0	0	0	0	1	1
garments		MX	0	0	1	0	0	0	0	0	0	0
garments		ZA	1	0	0	0	0	1	0	1	0	0
hair		GB	0	0	0	0	0	0	0	0	1	0
hair		KH	0	0	0	0	0	0	2	0	0	0
hair products		NG	0	0	0	0	0	0	0	1	0	0
leather products (large)		CA	0	0	0	0	0	1	0	0	0	0
leather products (large)		GB	0	0	0	0	0	0	0	1	0	0
leather products (large)		ZA	0	0	0	0	1	0	0	0	0	0
leather products (small)		AU	0	0	1	0	0	0	0	0	0	0
leather products (small)		GB	3	0	1	0	0	0	0	1	0	0
leather products (small)		GH	0	0	0	1	0	0	0	0	0	0
leather products (small)		LR	0	0	0	0	0	0	1	0	0	0
leather products (small)		NZ	0	0	0	0	0	0	0	1	0	0
leather products (small)		SD	0	0	0	0	0	4	0	0	0	0
leather products (small)		ZA	0	1	0	0	0	0	0	0	1	0
live		BE	2	0	0	0	0	0	0	0	0	0
live		SD	1	0	0	0	0	0	0	0	0	0
live		UA	0	0	0	0	2	0	0	0	0	0
live		ZA	0	0	0	0	2	0	0	0	0	0
medicine	kg	CN	0	0	0	0	0	0	0	0	0	1.45
medicine		CN	0	0	0	0	0	0	0	123	29	6
medicine		HK	0	0	0	0	0	0	0	0	1	48
plates		CH	1	0	0	0	0	0	0	0	0	0
plates		IN	1	0	0	0	0	0	0	0	0	0
shoes		SD	0	0	4	0	0	0	0	0	0	0
skin pieces		CH	0	0	0	0	0	0	0	0	0	1
skin pieces		CN	0	0	1	0	0	0	0	0	0	0

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
skin pieces	kg	FR	0	0	0	0	10	0	0	0	0	0
skin pieces		GB	0	0	0	0	0	0	0	2	0	0
skin pieces		GH	0	0	0	2	0	0	0	0	0	0
skin pieces		LA	1	0	0	0	0	0	0	0	0	0
skin pieces		NG	0	0	0	0	1	1	0	0	0	0
skin pieces		NI	1	0	0	0	0	0	0	0	0	0
skin pieces		NZ	0	0	0	0	0	0	1	0	0	0
skin pieces		PH	0	0	0	0	0	0	0	0	1	0
skin pieces		SA	2	0	0	0	0	0	0	0	0	0
skin pieces		TH	0	0	0	0	0	0	0	1	0	0
skin pieces		TW	1	0	0	0	0	0	0	0	0	0
skin pieces		ZA	0	0	0	6	0	0	0	1	2	0
skins		AE	6	0	0	0	0	0	0	0	0	0
skins		AU	0	0	0	0	0	0	2	0	0	0
skins	kg	BE	0	0	0	0	0	0	0	0	0	1.9
skins		CA	0	0	0	2	0	2	0	1	2	0
skins		CD	1	0	0	3	1	0	0	5	0	0
skins		CH	0	0	0	0	0	0	1	0	0	0
skins		CI	2	0	0	0	0	0	0	0	0	0
skins		CM	1	0	0	0	0	0	0	0	0	0
skins		CY	0	0	1	0	0	0	0	0	0	0
skins		DE	0	2	0	0	0	0	0	0	0	0
skins		FR	0	0	0	1	0	0	2	0	0	0
skins		GB	3	4	4	0	0	0	0	2	1	1
skins		GH	1	0	0	0	0	0	0	0	0	0
skins		HK	0	0	0	1	0	0	0	0	0	0
skins		IE	0	0	1	0	0	0	0	0	0	0
skins		IR	1	0	0	0	0	0	0	0	0	0
skins		KE	0	0	0	0	1	0	0	0	0	0
skins		LR	0	0	0	1	0	0	0	0	0	0
skins		ML	0	1	0	0	0	0	0	0	0	0
skins		MW	0	0	0	0	2	0	0	1	0	0
skins		MZ	0	1	0	0	5	0	0	0	0	0
skins		NA	2	8	12	0	0	1	1	0	0	0
skins		NG	1	2	0	0	0	1	0	0	1	0
skins		NL	0	0	0	0	0	0	0	0	0	2
skins		NO	0	0	0	0	1	0	0	0	1	0
skins		NP	2	0	0	0	0	0	0	0	0	0
skins		NZ	0	4	0	6	1	2	0	4	0	0
skins		PT	0	0	0	0	0	0	1	0	0	0
skins		SA	0	0	1	0	0	0	0	0	0	0
skins		SD	0	0	0	0	0	0	1	0	0	0
skins		SG	0	0	0	0	0	1	0	0	0	0
skins		SZ	0	0	0	0	1	0	0	2	0	0
skins		TZ	0	3	1	0	0	0	0	0	0	2
skins		UY	0	0	0	0	1	0	0	0	0	0
skins		XX	0	0	0	0	1	0	0	0	0	0
skins		ZA	0	5	2	3	0	5	2	0	4	4
skins		ZM	2	2	3	4	0	0	0	0	0	0
skins		ZW	2	2	2	1	2	0	0	10	2	1
skulls		AE	6	0	0	0	0	0	0	0	0	0
skulls		AT	0	0	0	1	0	0	0	0	0	0

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
skulls		CA	0	0	0	1	0	0	0	0	0	0
skulls		CG	0	0	0	0	1	0	0	0	0	0
skulls		CH	0	0	0	0	0	1	0	0	0	0
skulls		FR	0	0	0	0	1	2	5	1	0	0
skulls		MX	0	0	0	0	0	1	0	0	0	0
skulls		NA	1	0	8	0	0	0	0	1	0	0
skulls		NO	0	0	0	0	0	0	0	0	2	0
skulls		TZ	0	0	1	0	0	0	0	0	0	1
skulls	kg	ZA	0	0	0	0	0	0	0	0	0	0.65
skulls		ZA	0	1	0	0	3	1	2	0	1	1
skulls		ZM	1	0	0	0	0	0	0	0	0	0
skulls		ZW	2	0	2	1	1	1	0	0	0	1
specimens		AE	0	0	0	0	0	0	0	2	0	0
specimens		CH	0	0	0	0	0	0	0	2	1	0
specimens		TZ	1	0	0	0	0	0	0	0	0	0
specimens		US	0	0	0	0	0	1	0	0	0	0
specimens		ZA	0	0	0	0	0	0	0	1	0	0
specimens		ZW	1	0	0	0	0	0	0	0	0	0
tails		ZA	0	0	0	0	0	1	0	0	0	0
teeth		FR	0	0	0	0	0	1	1	0	0	0
teeth		KE	0	0	0	0	0	0	1	0	0	0
teeth		NA	0	0	8	0	0	0	0	0	0	0
teeth		NG	0	0	0	0	0	8	0	0	0	0
teeth		US	0	0	0	0	0	0	0	0	0	1
teeth		VN	0	0	0	0	1	0	1	0	0	0
teeth		ZW	0	0	1	0	0	0	0	0	0	0
trophies		AE	0	0	0	0	0	0	1	0	0	0
trophies		AR	0	0	0	0	0	0	2	0	0	0
trophies		AU	0	0	0	0	0	0	0	1	0	0
trophies		BH	0	0	0	0	0	0	0	0	1	0
trophies		BW	0	0	0	2	4	0	3	22	21	1
trophies		CF	0	0	13	16	19	18	10	8	1	0
trophies		DE	0	0	0	5	0	0	3	0	5	1
trophies		ET	0	4	0	0	1	0	0	0	0	1
trophies		FR	0	3	0	0	0	0	0	0	0	0
trophies		GB	0	1	0	0	0	0	0	1	0	0
trophies		KE	0	0	0	0	1	0	1	0	0	0
trophies		MX	0	1	0	0	0	0	0	0	0	0
trophies		MZ	4	0	1	12	2	4	2	6	1	6
trophies		NA	3	2	8	27	19	7	6	4	7	3
trophies		NL	0	0	0	0	0	0	0	1	0	0
trophies		NO	0	0	0	1	1	0	0	2	0	0
trophies		NZ	0	0	0	0	0	0	0	0	0	1
trophies		TZ	6	4	22	94	36	35	16	54	17	19
trophies		UG	0	0	0	0	1	0	0	0	0	0
trophies		US	0	0	0	0	0	1	0	0	0	0
trophies		ZA	3	4	2	7	44	11	0	0	4	2
trophies		ZM	2	0	2	2	5	2	3	4	4	1
trophies		ZW	7	2	7	8	8	4	6	11	7	5
unspecified		LA	1	0	0	0	0	0	0	0	0	0

Source: UNEP-WCMC CITES Trade Database searched by "net exports" of *Panthera pardus*, all sources, personal purpose, on 06/06/2016.

Table 33: International trade in leopards and their parts for “personal” purposes from all sources: Importing countries.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
bodies		CA	0	0	0	1	1	0	0	0	0	1
bodies		CH	2	0	0	0	0	0	0	0	0	1
bodies		CN	0	0	0	0	0	0	0	1	0	0
bodies		DE	0	0	1	1	0	0	0	0	0	0
bodies		FR	0	0	0	0	1	0	0	0	0	0
bodies		GB	0	0	0	0	0	0	0	0	3	0
bodies		IS	0	0	1	0	0	0	0	0	0	0
bodies		LB	0	0	1	0	0	0	0	1	0	0
bodies		MA	0	0	0	0	0	0	1	0	0	0
bodies		NG	0	0	0	0	0	0	2	0	0	0
bodies		NZ	0	0	0	0	2	0	0	0	0	0
bodies		PL	0	0	0	0	0	0	0	0	1	0
bodies		RU	0	0	0	0	1	0	0	0	0	0
bodies		US	1	0	0	0	0	0	1	1	0	0
bone pieces		US	0	0	0	2	0	0	0	0	0	0
bones		NZ	0	0	2	40	0	0	0	0	0	0
bones		SG	0	0	0	0	0	0	0	0	2	0
bones		US	0	0	0	0	2	0	0	0	4	0
carvings		GB	0	0	0	0	3	0	0	0	0	0
carvings		US	1	0	0	0	0	0	0	0	0	0
carvings		XX	0	0	0	0	0	1	0	0	0	0
claws		CA	0	0	2	0	0	0	0	0	0	0
claws		CH	0	0	0	0	0	0	18	0	0	0
claws		GB	0	0	0	0	0	4	0	0	0	0
claws		NZ	0	0	0	0	1	0	0	0	0	0
claws		US	0	0	0	1	1	2	2	0	0	1
derivatives	g	NZ	0	0	0	0	120	1815	0	0	0	0
derivatives	g	US	0	0	0	0	0	500	0	0	0	0
derivatives	kg	NZ	0	0	0.04	0.062	0.6262	11.35	0	0	0	0
derivatives	kg	US	0	0	0	0	2.33	0	0	0	0	0
derivatives		CA	0	0	0	2	0	0	0	0	0	0
derivatives		DE	0	0	0	0	0	0	0	0	0	1
derivatives		NZ	0	0	454.5	745	817	427	0	0	0	0
derivatives		US	1091	1386	1134	349	439	239	1392	0	0	0
garments		GB	0	0	0	0	0	0	0	1	0	0
garments		IT	0	0	0	0	0	1	0	0	0	0
garments		NO	0	0	0	0	0	0	0	0	1	0
garments		NZ	1	0	0	0	0	0	0	0	0	0
garments		US	0	0	2	0	1	3	0	0	1	1
hair		US	0	0	0	0	0	0	2	0	1	0
hair products		US	0	0	0	0	0	0	0	1	0	0
leather products (large)		NZ	0	0	0	0	0	0	0	1	0	0
leather products (large)		PH	0	0	0	0	1	0	0	0	0	0
leather products (large)		US	0	0	0	0	0	1	0	0	0	0
leather products		AU	0	1	0	0	0	0	0	0	1	0

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
(small)												
leather products (small)		NZ	3	0	1	0	0	0	0	0	0	0
leather products (small)		RU	0	0	1	0	0	0	0	0	0	0
leather products (small)		US	0	0	0	1	0	4	1	2	0	0
live		AE	2	0	0	0	4	0	0	0	0	0
live		SA	1	0	0	0	0	0	0	0	0	0
medicine	kg	US	0	0	0	0	0	0	0	0	0	1.45
medicine		US	0	0	0	0	0	0	0	123	30	54
plates		US	2	0	0	0	0	0	0	0	0	0
shoes		US	0	0	4	0	0	0	0	0	0	0
skin pieces	kg	US	0	0	0	0	10	0	0	0	0	0
skin pieces		GR	0	0	0	0	0	0	1	0	0	0
skin pieces		NZ	0	0	0	6	1	0	0	0	0	0
skin pieces		US	5	0	1	2	0	1	0	4	3	1
skins	kg	AU	0	0	0	0	0	0	0	0	0	1.9
skins		AE	0	0	0	0	0	0	1	5	0	0
skins		AR	0	2	0	0	0	0	0	0	0	0
skins		AT	4	14	15	0	0	0	0	0	1	0
skins		AU	3	10	2	5	1	6	0	1	0	0
skins		BE	0	0	0	0	1	0	0	0	0	0
skins		CA	2	1	0	0	1	0	0	0	0	1
skins		CG	0	0	0	0	0	0	0	0	0	2
skins		CH	0	0	0	2	0	0	0	3	1	0
skins		CN	0	0	0	1	0	0	1	2	0	2
skins		DE	1	0	0	0	0	1	2	0	1	0
skins		DK	0	0	0	0	1	0	0	0	0	0
skins		FR	2	0	0	0	1	1	0	1	2	2
skins		GB	0	0	0	2	4	1	1	0	0	0
skins		IN	2	0	0	0	0	0	0	0	0	0
skins		IT	0	0	0	1	0	0	0	0	0	0
skins		LK	0	0	0	0	2	0	0	0	0	0
skins		MA	0	0	0	0	0	0	3	0	0	0
skins		NC	1	0	0	0	0	0	0	0	0	0
skins		NG	0	0	0	0	0	0	0	6	0	0
skins		NL	0	0	0	0	1	0	0	1	0	0
skins		NZ	2	0	3	0	0	0	0	0	0	0
skins		PF	0	0	0	1	0	0	0	0	0	0
skins		PT	0	0	1	0	0	0	0	0	0	0
skins		RU	0	0	0	0	0	0	0	0	2	0
skins		SE	0	0	0	0	0	0	0	0	1	0
skins		SZ	0	2	4	4	0	0	0	0	0	0
skins		TR	1	0	0	0	0	0	0	0	0	0
skins		US	4	5	2	6	2	3	2	6	3	1
skins		XX	0	0	0	0	0	0	0	0	0	2
skins		ZA	2	0	0	0	2	0	0	0	0	0
skulls	kg	BE	0	0	0	0	0	0	0	0	0	0.65
skulls		AE	0	0	0	0	0	0	1	0	0	0
skulls		AT	3	0	11	0	0	0	0	0	0	0
skulls		AU	0	0	0	0	0	1	0	0	0	0
skulls		BE	0	0	0	0	0	0	0	0	0	1

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
skulls		BS	0	0	0	0	2	0	0	0	0	0
skulls		CA	0	0	0	0	2	0	0	0	0	1
skulls		CH	0	0	0	1	0	0	0	0	0	0
skulls		DE	0	0	0	0	0	0	1	0	0	0
skulls		FI	0	0	0	0	0	1	0	0	0	0
skulls		FR	1	0	0	0	0	0	0	0	0	1
skulls		LB	0	0	0	0	0	2	0	1	0	0
skulls		MA	0	0	0	0	0	0	2	0	0	0
skulls		NA	0	1	0	0	0	0	0	0	0	0
skulls		NG	0	0	0	0	0	0	2	0	0	0
skulls		NZ	0	0	0	0	1	0	0	0	0	0
skulls		RU	0	0	0	0	0	0	1	0	0	0
skulls		SE	0	0	0	0	0	0	0	0	2	0
skulls		SG	0	0	0	0	0	0	0	0	1	0
skulls		US	1	0	0	1	1	2	0	1	0	0
skulls		ZA	5	0	0	1	0	0	0	0	0	0
specimens		CN	1	0	0	0	0	1	0	0	0	0
specimens		GB	0	0	0	0	0	0	0	4	1	0
specimens		KW	1	0	0	0	0	0	0	0	0	0
specimens		US	0	0	0	0	0	0	0	1	0	0
tails		GB	0	0	0	0	0	1	0	0	0	0
teeth		AT	0	0	8	0	0	0	0	0	0	0
teeth		NZ	0	0	1	0	0	0	0	0	0	0
teeth		SG	0	0	0	0	0	0	0	0	0	1
teeth		US	0	0	0	0	1	9	3	0	0	0
trophies		AE	4	7	5	0	0	4	0	1	2	0
trophies		AT	3	2	6	12	4	1	2	0	2	2
trophies		AU	2	0	0	0	1	0	1	0	0	1
trophies		BG	0	1	0	0	1	0	0	0	0	0
trophies		BH	0	2	0	0	0	0	0	0	0	0
trophies		BS	0	1	0	1	1	0	0	0	0	0
trophies		CA	3	0	0	0	1	0	0	1	0	2
trophies		CH	0	0	0	2	0	0	20	0	1	0
trophies		CL	0	0	1	1	0	0	0	0	0	0
trophies		CN	0	0	0	0	0	0	0	2	0	0
trophies		CR	0	2	0	0	0	0	0	0	0	0
trophies		CS	0	0	0	1	0	0	0	0	0	0
trophies		DE	4	0	3	0	3	3	0	1	0	0
trophies		EC	0	0	0	0	0	0	1	0	0	0
trophies		EE	0	0	0	1	0	0	0	0	0	0
trophies		ES	0	0	0	0	0	0	3	1	11	0
trophies		FI	0	1	0	0	0	1	0	0	0	0
trophies		FR	0	0	34	141	75	62	16	75	28	27
trophies		GB	0	0	0	1	0	0	0	0	0	0
trophies		IM	0	0	0	0	0	0	0	0	0	1
trophies		IS	0	0	0	0	1	0	0	0	0	0
trophies		IT	0	0	0	0	0	0	0	0	2	0
trophies		LB	0	0	1	3	2	2	2	0	0	0
trophies		LI	1	0	0	0	0	0	0	0	0	0
trophies		MA	0	0	0	1	1	1	2	0	0	1
trophies		MX	1	0	1	2	0	0	0	1	0	0
trophies		NG	0	0	0	0	0	0	0	4	0	0

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
trophies		NL	0	0	1	0	1	0	0	0	0	0
trophies		NZ	0	1	0	0	0	1	0	0	0	0
trophies		PH	0	0	0	0	41	5	0	0	0	0
trophies		PK	0	0	0	0	0	0	1	0	0	0
trophies		PL	0	0	0	0	0	0	0	1	0	0
trophies		QA	0	0	0	0	0	0	1	0	0	0
trophies		RU	0	0	0	5	5	2	2	4	14	5
trophies		SE	0	1	0	0	0	0	0	3	0	0
trophies		SG	0	0	0	0	1	0	0	0	1	0
trophies		SI	0	0	0	1	2	0	0	0	0	0
trophies		SZ	4	0	0	0	0	0	0	0	0	0
trophies		US	3	3	3	2	1	0	0	11	7	1
trophies		ZA	0	0	0	0	0	0	2	9	0	0
unspecified		US	1	0	0	0	0	0	0	0	0	0

Source: UNEP-WCMC CITES Trade Database searched by "net imports" of *Panthera pardus*, all sources, personal purpose, on 06/06/2016.

Table 34: International trade in leopards and their parts for "circus and travelling exhibition" purposes from all sources: Exporting countries.

Term	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Totals
bodies	BE	0	0	0	0	0	0	1	1	0	1	3
bodies	ZW	3	0	0	0	0	0	0	0	0	0	3
claws	NL	0	0	0	0	0	0	0	0	8	0	8
garments	US	0	0	0	1	0	0	0	0	0	0	1
leather products (small)	AU	0	0	0	0	0	0	0	0	1	0	1
live	BW	0	0	0	0	0	4	0	0	0	0	4
live	BY	0	0	0	0	0	2	0	0	0	0	2
live	CH	0	1	0	0	0	0	0	0	0	0	1
live	DE	0	0	1	0	0	0	3	0	0	0	4
live	FR	2	0	0	0	0	0	0	0	0	0	2
live	GE	0	0	0	0	0	0	0	0	0	1	1
live	GT	0	0	0	0	0	0	0	1	0	0	1
live	HU	0	0	0	0	0	2	0	0	0	0	2
live	JP	1	0	1	0	0	0	0	0	0	0	2
live	KG	0	0	0	0	0	0	5	1	1	0	7
live	LB	0	0	0	0	0	0	0	1	0	0	1
live	LV	0	0	0	0	0	0	2	0	0	0	2
live	MX	0	0	0	6	0	9	1	0	0	7	23
live	NL	0	0	0	0	0	0	1	0	0	0	1
live	RO	2	0	0	0	0	0	0	0	9	0	11
live	RU	1	0	2	0	3	6	15	0	0	1	28
live	TH	0	2	0	0	0	0	0	0	0	0	2
live	TR	0	0	0	1	0	0	0	5	1	0	7
live	UA	0	2	1	1	0	0	0	1	0	0	5
live	US	0	0	2	0	0	0	0	0	0	0	2
live	UZ	0	0	0	0	0	0	0	0	2	0	2
live	XX	0	0	0	2	1	0	0	0	0	0	3
skin pieces	BR	0	0	0	0	2	0	0	0	0	0	2
skin pieces	DE	0	0	0	1	0	0	0	0	0	0	1
skins	AT	0	0	0	2	0	0	0	0	0	0	2
skins	AU	0	0	0	0	0	0	0	1	0	0	1

skins	CH	0	0	0	0	1	0	0	0	0	0	1
skins	DE	0	0	0	1	0	0	0	0	0	0	1
skins	GB	0	0	0	0	0	0	0	1	0	0	1
skins	IT	0	0	0	0	0	0	0	0	1	0	1
skins	RU	0	0	0	0	0	1	0	0	0	0	1
skins	TW	0	0	0	0	0	0	0	1	0	0	1
specimens	NA	0	0	0	0	0	1	0	0	0	0	1
specimens	RU	0	0	20	0	0	0	0	0	0	0	20
teeth	FR	0	0	0	0	0	0	0	0	0	5	5
trophies	CH	0	0	0	1	0	0	0	0	0	0	1
Total												168

Source: UNEP-WCMC CITES Trade Database searched by “net exports” of *Panthera pardus*, all sources, circus and travelling exhibition purpose, on 06/06/2016.

Table 35: International trade in leopards and their parts for “zoo” purposes from all sources: Exporting countries.

Term	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
live	BE	2	0	0	0	0	0	2	2	0	0	6
live	CH	0	0	0	3	2	0	0	0	0	0	5
live	CN	3	0	0	0	0	0	0	0	0	0	3
live	CZ	1	0	2	2	1	1	0	1	4	0	12
live	DE	0	0	0	0	1	3	0	4	0	0	8
live	DK	0	1	0	0	0	0	1	0	2	3	7
live	EE	0	0	0	0	1	0	1	1	2	0	5
live	ES	0	0	0	0	0	0	0	0	0	4	4
live	FR	0	0	2	6	0	1	1	2	2	1	15
live	GA	0	0	0	0	0	0	0	0	0	4	4
live	GB	0	2	1	2	0	0	0	1	0	0	6
live	GT	0	0	0	0	0	0	0	0	1	0	1
live	HU	2	3	1	1	0	0	1	0	0	0	8
live	ID	1	0	0	0	2	1	2	0	0	0	6
live	IN	2	0	0	0	0	0	0	0	0	0	2
live	IR	0	0	0	0	0	2	0	0	0	0	2
live	IT	0	0	0	0	0	0	0	0	0	1	1
live	JO	0	0	3	0	0	0	0	0	0	0	3
live	KR	0	0	0	0	0	1	0	0	0	0	1
live	KZ	0	2	3	0	1	0	0	1	0	0	7
live	MC	1	1	2	0	0	0	0	0	0	0	4
live	MX	0	0	0	0	0	2	0	0	0	0	2
live	NA	0	0	0	0	0	0	0	6	6	0	12
live	PL	0	0	0	0	0	0	0	0	1	0	1
live	PT	0	0	0	0	3	0	0	2	0	0	5
live	RS	0	0	0	0	0	3	0	0	0	2	5
live	RU	0	0	0	1	0	0	0	0	0	0	1
live	SD	1	3	2	0	0	0	0	0	0	0	6
live	SE	0	0	0	0	0	0	2	0	0	0	2
live	SG	1	1	0	0	0	0	0	0	0	0	2
live	SI	0	2	0	0	0	0	0	0	0	0	2
live	SK	1	0	0	0	0	0	0	0	0	0	1
live	TH	0	0	0	0	2	0	0	0	0	0	2
live	TN	0	0	0	0	2	0	0	0	0	0	2
live	UA	0	0	0	0	2	1	0	0	0	0	3
live	US	0	2	2	0	0	0	0	0	0	0	4

Term	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
live	XX	0	0	1	1	0	0	0	1	0	0	3
live	ZA	0	0	0	3	2	3	0	1	3	6	18
trophies	ZA	0	0	1	0	0	0	0	0	0	0	1
Total												182

Source: UNEP-WCMC CITES Trade Database searched by "net exports" of *Panthera pardus*, all sources, zoo purpose, on 06/06/2016.

Table 36. Gross Imports of *Panthera pardus* from Botswana, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bodies		CN	0	0	1	0	0	0	0	0	0	0	1
claws		SE	0	0	0	0	0	0	0	16	0	0	16
hair		CH	0	6	0	0	0	0	0	0	0	0	6
live		ZA	0	0	0	0	0	4	0	0	0	0	4
skins		CH	0	0	2	0	0	0	0	0	0	0	2
skins		DK	0	0	0	0	0	0	1	0	0	0	1
skins		ES	0	0	0	0	0	0	1	0	0	0	1
skins		GB	0	0	0	0	1	0	0	0	0	0	1
skins		SE	0	0	0	0	0	0	0	1	0	0	1
skins		US	0	0	0	0	0	0	0	5	0	0	5
skins		ZA	0	2	0	0	2	0	1	0	0	0	5
skulls		DK	0	0	0	0	0	0	1	0	0	0	1
skulls		ES	0	0	0	0	0	0	4	1	0	0	5
skulls		FR	0	0	0	0	0	0	0	0	4	1	5
skulls		GB	0	0	0	0	1	0	0	0	0	0	1
skulls		IT	0	0	0	0	0	0	0	0	2	0	2
skulls		SE	0	0	0	0	0	0	0	1	0	0	1
skulls		US	0	0	0	0	0	0	1	11	6	0	18
skulls		ZA	0	1	0	0	1	0	15	9	1	0	27
specimens	ml	CH	0	5	0	0	0	0	0	0	0	0	5
specimens		CH	0	4	11	25	0	0	0	27	0	0	67
specimens		ZA	0	0	0	0	16	0	0	0	60	0	76
trophies	kg	FR	0	0	4	0	0	0	0	0	0	0	4
trophies		AE	0	0	0	2	0	0	0	0	0	0	2
trophies		DE	4	1	0	0	0	1	0	0	1	0	7
trophies		DK	0	0	0	0	0	0	1	0	0	0	1
trophies		ES	6	3	3	6	1	4	3	1	11	0	38
trophies		FR	3	1	1	2	4	0	0	0	5	1	17
trophies		GB	1	0	0	0	0	0	0	0	0	0	1
trophies		HU	0	0	0	1	1	0	0	0	4	0	6
trophies		IT	1	0	0	0	0	0	0	1	3	0	5
trophies		MX	3	4	6	2	1	0	0	0	0	0	16
trophies		RO	1	0	0	0	0	0	0	0	0	0	1
trophies		RU	1	0	0	3	1	1	2	2	0	0	10
trophies		SA	0	0	0	0	1	0	0	0	0	0	1
trophies		SE	0	0	3	0	0	0	0	1	0	0	4
trophies		US	21	35	35	33	28	15	1	13	8	2	191
trophies		ZA	13	4	5	11	2	13	12	12	1	0	73
bodies total			0	0	1	0	0	0	0	0	0	0	1
claws total			0	0	0	0	0	0	0	16	0	0	16
hair total			0	6	0	0	0	0	0	0	0	0	6

live total			0	0	0	0	0	4	0	0	0	0	4
skins total			0	2	2	0	3	0	3	6	0	0	16
skulls total			0	1	0	0	2	0	21	22	13	1	60
specimens total			0	4	11	25	16	0	0	27	60	0	143
specimens total	ml		0	5	0	0	0	0	0	0	0	0	5
trophies total			54	48	53	60	39	34	19	30	33	3	373
trophies total	kg		0	0	4	0	0	0	0	0	0	0	4
Grand Total	no		108	146	168	220	162	76	134	312	358	10	1084

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from Botswana, all sources, all purposes, on 03/23/2016.

Table 37. Gross Imports of *Panthera pardus* from Cameroon, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
skins		DE	1	0	0	0	0	0	0	0	0	0	1

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from Cameroon, all sources, all purposes, on 03/23/2016.

Table 38. Gross Imports of *Panthera pardus* from Central African Republic, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bones		DE	0	0	0	0	2	0	0	0	0	0	2
bones		ZA	0	0	0	0	0	0	2	0	0	0	2
claws		DE	0	0	0	0	18	0	0	0	0	0	18
claws		ZA	0	0	0	0	0	0	18	0	0	0	18
skins		FR	1	0	1	0	0	0	0	0	0	0	2
skins		ZA	0	0	0	0	0	1	1	0	0	0	2
skulls		FR	0	0	0	0	0	2	0	0	0	0	2
skulls		ZA	0	0	0	0	0	1	1	0	0	0	2
specimens		CH	0	0	0	0	0	0	0	0	6	3	9
trophies		AT	0	0	0	0	0	4	1	0	1	0	6
trophies		AU	0	0	0	0	0	0	0	1	0	0	1
trophies		BE	2	1	0	1	0	2	0	1	0	0	7
trophies		CH	2	0	2	0	0	0	0	0	0	0	4
trophies		CO	0	1	0	0	0	0	0	0	0	0	1
trophies		DE	0	0	0	0	2	0	0	1	1	0	4
trophies		DK	0	0	1	1	0	4	0	0	0	0	6
trophies		ES	0	1	0	1	0	0	1	0	0	0	3
trophies		FI	0	0	0	0	22	0	0	0	0	0	22
trophies		FR	31	19	22	27	34	44	10	12	1	0	200
trophies		HU	0	0	0	0	0	0	0	1	0	0	1
trophies		IT	0	1	0	0	2	0	0	0	0	0	3
trophies		LU	0	0	0	0	0	4	3	0	0	0	7
trophies		MA	0	2	0	0	0	0	0	0	0	0	2
trophies		MX	1	2	1	2	0	0	0	5	0	0	11
trophies		NZ	0	0	0	0	0	0	1	1	0	0	2
trophies		RU	0	1	2	1	0	2	1	0	0	0	7

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
trophies		SE	1	0	0	0	22	4	0	0	0	0	27
trophies		US	0	0	0	0	2	0	0	0	0	0	2
trophies		ZA	0	0	0	0	6	2	0	1	1	0	10
Bones total			0	0	0	0	2	0	2	0	0	0	4
Claws total			0	0	0	0	18	0	18	0	0	0	36
Skins total			1	0	1	0	0	1	1	0	0	0	4
Skulls total			0	0	0	0	0	3	1	0	0	0	4
Specimens total			0	0	0	0	0	0	0	0	6	3	9
Trophies total			37	28	28	33	90	66	17	23	4	0	326
Grand Total			38	28	29	33	110	70	39	23	10	3	383

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from Central African Republic, all sources, all purposes, on 03/23/2016.

Table 39. Gross Imports of *Panthera pardus* from Congo, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
skins		GB	0	0	0	2	0	0	0	0	0	0	2
skulls		US	0	0	0	0	1	0	0	0	0	0	1
Grand Total			0	0	0	2	1	0	0	0	0	0	3

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from Congo, all sources, all purposes, on 03/23/2016.

Table 40. Gross Imports of *Panthera pardus* from Côte d'Ivoire, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
derivatives		US	0	5	0	0	0	0	0	0	0	0	5
skin pieces		US	0	0	0	0	0	0	0	0	1	0	1
skins		FR	2	0	0	0	0	0	0	0	0	0	2
teeth		US	0	0	0	0	0	1	0	0	1	0	2
Grand Total			2	5	0	0	0	1	0	0	2	0	10

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from Côte d'Ivoire, all sources, all purposes, on 03/23/2016.

Table 41. Gross Imports of *Panthera pardus* from the Democratic Republic of the Congo, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
skins		AE	0	0	0	0	0	0	0	5	0	0	5
skins		BE	0	0	0	0	1	0	0	0	0	0	1
skins		CH	0	0	0	1	0	0	0	0	0	0	1
skins		GB	0	0	0	2	0	0	0	0	0	0	2
skins		US	1	0	0	0	0	1	0	0	0	0	2
skins		XX	0	0	0	0	1	0	0	0	0	0	1
Grand Total			1	0	0	3	2	1	0	5	0	0	12

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from the Democratic Republic of the Congo, all sources, all purposes, on 03/23/2016.

Table 42. Gross Imports of *Panthera pardus* from Ethiopia, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
skins		CA	0	0	0	0	3	0	0	0	0	0	3
skins		NO	0	0	0	0	0	0	0	0	0	1	1
skins		TZ	0	0	0	0	0	0	1	0	0	0	1
skins		ZA	0	0	0	0	0	0	0	1	0	0	1
skulls		CA	0	0	0	0	3	0	0	0	0	0	3
skulls		ZA	0	0	0	0	0	0	0	1	0	0	1
trophies		AE	0	2	0	0	0	0	0	0	0	0	2
trophies		BH	0	2	0	0	0	0	0	0	0	0	2
trophies		DE	2	0	0	0	0	0	0	0	1	0	3
trophies		DK	0	1	0	0	0	0	0	0	0	0	1
trophies		FR	1	1	0	0	1	0	0	0	0	1	4
trophies		IT	0	0	0	0	0	1	0	0	0	0	1
trophies		MX	0	0	0	1	0	0	1	0	0	1	3
trophies		TZ	0	0	0	0	0	1	0	0	0	0	1
trophies		ZA	0	0	0	1	0	0	0	0	0	0	1
Skins Total			0	0	0	0	3	0	1	1	0	1	6
Skulls Total			0	0	0	0	3	0	0	1	0	0	4
Trophies Total			3	6	0	2	1	2	1	0	1	2	18
Grand Total			3	6	0	2	7	2	2	2	1	3	28

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from Ethiopia, all sources, all purposes, on 03/23/2016.

Table 43. Gross Imports of *Panthera pardus* from Gabon, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
live		TN	0	0	0	0	0	0	0	0	4	4	8
skin pieces		GB	0	0	0	0	0	0	0	5	0	0	5
skins		HU	2	0	0	0	0	0	0	0	0	0	2
specimens		US	0	0	0	0	0	0	0	0	20	0	20
Grand Total			2	0	0	0	0	0	0	5	24	4	35

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from Gabon, all sources, all purposes, on 03/23/2016.

Table 44. Gross Imports of *Panthera pardus* from Ghana, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
leather products (small)		US	0	0	0	1	0	0	0	0	0	0	1
skin pieces		US	0	0	0	2	0	0	0	0	0	0	2
skins		US	1	0	0	0	0	0	0	0	0	0	1
Grand Total			1	0	0	3	0	0	0	0	0	0	4

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from Ghana, all sources, all purposes, on 03/23/2016.

Table 45. Gross Imports of *Panthera pardus* from Kenya, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
skins		AU	0	0	0	0	1	0	0	0	0	0	1
skins		GB	0	0	0	0	0	0	1	0	0	0	1
skins		XX	0	0	0	0	0	0	0	0	0	2	2
specimens	ml	IL	0	0	0	0	0	0	0	0	1.5	0	1.5
specimens	ml	ZA	0	0.5	0	0	0	0	0	0	0	0	0.5
specimens		IL	0	0	0	0	0	0	0	1	0	0	1
specimens		US	0	0	0	0	0	51	0	0	0	0	51
teeth		US	0	0	0	0	0	0	1	0	0	0	1
trophies		AU	0	0	0	0	1	0	1	0	0	0	2
Skins Total			0	0	0	0	1	0	1	0	0	2	4
Specimens Total			0	0	0	0	0	51	0	1	0	0	52
Specimens Total	ml		0	0.5	0	0	0	0	0	0	1.5	0	2
Teeth Total			0	0	0	0	0	0	1	0	0	0	1
Trophies Total			0	0	0	0	1	0	1	0	0	0	2
Grand Total	no		0	0	0	0	2	51	3	1	0	2	59

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from Kenya, all sources, all purposes, on 03/23/2016.

Table 46. Gross Imports of *Panthera pardus* from Liberia, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
leather products (small)		US	0	0	0	0	0	0	1	0	0	0	1
skins		US	0	0	0	1	0	0	0	0	0	0	1
specimens		DE	0	0	0	0	0	0	0	0	0	1	1
Grand Total			0	0	0	1	0	0	1	0	0	1	3

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from Liberia, all sources, all purposes, on 03/23/2016.

Table 47. Gross Imports of *Panthera pardus* from Malawi, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
skins		LK	0	0	0	0	2	0	0	0	0	0	2
skins		NL	0	0	0	0	0	0	0	1	0	0	1
Grand Total			0	0	0	0	2	0	0	1	0	0	3

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from Malawi, all sources, all purposes, on 03/23/2016.

Table 48. Gross Imports of *Panthera pardus* from Mali, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
live		GM	0	0	0	2	0	0	0	0	0	0	2
skins		US	0	1	0	0	0	0	0	0	0	0	1
Grand Total			0	1	0	2	0	0	0	0	0	0	3

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from Mali, all sources, all purposes, on 03/23/2016.

Table 49. Gross Imports of *Panthera pardus* from Mozambique, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bodies		NO	0	0	0	0	0	0	0	0	0	1	1
skeletons		ES	0	0	0	0	0	0	1	0	0	0	1
skin pieces		DE	0	0	0	0	2	0	0	0	0	0	2
skin pieces		ZA	0	0	0	0	2	0	0	4	0	0	6
skins		AR	0	0	0	0	0	0	0	0	1	0	1
skins		CA	0	0	0	0	0	0	0	0	0	1	1
skins		CH	1	0	0	0	0	0	3	2	0	0	6
skins		DE	0	0	0	0	0	0	3	2	0	0	5
skins		ES	0	0	0	0	0	0	7	1	5	1	14
skins		FR	0	0	0	0	0	1	2	8	1	1	13
skins		GB	0	0	0	0	0	0	4	2	0	0	6
skins		HU	0	0	0	0	0	0	1	0	0	0	1
skins		IS	0	0	0	0	0	0	0	0	3	1	4
skins		IT	0	0	0	0	0	0	0	1	0	0	1
skins		MX	0	0	0	0	0	0	0	1	1	0	2
skins		MZ	0	0	0	0	1	0	0	0	0	0	1
skins		NA	0	0	0	0	0	0	2	2	0	0	4
skins		NL	0	0	0	0	0	0	2	0	0	0	2
skins		NO	0	0	0	0	1	1	0	0	0	0	2
skins		PT	1	0	0	0	0	0	3	4	2	0	10
skins		RU	0	0	0	0	0	0	1	0	0	0	1
skins		SE	0	0	0	0	0	0	0	1	0	0	1
skins		SZ	0	0	1	0	2	0	0	0	0	0	3
skins		US	0	0	0	0	0	1	34	48	22	0	105
skins		XX	0	0	0	0	0	1	0	0	0	0	1
skins		ZA	0	5	0	0	9	3	6	17	22	0	62
skins		ZW	0	1	0	0	0	0	2	3	5	0	11
skulls		AR	0	0	0	0	0	0	0	1	1	0	2
skulls		CA	0	0	0	0	0	0	0	0	0	1	1
skulls		CH	1	0	0	0	0	0	3	2	0	0	6
skulls		DE	0	0	0	0	0	0	3	2	0	0	5
skulls		ES	0	0	0	0	0	0	8	2	5	1	16
skulls		FR	0	0	0	0	0	1	2	8	1	1	13
skulls		GB	0	0	0	0	0	0	4	4	0	0	8
skulls		HU	0	0	0	0	0	0	1	0	0	0	1
skulls		IS	0	0	0	0	0	0	0	0	3	1	4
skulls		IT	0	0	0	0	0	0	0	1	1	0	2
skulls		MX	0	0	0	0	0	0	0	1	1	0	2
skulls		NA	0	0	0	0	0	0	2	2	0	0	4
skulls		NL	0	0	0	0	0	0	2	0	0	0	2
skulls		NO	0	0	0	0	1	1	0	0	0	1	3
skulls		PT	0	0	0	0	0	0	3	5	2	0	10
skulls		RU	0	0	0	0	0	0	1	0	0	0	1
skulls		SE	0	0	0	0	0	0	0	1	0	0	1
skulls		US	0	0	0	0	3	1	37	41	23	0	105

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
skulls		XX	0	0	0	0	0	1	0	0	0	0	1
skulls		ZA	0	5	0	0	0	3	8	19	28	8	71
skulls		ZW	0	0	0	0	0	0	2	3	5	0	10
trophies		AR	0	0	0	0	0	0	0	1	0	0	1
trophies		BG	0	0	0	0	0	0	0	1	0	0	1
trophies		CA	0	0	0	0	0	0	0	0	0	1	1
trophies		DE	0	0	1	0	0	1	0	2	1	3	8
trophies		DK	1	1	0	0	0	0	0	0	0	0	2
trophies		ES	15	11	8	4	10	5	2	7	0	3	65
trophies		FR	0	3	2	14	4	4	2	6	2	5	42
trophies		GB	0	0	0	1	1	0	0	0	0	1	3
trophies		HU	0	0	0	0	1	1	0	0	0	0	2
trophies		IS	0	0	0	0	0	0	0	0	1	0	1
trophies		LT	0	0	0	0	0	0	0	0	0	1	1
trophies		LU	0	0	0	0	0	0	0	0	0	2	2
trophies		MX	2	8	12	6	1	0	0	1	1	1	32
trophies		NA	1	1	0	0	0	0	0	1	0	0	3
trophies		NO	0	0	0	0	1	1	0	0	0	1	3
trophies		PL	0	0	0	0	0	1	0	0	1	0	2
trophies		PT	6	7	6	4	8	4	2	3	2	1	43
trophies		RU	0	0	0	0	0	2	1	0	0	0	3
trophies		SZ	4	0	0	0	0	0	0	0	0	0	4
trophies		US	6	4	14	15	21	16	7	18	12	20	133
trophies		XX	15	0	0	0	0	3	0	0	0	2	20
trophies		ZA	21	19	13	6	9	9	9	19	11	8	124
trophies		ZW	5	4	3	2	0	2	0	0	0	0	16
Bodies Total			0	0	0	0	0	0	0	0	0	1	1
Skeletons Total			0	0	0	0	0	0	1	0	0	0	1
Skin Pieces Total			0	0	0	0	4	0	0	4	0	0	8
Skins Total			2	6	1	0	13	7	70	92	62	4	257
Skulls Total			1	5	0	0	4	7	76	92	70	13	268
Trophies Total			76	58	59	52	56	49	23	59	31	49	512
Grand Total			79	69	60	52	77	63	170	247	163	67	1047

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from Mozambique, all sources, all purposes, on 03/23/2016.

Table 50. Gross Imports of *Panthera pardus* from Namibia, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bodies		AT	0	0	0	0	0	1	0	0	0	0	1
bodies		CA	0	0	0	0	1	0	1	1	0	2	5
bodies		DE	0	0	0	1	0	1	0	0	0	0	2
bodies		ES	0	0	0	0	0	1	0	0	0	0	1
bodies		GB	0	0	0	0	0	3	1	0	0	0	4
bodies		IS	0	0	1	0	0	0	0	0	0	0	1

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bodies		IT	0	0	0	0	0	1	0	0	0	0	1
bodies		NL	0	0	0	0	0	1	0	0	0	0	1
bodies		NO	0	0	0	0	0	0	0	0	0	2	2
bodies		RU	0	0	0	0	0	2	1	0	0	0	3
bodies		UA	0	0	0	1	0	0	0	0	0	0	1
bodies		US	0	0	0	0	0	3	0	0	0	0	3
bones		CA	0	0	0	0	2	0	2	0	0	0	4
bones		DE	0	0	0	0	0	0	0	0	0	3	3
bones		SG	0	0	0	0	0	0	0	0	2	0	2
bones		US	0	0	0	0	2	0	0	0	0	3	5
claws		US	0	26	0	0	0	4	0	0	18	0	48
hair		NZ	0	0	0	0	0	0	0	0	0	1	1
live		CU	0	0	0	0	0	0	0	6	6	0	12
skin pieces		CA	0	0	0	0	0	0	1	0	0	0	1
skins		AT	5	8	12	0	0	0	1	0	1	0	27
skins		CA	2	4	0	1	6	1	3	2	0	0	19
skins		CH	0	0	0	0	2	0	0	0	0	0	2
skins		DE	0	0	0	0	1	1	2	0	1	0	5
skins		ES	0	0	0	0	1	1	0	0	0	0	2
skins		FR	0	0	0	0	0	1	1	0	0	0	2
skins		GB	0	0	1	0	1	0	1	0	0	0	3
skins		RU	0	0	0	0	1	1	0	1	0	0	3
skins		SE	0	0	0	0	0	1	0	2	0	0	3
skins		SK	0	0	0	0	0	0	0	0	0	1	1
skins		US	0	1	0	0	1	1	2	0	0	0	5
skins		ZA	0	5	0	0	1	1	4	0	0	0	11
skulls		AT	4	0	8	0	0	0	0	0	0	0	12
skulls		CA	2	4	0	1	7	1	4	2	0	1	22
skulls		CH	0	0	0	0	2	0	0	0	0	0	2
skulls		DE	0	0	0	0	0	0	0	2	0	0	2
skulls		DK	0	1	0	0	0	0	0	0	0	0	1
skulls		GB	0	0	0	0	0	2	0	0	0	0	2
skulls		NL	0	0	0	1	2	0	0	0	0	0	3
skulls		PA	0	0	0	0	0	0	0	0	1	0	1
skulls		SE	0	0	0	0	0	0	0	2	0	0	2
skulls		SG	0	0	0	0	0	0	0	0	1	0	1
skulls		SK	0	0	0	0	0	0	0	0	0	1	1
skulls		US	0	2	1	0	3	2	0	1	0	1	10
skulls		ZA	0	5	0	0	0	1	4	0	2	1	13
specimens	ml	DE	0	0	0	0	0	0	0	60	0	0	60
specimens	ml	US	0	0	0	0	0	6	0	0	0	0	6
specimens		DE	0	0	0	0	0	100	0	1233	0	900	2233
specimens		TH	0	0	0	0	0	1	0	0	0	0	1
specimens		US	0	0	0	0	0	0	0	0	1	0	1
specimens		ZA	0	0	0	0	0	0	0	0	35	130	165
teeth		AT	0	0	8	0	0	0	0	0	0	0	8
teeth		DE	31	0	0	0	0	0	0	0	0	0	31
teeth		DK	0	0	0	0	0	0	27	0	0	0	27
teeth		SE	0	0	0	0	0	18	0	0	0	0	18
trophies		AR	0	0	0	1	4	1	1	1	1	3	12
trophies		AT	12	19	8	15	14	2	3	4	11	6	94
trophies		BE	2	0	2	0	0	0	1	0	0	0	5

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
trophies		BG	4	3	3	2	1	3	1	3	0	0	20
trophies		BR	0	0	0	1	0	0	0	0	0	0	1
trophies		CA	1	3	0	1	5	3	3	3	1	6	26
trophies		CH	2	1	0	0	1	0	0	0	1	2	7
trophies		CR	1	2	0	0	0	0	0	0	0	0	3
trophies		CS	1	0	0	1	0	0	0	0	0	0	2
trophies		CZ	4	3	2	3	1	0	1	1	2	3	20
trophies		DE	38	43	29	28	43	17	3	23	16	19	259
trophies		DK	3	4	3	3	7	4	29	0	1	1	55
trophies		EE	0	0	0	1	0	0	0	0	0	0	1
trophies		EG	0	1	0	0	0	0	0	0	0	0	1
trophies		ES	5	8	14	12	15	4	3	4	0	4	69
trophies		FI	1	1	1	1	0	1	0	3	1	3	12
trophies		FR	18	2	2	18	18	7	6	4	7	2	84
trophies		GB	1	2	2	2	0	2	0	1	1	0	11
trophies		HR	1	2	3	3	4	1	1	0	0	0	15
trophies		HU	0	0	5	4	6	2	0	1	2	1	21
trophies		IT	0	1	1	2	5	4	0	2	1	0	16
trophies		LT	0	0	1	1	2	0	0	0	0	0	4
trophies		LU	1	1	0	2	0	0	1	0	0	0	5
trophies		LV	0	0	0	0	0	0	0	0	2	2	4
trophies		MX	1	6	6	4	7	0	2	2	9	4	41
trophies		NA	1	0	0	0	0	0	0	0	0	0	1
trophies		NL	0	0	0	0	2	2	0	0	0	0	4
trophies		NO	0	1	0	2	3	1	1	0	1	0	9
trophies		NZ	0	0	0	1	0	0	0	0	0	2	3
trophies		PA	0	0	0	0	0	0	0	0	1	0	1
trophies		PL	5	4	4	5	5	2	1	1	2	2	31
trophies		PT	4	1	1	0	2	0	0	0	0	0	8
trophies		RO	0	0	0	0	1	0	0	0	0	0	1
trophies		RS	0	1	0	1	0	0	0	0	0	0	2
trophies		RU	0	1	2	8	11	10	6	6	3	8	55
trophies		SE	0	2	5	3	3	0	0	2	0	1	16
trophies		SG	0	0	0	0	0	0	0	0	1	0	1
trophies		SI	1	2	2	2	4	1	0	2	0	0	14
trophies		SK	1	2	1	2	3	1	2	1	2	1	16
trophies		SL	0	0	0	0	0	2	1	2	0	0	5
trophies		SZ	2	0	0	0	0	0	0	0	0	0	2
trophies		UA	0	1	1	1	0	0	0	0	0	1	4
trophies		US	51	71	71	87	157	76	30	40	29	33	645
trophies		VG	0	1	0	0	0	0	0	0	0	0	1
trophies		XX	0	0	0	0	0	0	0	1	0	0	1
trophies		ZA	7	8	12	9	18	8	6	4	5	1	78
trophies		ZW	0	0	0	0	2	0	0	0	0	0	2
trophies		AT	0	0	0	0	0	0	1	0	0	0	1
trophies		US	0	0	0	0	0	1	0	0	0	0	1
Bodies Total			0	0	1	2	1	13	3	1	0	4	25
Bones Total			0	0	0	0	4	0	2	0	2	6	14
Claws Total			0	26	0	0	0	4	0	0	18	0	48
Hair Total			0	0	0	0	0	0	0	0	0	1	1

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
Live Total			0	0	0	0	0	0	0	6	6	0	12
Skin Pieces Total			0	0	0	0	0	0	1	0	0	0	1
Skins Total			7	18	13	1	14	8	14	5	2	1	83
Skulls Total			6	12	9	2	14	6	8	7	4	4	72
Specimens Total			0	0	0	0	0	101	0	1233	36	1030	2400
Specimens Total	ml		0	0	0	0	0	6	0	60	0	0	66
Teeth Total			31	0	8	0	0	18	27	0	0	0	84
Trophies Total			168	197	181	226	344	155	103	111	100	105	1690
Grand Total	no		212	253	212	231	377	305	158	1363	168	1151	4430

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from Namibia, all sources, all purposes, on 03/23/2016.

Table 51. Gross Imports of *Panthera pardus* from Nigeria, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
derivatives		US	0	0	3	0	0	0	0	0	0	0	3
hair products		US	0	0	0	0	0	0	0	1	0	0	1
skin pieces		US	0	0	0	0	1	1	0	1	0	0	3
skins		HU	0	1	0	0	0	0	0	0	0	0	1
skins		US	1	2	0	0	0	1	0	0	1	0	5
teeth		US	0	0	0	0	0	8	0	0	0	0	8
Skins Total			1	3	0	0	0	1	0	0	1	0	6
Grand Total			1	3	3	0	1	10	0	2	1	0	21

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from Nigeria, all sources, all purposes, on 03/23/2016.

Table 52. Gross Imports of *Panthera pardus* from Senegal, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
specimens		US	0	0	0	0	0	0	0	0	18	0	18

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from Senegal, all sources, all purposes, on 03/23/2016.

Table 53. Gross Imports of *Panthera pardus* from Sierra Leone, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
derivatives		DK	0	0	5	0	0	0	0	0	0	0	5

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from Sierra Leone, all sources, all purposes, on 03/23/2016.

Table 54. Gross Imports of *Panthera pardus* from South Africa, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bodies		CA	0	0	0	1	1	0	4	2	1	2	11
bodies		CN	1	0	0	0	0	1	2	2	1	0	7
bodies		CZ	0	0	0	0	0	0	1	1	0	0	2
bodies		DK	0	0	0	0	0	1	1	0	0	0	2
bodies		ES	0	0	0	0	0	1	0	1	0	0	2
bodies		FR	0	0	0	0	2	0	0	0	0	0	2
bodies		GB	0	0	0	0	2	0	0	2	0	0	4
bodies		KW	0	0	0	0	1	0	0	0	0	0	1
bodies		MX	0	0	0	0	1	0	0	0	0	0	1
bodies		NA	0	0	0	1	0	0	0	0	0	0	1
bodies		NZ	0	0	0	0	2	0	0	1	0	0	3
bodies		PL	0	0	0	0	0	0	0	0	1	0	1
bodies		US	0	0	0	0	0	3	1	4	0	0	8
bone pieces		US	0	0	0	2	0	0	0	0	0	0	2
bones		CA	0	1	0	2	0	0	0	0	0	0	3
bones		DE	0	0	0	0	0	0	0	2	0	0	2
bones		DK	0	0	0	0	0	2	4	0	0	0	6
bones		MX	0	0	0	0	0	2	2	1	0	0	5
bones		SK	0	0	0	0	0	0	0	0	0	1	1
bones		US	0	0	0	0	2	4	29	5	2	4	46
carvings		US	1	0	0	0	0	0	0	0	0	0	1
claws		GB	0	0	0	0	0	4	0	0	0	0	4
claws		NZ	0	0	0	0	1	0	0	0	0	0	1
claws		US	0	44	18	2	36	8	26	18	18	0	170
derivatives		GB	0	0	0	0	0	0	50	0	0	0	50
derivatives		LV	0	0	0	0	0	2	0	0	0	0	2
derivatives		MX	0	0	0	0	0	2	0	0	0	0	2
derivatives		US	0	0	0	0	20	2	0	0	0	0	22
feet		US	0	0	0	29	0	0	0	0	0	0	29
garments		GB	0	0	0	0	0	0	0	1	0	0	1
garments		IT	0	0	0	0	0	1	0	0	0	0	1
garments		NZ	1	0	0	0	0	0	0	0	0	0	1
garments		US	0	0	0	0	0	0	0	0	0	1	1
hair		GB	0	0	0	0	209	0	0	0	0	0	209
leather products (large)		PH	0	0	0	0	1	0	0	0	0	0	1
leather products (small)		AU	0	1	0	0	0	0	0	0	1	0	2
leather products (small)		PT	0	1	0	0	0	0	0	0	0	0	1
leather products (small)		US	0	0	0	1	0	0	0	0	0	0	1
live		AE	2	2	2	0	2	0	0	0	0	0	8
live		BE	0	0	0	1	0	0	0	0	0	0	1
live		CA	0	0	0	0	0	0	0	0	0	2	2

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
live		EG	0	0	0	0	0	7	0	2	1	2	12
live		ES	0	0	0	0	0	1	0	0	0	0	1
live		GA	0	0	0	0	0	0	3	3	4	0	10
live		JP	0	0	0	0	0	2	2	0	0	0	4
live		MW	0	0	0	0	0	0	6	6	0	0	12
live		PK	0	0	0	0	0	0	0	0	0	2	2
live		SA	0	0	0	2	0	0	0	0	0	0	2
live		TH	0	0	0	2	1	0	0	0	0	0	3
live		UG	0	0	0	0	0	1	0	0	0	0	1
skin pieces		NZ	0	0	0	6	0	0	0	0	0	0	6
skin pieces		US	0	0	0	54	0	0	0	1	2	0	57
skins		AT	0	0	0	0	0	0	0	0	1	0	1
skins		AU	2	3	0	1	0	3	1	0	0	0	10
skins		BE	0	0	0	0	0	0	0	1	0	0	1
skins		BR	0	1	0	0	0	0	0	0	0	0	1
skins		BW	0	0	0	0	0	0	0	1	0	0	1
skins		CA	1	5	0	6	4	0	0	2	0	1	19
skins		CG	0	0	0	0	0	0	0	0	0	2	2
skins		CH	0	0	0	1	0	0	0	0	0	0	1
skins		CR	1	0	0	0	0	0	0	0	0	0	1
skins		CZ	0	0	0	0	0	1	3	1	0	0	5
skins		DE	0	0	0	0	0	1	1	5	1	0	8
skins		DK	0	0	0	1	0	2	1	0	0	0	4
skins		EE	0	1	0	0	0	0	0	0	0	0	1
skins		ES	0	3	0	0	0	11	12	3	0	0	29
skins		FI	0	0	0	0	0	0	1	1	0	0	2
skins		FR	2	0	0	0	0	3	3	0	0	0	8
skins		GB	2	0	0	0	2	1	1	0	0	1	7
skins		IT	0	0	0	1	0	0	0	0	0	0	1
skins		MX	0	0	0	0	0	3	3	0	0	0	6
skins		MZ	0	0	1	0	0	0	1	0	0	0	2
skins		NL	1	0	0	0	1	0	0	0	0	0	2
skins		NO	0	0	0	0	0	1	2	1	0	0	4
skins		PA	0	0	0	0	0	0	0	0	1	0	1
skins		PL	0	0	0	0	0	0	0	1	0	0	1
skins		PT	0	0	1	0	0	1	2	0	0	0	4
skins		RU	0	0	0	0	0	1	2	0	2	0	5
skins		SE	0	0	0	0	0	1	0	0	0	0	1
skins		SK	0	0	0	0	0	0	0	0	0	1	1
skins		SZ	0	2	0	0	4	0	0	0	0	0	6
skins		TZ	0	0	0	0	0	1	0	0	0	0	1
skins		US	0	27	0	0	2	40	52	37	3	2	163
skulls	kg	BE	0	0	0	0	0	0	0	0	0	0.65	0.65
skulls		AE	0	0	0	0	0	0	3	0	0	1	4
skulls		AR	0	0	0	0	0	0	0	0	3	1	4
skulls		AU	0	0	0	0	0	1	1	1	0	0	3
skulls		BE	0	0	0	0	0	0	0	1	0	1	2
skulls		BR	0	0	0	0	0	1	0	0	0	0	1
skulls		BW	0	0	0	0	0	0	0	1	0	0	1
skulls		CA	1	2	0	4	5	0	4	4	1	2	23
skulls		CN	1	0	0	0	0	0	0	0	0	0	1
skulls		CO	0	0	0	0	1	1	0	1	0	0	3

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
skulls		CZ	0	0	0	0	0	1	3	1	0	0	5
skulls		DE	0	0	0	0	0	0	1	6	1	0	8
skulls		DK	0	0	0	1	1	4	3	0	0	2	11
skulls		EE	0	1	0	0	0	0	0	0	0	0	1
skulls		ES	0	4	1	0	1	13	15	3	0	2	39
skulls		FI	0	0	0	0	0	0	2	1	1	0	4
skulls		FR	1	0	0	0	2	4	3	0	2	6	18
skulls		GB	0	1	0	1	2	3	2	2	0	0	11
skulls		HU	0	0	0	0	0	0	0	0	0	1	1
skulls		IT	0	0	0	0	1	1	4	3	2	1	12
skulls		MG	0	0	0	0	0	0	1	0	0	0	1
skulls		MX	0	2	0	0	1	4	7	0	0	0	14
skulls		MZ	0	0	0	0	0	0	1	0	0	2	3
skulls		NA	0	1	0	0	0	0	0	0	1	0	2
skulls		NO	0	0	0	0	1	2	4	0	0	1	8
skulls		NZ	0	0	0	0	1	1	1	1	0	0	4
skulls		PA	0	0	0	0	0	0	0	0	1	0	1
skulls		PH	0	0	0	0	1	2	2	0	0	0	5
skulls		PK	0	0	0	0	1	0	1	2	0	0	4
skulls		PT	0	0	0	0	3	6	7	0	0	0	16
skulls		QA	0	0	0	0	0	0	0	2	2	4	8
skulls		RU	0	0	0	0	0	1	4	0	0	6	11
skulls		SE	0	0	0	0	0	2	2	0	2	1	7
skulls		SK	0	0	0	0	0	0	0	0	0	1	1
skulls		TZ	0	0	0	0	0	5	0	0	0	0	5
skulls		UA	0	0	0	0	0	1	0	0	0	0	1
skulls		US	0	43	2	0	16	50	74	45	11	37	278
skulls		ZM	0	0	0	0	0	0	0	1	0	0	1
specimens		CN	4	0	0	1	1	2	0	0	0	1	9
specimens		NO	0	0	0	0	0	0	0	1	0	0	1
specimens		US	0	0	0	0	0	0	0	150	0	0	150
tails		GB	0	0	0	0	0	1	0	0	0	0	1
teeth		BR	0	4	0	0	0	0	0	0	0	0	4
teeth		US	0	0	0	0	0	0	0	0	0	4	4
trophies		AE	0	1	1	0	1	0	7	0	0	1	11
trophies		AR	0	0	3	0	1	0	2	1	4	1	12
trophies		AT	1	0	1	1	0	0	0	0	0	1	4
trophies		AU	2	0	0	0	0	0	0	1	0	0	3
trophies		BE	3	0	0	0	0	2	1	1	0	1	8
trophies		BR	1	1	0	0	0	1	0	0	0	2	5
trophies		BW	1	0	0	0	0	0	0	0	0	0	1
trophies		CA	1	0	1	4	1	0	2	2	6	4	21
trophies		CH	0	0	0	0	2	0	0	0	1	0	3
trophies		CL	2	0	0	0	0	0	0	0	0	0	2
trophies		CN	2	0	1	1	1	1	0	1	2	0	9
trophies		CO	0	0	0	0	1	1	0	1	0	1	4
trophies		CR	0	0	0	0	0	0	1	1	0	0	2
trophies		CZ	1	0	0	2	1	1	3	2	0	0	10
trophies		DE	2	1	1	0	2	0	4	7	5	3	25
trophies		DK	0	0	3	2	5	7	3	1	1	1	23
trophies		EE	0	1	0	0	0	0	0	0	1	0	2
trophies		ES	9	6	5	8	11	11	4	2	2	5	63

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
trophies		FI	1	0	0	0	1	2	2	0	1	1	8
trophies		FR	3	6	1	7	1	6	3	2	4	2	35
trophies		GB	1	1	2	4	3	2	2	2	0	2	19
trophies		GT	0	0	1	0	0	0	0	0	0	0	1
trophies		HU	0	0	0	0	0	0	0	1	0	2	3
trophies		ID	0	0	0	0	0	0	0	0	0	1	1
trophies		IE	1	0	0	0	0	0	0	0	0	0	1
trophies		IS	0	0	0	1	1	0	1	1	0	0	4
trophies		IT	1	0	1	1	4	2	6	3	2	1	21
trophies		KW	0	0	2	1	0	0	0	0	0	0	3
trophies		LB	1	0	0	1	1	0	2	0	0	0	5
trophies		LT	0	0	0	0	1	2	0	0	1	1	5
trophies		LV	0	0	0	0	0	1	0	0	0	0	1
trophies		MG	0	0	0	0	0	0	1	0	0	0	1
trophies		MX	2	4	3	11	3	9	7	6	2	6	53
trophies		MZ	0	0	0	0	0	2	0	1	0	0	3
trophies		NA	1	4	0	0	1	0	1	0	1	0	8
trophies		NC	0	0	0	0	0	1	0	0	0	0	1
trophies		NL	2	0	1	0	1	0	0	0	0	0	4
trophies		NO	0	1	0	1	0	0	4	2	2	1	11
trophies		NP	0	0	1	0	0	0	0	0	0	0	1
trophies		NZ	1	0	0	0	2	4	1	2	0	0	10
trophies		PH	1	0	0	1	38	4	2	0	0	0	46
trophies		PK	2	1	1	0	1	0	1	3	0	0	9
trophies		PL	0	0	0	0	0	0	0	3	2	0	5
trophies		PT	0	1	2	1	6	2	7	0	0	0	19
trophies		QA	0	0	0	0	0	0	1	3	2	0	6
trophies		RO	0	0	1	1	0	0	0	0	0	0	2
trophies		RS	0	0	0	1	1	0	0	0	1	0	3
trophies		RU	4	0	1	0	2	2	5	9	4	18	45
trophies		SA	0	0	1	0	0	0	0	0	0	0	1
trophies		SE	0	3	1	0	0	3	2	0	2	0	11
trophies		SI	0	1	0	0	0	0	0	0	0	0	1
trophies		SK	0	1	0	0	0	0	0	1	2	0	4
trophies		SV	0	0	1	0	0	0	0	0	0	0	1
trophies		SZ	0	0	0	0	1	0	0	0	0	0	1
trophies		TZ	1	1	1	1	1	4	0	0	0	0	9
trophies		UA	0	0	0	0	0	1	0	0	0	0	1
trophies		US	68	85	76	98	89	74	53	69	64	53	729
trophies		ZM	0	0	0	0	0	0	1	1	0	0	2
trophies		ZW	0	0	0	0	1	0	0	0	0	1	2
Bodies			1	0	0	2	9	6	9	13	3	2	44
Bone			0	0	0	2	0	0	0	0	0	0	2
Pieces													
Total													
Bones			0	1	0	2	2	8	35	8	2	5	63
Total													
Carvings			1	0	0	0	0	0	0	0	0	0	0
Total													
Claws			0	44	18	2	37	12	26	18	18	0	175
Total													
Derivatives			0	0	0	0	20	6	50	0	0	0	76

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
Total													
Feet Total			0	0	0	29	0	0	0	0	0	0	29
Garments Total			1	0	0	0	0	1	0	1	0	1	3
Hair Total			0	0	0	0	209	0	0	0	0	0	209
Leather Products (large) Total			0	0	0	0	1	0	0	0	0	0	1
Leather Products (small) Total			0	2	0	1	0	0	0	0	1	0	4
Live Total			2	2	2	5	3	11	11	11	5	6	56
Skin Pieces Total			0	0	0	60	0	0	0	1	2	0	63
Skins Total			9	42	2	10	13	70	85	53	8	7	290
Skulls Total			3	54	3	6	37	103	145	75	27	69	519
Skulls Total	kg		0	0	0	0	0	0	0	0	0	0.65	0.65
Specimens Total			4	0	0	1	1	2	0	151	0	1	156
Tails Total			0	0	0	0	0	1	0	0	0	0	1
Teeth Total			0	4	0	0	0	0	0	0	0	4	8
Trophies Total			115	119	113	148	185	145	129	129	112	109	1189
Grand Total	no		136	268	138	268	517	365	490	460	178	204	3024

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from South Africa, all sources, all purposes, on 03/23/2016.

Table 55. Gross Imports of *Panthera pardus* from Sudan, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
leather products (small)		US	0	0	0	0	0	4	0	0	0	0	4
live		SA	1	0	0	0	0	0	0	0	0	0	1
live		SY	1	3	0	0	0	0	0	0	0	0	4
live		ZA	0	0	2	0	0	0	0	0	0	0	2
shoes		US	0	0	4	0	0	0	0	0	0	0	4
skins		AE	0	0	0	0	0	0	1	0	0	0	1
Live Total			2	3	2	0	0	0	0	0	0	0	7
Grand Total			2	3	6	0	0	4	1	0	0	0	16

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from Sudan, all sources, all purposes, on 03/23/2016.

Table 56. Gross Imports of *Panthera pardus* from Swaziland, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
live		ZA	0	0	0	0	1	0	0	0	0	0	1
skins		CN	0	0	0	0	0	0	0	2	0	0	2
skins		ZA	0	0	0	0	7	0	0	2	0	0	9
specimens		ZA	0	0	0	0	0	0	0	2	0	0	2
Skins Total			0	0	0	0	7	0	0	4	0	0	11
Grand Total			0	0	0	0	8	0	0	6	0	0	14

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from Swaziland, all sources, all purposes, on 03/23/2016.

Table 57. Gross Imports of *Panthera pardus* from Togo, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
skins		ES	1	0	0	0	0	0	0	0	0	0	1

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from Togo, all sources, all purposes, on 03/23/2016.

Table 58. Gross Imports of *Panthera pardus* from the United Republic of Tanzania, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bodies		DK	0	0	0	0	0	0	0	1	2	0	3
bodies		GB	0	0	0	0	0	0	0	0	1	0	1
bodies		RU	0	0	0	0	0	0	0	1	0	0	1
bones		IT	0	0	0	0	0	2	0	0	0	0	2
bones		US	0	0	0	0	0	0	2	0	8	0	10
bones		ZA	0	0	0	0	0	1	0	0	0	0	1
feet		BR	0	2	0	0	0	0	0	0	0	0	2
hair		NL	0	0	0	10	0	0	0	0	0	0	10
live		NI	0	0	0	0	0	0	1	0	0	0	1
skin pieces		AT	0	1	0	0	0	0	0	0	0	0	1
skins		AR	0	0	0	0	0	1	0	0	0	0	1
skins		AT	0	3	1	0	3	4	0	0	1	0	12
skins		AU	0	0	0	0	0	2	1	0	0	0	3
skins		BE	0	0	0	0	2	1	0	0	0	0	3
skins		BG	0	1	0	0	0	1	0	0	0	0	2
skins		BR	0	0	0	0	1	0	0	0	0	0	1
skins		CA	8	3	0	1	8	1	1	5	0	0	27
skins		CH	0	0	0	0	0	1	1	1	1	0	4
skins		CZ	0	0	0	0	0	0	0	1	0	0	1
skins		DE	0	0	0	0	4	1	3	3	3	0	14
skins		DK	0	0	0	0	0	0	1	0	0	1	2
skins		ES	0	0	0	0	16	14	3	3	1	0	37
skins		FR	1	1	0	0	28	20	11	10	6	2	79
skins		GB	0	2	0	0	0	1	1	0	1	0	5
skins		HU	0	0	0	0	8	0	2	0	3	0	13
skins		IT	0	0	0	0	5	5	2	2	0	0	14
skins		JM	0	0	0	0	0	0	2	0	0	0	2
skins		MG	0	0	0	0	0	0	0	1	0	0	1
skins		MX	0	0	0	0	2	1	0	0	2	0	5
skins		NL	2	0	0	0	0	0	0	0	0	0	2
skins		NO	0	0	0	0	0	0	0	0	0	1	1

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
skins		PA	0	0	0	0	0	0	0	0	1	0	1
skins		PL	0	0	0	0	2	0	0	0	0	0	2
skins		RU	0	0	0	0	6	4	4	1	2	0	17
skins		SB	0	0	0	0	0	0	1	0	0	0	1
skins		SE	0	0	0	0	0	0	1	0	0	0	1
skins		US	0	0	0	0	41	40	10	47	14	3	155
skins		ZA	0	15	0	0	9	11	12	5	3	0	55
skins		ZW	0	0	0	0	0	0	0	0	1	0	1
skulls		AR	0	0	0	0	0	1	0	0	0	0	1
skulls		AT	0	0	1	0	3	4	0	0	1	0	9
skulls		AU	0	0	0	0	0	2	1	0	0	0	3
skulls		BE	0	0	0	0	2	1	0	0	0	0	3
skulls		BG	0	0	0	0	0	1	0	0	0	0	1
skulls		BR	0	0	0	0	1	0	0	0	0	0	1
skulls		CA	5	3	0	1	7	1	1	3	0	0	21
skulls		CH	0	0	0	0	0	1	1	1	1	0	4
skulls		CZ	0	0	0	0	0	0	0	1	0	0	1
skulls		DE	0	0	0	0	4	1	3	3	3	0	14
skulls		DK	0	0	0	0	0	0	1	0	0	0	1
skulls		ES	0	0	0	0	16	14	3	3	1	0	37
skulls		FR	0	1	0	0	28	22	11	10	5	1	78
skulls		GB	0	0	0	0	0	1	1	0	1	0	3
skulls		HU	0	0	0	0	8	0	2	0	3	0	13
skulls		IT	0	0	0	0	5	5	2	1	0	0	13
skulls		JM	0	0	0	0	0	0	2	0	0	0	2
skulls		MG	0	0	0	0	0	0	0	1	0	0	1
skulls		MX	0	0	0	0	2	1	0	0	2	0	5
skulls		NO	0	0	0	0	0	0	0	0	0	1	1
skulls		PA	0	0	0	0	0	0	0	0	1	0	1
skulls		PL	0	0	0	0	2	0	0	0	0	0	2
skulls		RU	0	0	0	0	6	4	4	1	2	0	17
skulls		SB	0	0	0	0	0	0	1	0	0	0	1
skulls		US	1	0	1	0	41	40	10	43	14	1	151
skulls		ZA	0	15	0	0	9	15	11	6	6	4	66
skulls		ZW	0	0	0	0	0	0	0	0	1	0	1
skulls		CA	0	0	0	0	1	0	0	0	0	0	1
specimens		KW	1	0	0	0	0	0	0	0	0	0	1
tails		FR	0	0	0	0	0	1	0	0	0	0	1
trophies		AE	0	1	0	0	0	0	0	1	1	0	3
trophies		AR	0	2	2	0	2	1	0	0	0	0	7
trophies		AT	0	2	4	1	3	3	4	6	1	4	28
trophies		BE	3	3	5	7	9	3	0	0	0	0	30
trophies		BG	0	1	0	0	1	1	0	1	1	0	5
trophies		BR	0	0	0	0	1	0	0	0	0	0	1
trophies		BY	0	0	0	1	0	0	0	0	0	0	1
trophies		CA	4	2	0	1	1	0	0	0	1	0	9
trophies		CH	2	0	8	1	0	0	0	0	0	0	11
trophies		CN	1	1	0	0	0	2	0	0	0	0	4
trophies		CZ	1	1	0	0	0	0	0	3	0	0	5
trophies		DE	11	8	7	5	11	7	8	6	3	7	73
trophies		DK	0	1	1	1	2	2	2	0	0	1	10
trophies		ES	27	40	40	19	16	20	11	4	6	6	189

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
trophies		FI	2	2	0	0	0	1	0	1	0	0	6
trophies		FR	102	30	28	106	37	32	16	53	16	19	439
trophies		GB	0	0	0	0	0	0	0	0	0	2	2
trophies		HR	4	1	0	0	0	0	0	0	0	1	6
trophies		HU	0	0	0	4	9	4	8	6	5	7	43
trophies		IE	0	0	3	0	0	0	0	0	0	0	3
trophies		IT	14	8	8	7	7	7	8	9	6	5	79
trophies		JM	1	0	0	0	0	0	0	0	0	0	1
trophies		LT	0	0	0	0	2	1	0	0	0	0	3
trophies		LU	1	0	2	1	0	0	0	0	1	1	6
trophies		LV	2	0	0	1	0	0	0	1	0	0	4
trophies		MX	20	26	22	27	21	16	15	7	14	13	181
trophies		NL	0	1	0	0	0	0	0	0	0	2	3
trophies		NO	1	3	1	2	0	0	0	0	0	0	7
trophies		PL	0	1	0	1	2	0	1	0	0	0	5
trophies		PT	1	0	0	0	0	0	0	0	0	0	1
trophies		RO	0	0	2	1	0	0	0	0	1	1	5
trophies		RS	0	0	1	0	0	1	1	0	0	0	3
trophies		RU	1	3	7	8	12	10	8	9	0	4	62
trophies		SE	0	0	0	1	1	0	0	0	0	0	2
trophies		SK	0	0	0	0	0	0	0	1	0	0	1
trophies		TR	0	0	0	1	1	0	0	0	0	0	2
trophies		US	137	149	107	173	134	84	59	98	80	97	1118
trophies		ZA	7	19	13	17	8	6	0	4	12	10	96
trophies		ZM	0	0	0	0	0	0	0	0	0	1	1
Bodies Total			0	0	0	0	0	0	0	2	3	0	5
Bones Total			0	0	0	0	0	3	2	0	8	0	13
Feet Total			0	2	0	0	0	0	0	0	0	0	2
Hair Total			0	0	0	10	0	0	0	0	0	0	10
Live Total			0	0	0	0	0	0	1	0	0	0	1
Skin Pieces Total			0	1	0	0	0	0	0	0	0	0	1
Skins Total			11	25	1	1	135	108	56	79	39	7	462
Skulls Total			6	19	2	1	135	114	54	73	41	7	452
Specimens Total			1	0	0	0	0	0	0	0	0	0	1
Tails Total			0	0	0	0	0	1	0	0	0	0	1
Trophies Total			342	305	261	386	280	201	141	210	148	181	2455
Grand Total			360	352	264	398	550	427	254	364	239	195	3403

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from the United Republic of Tanzania, all sources, all purposes, on 03/23/2016.

Table 59. Gross Imports of *Panthera pardus* from Zambia, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bodies		DK	0	0	0	0	0	0	1	0	0	0	1
bones		DE	0	0	0	257	0	0	0	0	0	0	257
bones		ZA	0	0	0	0	0	1	0	0	0	0	1

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
hair		US	0	0	0	0	0	0	0	0	7	0	7
skins		CA	2	3	0	0	4	1	2	0	0	0	12
skins		ES	0	0	0	0	0	0	2	0	0	0	2
skins		GB	0	1	0	2	3	1	0	1	1	0	9
skins		LU	0	0	0	0	0	0	1	0	0	0	1
skins		MX	0	0	0	0	0	0	0	0	1	0	1
skins		SZ	0	0	3	4	0	0	0	0	0	0	7
skins		US	2	0	0	0	0	0	0	0	0	0	2
skins		ZA	0	4	0	0	0	3	8	3	0	0	18
skulls		BW	0	0	0	0	0	0	0	0	1	0	1
skulls		CA	0	1	0	0	4	1	2	0	0	0	8
skulls		DK	0	0	0	0	0	0	1	0	0	0	1
skulls		GB	0	1	0	2	1	1	0	1	1	0	7
skulls		IT	0	0	0	0	0	0	2	0	0	0	2
skulls		LU	0	0	0	0	0	0	2	0	0	0	2
skulls		MX	0	0	0	0	0	0	4	0	0	0	4
skulls		US	1	1	0	0	0	0	6	0	1	0	9
skulls		ZA	0	4	0	0	0	5	8	4	1	1	23
specimens	g	US	0	0	0	0	0	0	0	0	16	0	16
specimens		CH	0	96	0	0	0	0	0	0	0	0	96
specimens		DE	0	0	53	44	0	0	0	0	0	0	97
specimens		GB	0	8	0	0	0	0	0	0	0	0	8
trophies		AT	0	0	0	1	1	1	0	6	1	1	11
trophies		AU	0	0	0	1	0	0	0	0	0	1	2
trophies		BE	0	0	2	0	0	1	1	2	1	0	7
trophies		BW	0	0	0	0	0	0	0	0	1	0	1
trophies		CA	2	1	0	0	3	14	2	0	1	0	23
trophies		CZ	0	0	0	0	0	2	0	0	1	0	3
trophies		DE	0	0	0	1	4	6	6	4	2	0	23
trophies		DK	0	0	1	1	0	0	6	2	1	0	11
trophies		ES	4	2	4	8	6	2	6	3	3	0	38
trophies		FI	0	0	1	0	0	0	0	0	0	0	1
trophies		FR	3	2	0	4	5	2	2	4	3	0	25
trophies		GB	2	2	2	3	2	1	1	2	0	0	15
trophies		HU	0	0	1	2	3	4	3	6	0	0	19
trophies		IT	0	0	1	1	1	1	2	1	2	1	10
trophies		JM	0	0	1	0	0	0	0	0	0	0	1
trophies		LT	0	0	1	1	0	0	0	0	0	0	2
trophies		LV	0	4	3	3	2	0	0	0	0	0	12
trophies		MX	1	0	0	3	7	6	11	11	1	0	40
trophies		NO	0	0	0	0	0	1	1	0	0	0	2
trophies		PK	0	0	0	0	0	0	3	0	0	0	3
trophies		PT	1	0	2	0	0	0	0	0	0	0	3
trophies		RU	1	0	3	5	1	0	0	3	0	0	13
trophies		SE	0	0	0	0	1	1	0	0	4	0	6
trophies		SI	0	0	3	0	0	0	0	0	0	0	3
trophies		SK	0	0	0	3	2	0	3	2	0	0	10
trophies		SL	0	0	0	0	1	0	0	0	0	0	1
trophies		SZ	0	0	0	2	0	0	0	0	0	0	2
trophies		UA	0	0	1	0	1	0	0	0	0	0	2
trophies		US	54	46	39	48	42	48	36	112	39	2	466
trophies		ZA	7	6	6	7	9	4	6	7	3	0	55

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
trophies		ZW	0	1	0	0	0	0	0	0	0	0	1
trophies		MX	0	0	0	0	0	0	1	0	0	0	1
trophies		PK	0	0	0	0	0	0	1	0	0	0	1
Bodies Total			0	0	0	0	0	0	1	0	0	0	1
Bones Total			0	0	0	257	0	1	0	0	0	0	258
Hair Total			0	0	0	0	0	0	0	0	7	0	7
Skins Total			4	8	3	6	7	5	13	4	2	0	52
Skulls Total			1	7	0	2	5	7	25	5	4	1	57
Specimens Total			0	104	53	44	0	0	0	0	0	0	201
Specimens Total	g		0	0	0	0	0	0	0	0	16	0	16
Trophies Total			75	64	71	94	91	94	91	165	63	5	813
Grand Total			80	183	127	403	103	107	130	174	76	6	1389

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from Zambia, all sources, all purposes, on 03/23/2016.

Table 60. Gross Imports of *Panthera pardus* from Zimbabwe, 2005-2014, all purposes and all sources.

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bodies		CA	0	0	0	2	4	0	0	0	0	0	6
bodies		GB	0	0	0	0	1	0	0	0	0	0	1
bodies		HK	0	0	1	0	0	0	0	0	0	0	1
bodies		KR	3	0	0	0	0	0	0	0	0	0	3
bodies		SE	0	0	0	0	0	0	0	1	0	0	1
bones		US	0	0	0	0	0	0	0	4	1	2	7
bones		ZA	0	0	0	0	0	0	0	4	0	0	4
claws		GB	0	0	0	0	0	0	0	0	5	0	5
claws		MX	0	0	0	0	0	0	0	18	18	0	36
claws		US	0	0	0	0	8	0	1	20	0	0	29
derivatives		AT	0	0	1	0	0	0	0	0	0	0	1
feet		ZA	0	0	0	0	0	0	0	4	0	0	4
leather products (large)		US	0	8	0	0	0	0	0	0	0	0	8
live		ZA	0	0	0	0	0	0	0	0	0	3	3
skeletons		FR	1	0	0	0	0	0	0	0	0	0	1
skin pieces		NZ	0	0	0	0	0	0	0	1	0	0	1
skin pieces		US	0	0	0	0	0	1	0	0	1	2	4
skins	kg	IT	0	0	0	0	0	0	1	0	0	0	1
skins		AR	0	0	0	0	0	0	0	3	0	0	3
skins		AT	2	3	2	0	0	0	3	3	2	0	15
skins		BG	0	0	0	0	0	0	0	1	0	0	1
skins		BR	0	2	0	0	0	0	0	0	0	0	2
skins		BW	0	0	0	0	0	0	1	1	0	0	2
skins		CA	0	9	0	9	7	7	4	3	3	1	43
skins		CH	0	0	0	0	0	0	0	1	0	0	1
skins		CN	0	0	0	1	0	0	0	0	0	0	1

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
skins		CZ	0	0	0	0	0	0	1	1	4	0	6
skins		DE	0	0	0	0	0	0	5	5	4	0	14
skins		DK	0	0	0	1	0	0	2	0	1	0	4
skins		ES	0	0	0	0	2	1	7	5	1	0	16
skins		FI	0	0	0	0	0	0	1	0	0	0	1
skins		FR	0	0	0	0	0	1	2	5	4	0	12
skins		GB	0	0	0	0	2	1	2	2	3	0	10
skins		HK	0	0	0	0	1	0	0	0	0	0	1
skins		HN	0	0	0	0	0	0	0	0	1	0	1
skins		HU	0	0	0	0	0	0	0	2	2	0	4
skins		IT	0	0	0	0	0	0	2	0	2	0	4
skins		LT	0	0	0	0	0	0	0	1	1	0	2
skins		MX	0	0	0	0	1	0	0	3	1	1	6
skins		NG	0	0	0	0	0	0	0	6	0	0	6
skins		NZ	0	0	0	0	1	0	0	0	1	0	2
skins		PL	0	0	0	0	0	0	1	1	0	0	2
skins		PT	0	0	0	0	0	0	0	1	0	0	1
skins		RO	0	0	0	0	0	0	0	1	0	0	1
skins		RU	0	0	0	0	0	0	1	5	0	1	7
skins		SE	0	0	0	0	0	0	0	2	0	0	2
skins		SK	0	0	0	0	0	0	0	0	0	2	2
skins		US	0	0	0	0	3	2	55	128	68	6	262
skins		YU	0	0	0	0	0	0	0	0	1	0	1
skins		ZA	0	20	0	0	1	9	8	12	2	3	55
skulls	kg	IT	0	0	0	0	0	0	1	0	0	0	1
skulls		AR	0	0	0	0	0	0	0	3	0	0	3
skulls		AT	2	0	2	0	0	0	3	3	2	0	12
skulls		BE	0	0	0	0	0	2	0	0	0	0	2
skulls		BG	0	0	0	0	0	1	0	1	0	0	2
skulls		BW	0	0	0	0	0	0	1	1	0	0	2
skulls		CA	0	9	0	19	12	9	4	2	3	1	59
skulls		CH	0	0	0	0	1	0	0	1	0	0	2
skulls		CL	0	0	0	0	0	1	0	0	0	0	1
skulls		CZ	0	0	0	0	0	0	1	1	4	0	6
skulls		DE	0	0	0	0	1	0	6	6	4	0	17
skulls		DK	0	0	0	0	1	0	2	0	1	0	4
skulls		ES	0	0	0	0	3	1	8	5	2	0	19
skulls		FI	0	0	0	0	0	1	1	0	0	0	2
skulls		FR	0	0	0	0	0	0	2	8	5	0	15
skulls		GB	0	0	0	0	3	1	2	2	2	1	11
skulls		HK	0	0	0	0	1	0	0	0	0	0	1
skulls		HN	0	0	0	0	0	0	0	0	1	0	1
skulls		HU	0	0	0	0	0	0	0	2	2	0	4
skulls		IT	0	0	0	0	0	0	2	0	2	0	4
skulls		LT	0	0	0	0	0	0	0	1	1	0	2
skulls		MU	0	0	0	0	0	0	0	1	0	0	1
skulls		MX	0	0	0	0	0	0	0	3	1	1	5
skulls		NO	0	0	0	1	0	0	0	1	0	0	2
skulls		NZ	0	0	0	0	1	0	0	1	1	0	3
skulls		PA	0	0	0	0	0	0	0	1	0	0	1
skulls		PL	0	0	0	0	0	0	1	1	0	0	2
skulls		PT	0	0	0	0	0	0	0	2	0	0	2

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
skulls		RO	0	0	0	0	0	0	0	1	0	0	1
skulls		RU	0	0	0	0	0	0	1	5	0	1	7
skulls		SE	0	0	0	0	0	0	1	2	0	0	3
skulls		SK	0	0	0	0	0	0	0	0	0	2	2
skulls		US	0	3	1	7	9	5	58	134	74	9	300
skulls		YU	0	0	0	0	0	0	0	0	1	0	1
skulls		ZA	0	22	0	1	1	9	8	11	6	3	61
specimens		CN	1	0	0	0	0	2	0	0	0	0	3
tails		US	0	0	0	0	0	0	0	0	0	10	10
teeth		CH	0	0	0	0	0	0	0	4	4	0	8
teeth		NZ	0	0	1	0	0	0	0	0	0	0	1
trophies		AR	1	2	2	0	1	0	1	7	0	0	14
trophies		AT	4	6	2	4	3	1	4	2	1	2	29
trophies		AU	0	4	0	1	0	0	0	0	0	0	5
trophies		BE	1	2	2	2	1	3	1	0	1	0	13
trophies		BG	0	1	4	1	0	1	2	1	0	2	12
trophies		BR	0	0	0	0	0	0	0	0	0	2	2
trophies		CA	9	10	2	8	4	4	1	5	3	2	48
trophies		CH	0	0	0	1	1	0	0	1	1	2	6
trophies		CL	2	0	0	0	0	1	0	0	0	0	3
trophies		CN	0	0	0	1	0	2	0	1	1	0	5
trophies		CR	0	1	0	1	0	0	0	0	0	0	2
trophies		CZ	3	3	0	0	2	1	3	1	4	0	17
trophies		DE	9	12	4	4	5	5	8	8	8	4	67
trophies		DK	3	3	2	3	10	6	4	3	0	1	35
trophies		EE	1	0	0	0	0	0	0	0	0	1	2
trophies		ES	25	20	26	18	13	8	10	8	6	4	138
trophies		FI	2	2	1	2	1	2	3	1	0	1	15
trophies		FR	30	9	8	8	5	2	2	10	7	5	86
trophies		GB	1	1	1	2	0	1	1	2	2	2	13
trophies		HR	1	0	0	0	0	0	0	0	0	0	1
trophies		HU	0	0	0	0	1	0	1	1	2	1	6
trophies		IT	4	2	4	7	4	3	6	3	1	0	34
trophies		LT	1	1	0	0	0	0	0	2	1	0	5
trophies		LU	0	0	4	1	0	0	0	0	0	0	5
trophies		LV	0	0	0	0	0	0	0	0	1	1	2
trophies		MU	0	0	0	0	0	0	0	1	0	0	1
trophies		MX	8	15	2	4	6	13	8	5	5	5	71
trophies		NO	1	0	1	2	1	3	0	1	0	0	9
trophies		NZ	1	0	0	0	2	2	1	0	1	0	7
trophies		PA	0	0	0	0	0	0	0	1	0	0	1
trophies		PH	0	0	0	2	3	0	0	0	0	0	5
trophies		PK	1	0	0	0	0	0	0	0	0	0	1
trophies		PL	0	5	4	2	1	3	6	2	1	4	28
trophies		PT	2	3	1	2	0	0	0	2	0	0	10
trophies		QA	0	0	0	0	0	2	0	0	0	0	2
trophies		RO	0	0	1	0	0	1	0	0	1	0	3
trophies		RS	0	0	0	0	0	0	0	0	1	0	1
trophies		RU	5	1	3	6	7	6	4	10	0	1	43
trophies		SA	0	0	1	0	0	0	0	0	0	0	1
trophies		SD	0	0	0	0	0	0	0	0	0	2	2
trophies		SE	1	2	0	1	2	0	1	1	2	2	12

Term	Unit	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
trophies		SG	0	1	0	0	0	0	0	0	0	0	1
trophies		SI	0	1	0	0	0	0	0	0	0	0	1
trophies		SK	2	0	1	3	0	1	0	0	1	1	9
trophies		SL	0	1	0	0	0	0	0	0	0	0	1
trophies		SZ	0	0	0	0	0	0	0	0	0	2	2
trophies		UA	0	0	0	0	0	0	0	0	2	2	4
trophies		US	185	156	178	143	180	143	126	132	129	117	1489
trophies		XX	0	2	0	0	0	0	0	0	0	0	2
trophies		ZA	30	19	23	24	28	6	11	8	10	11	170
trophies		ZM	0	0	0	0	0	0	0	1	0	0	1
Bodies Total			3	0	1	2	5	0	0	1	0	0	12
Bones Total			0	0	0	0	0	0	0	8	1	2	11
Claws Total			0	0	0	0	8	0	1	38	23	0	70
Derivatives Total			0	0	1	0	0	0	0	0	0	0	1
Feet Total			0	0	0	0	0	0	0	4	0	0	4
Leather Products (large) Total			0	8	0	0	0	0	0	0	0	0	8
Live Total			0	0	0	0	0	0	0	0	0	3	3
Skeletons Total			1	0	0	0	0	0	0	0	0	0	1
Skin Pieces Total			0	0	0	0	0	1	0	1	1	2	5
Skins Total			2	34	2	11	18	21	95	192	101	14	490
Skins Total	kg		0	0	0	0	0	0	1	0	0	0	1
Skulls Total			2	34	3	28	33	30	101	199	112	18	560
Skulls Total	kg		0	0	0	0	0	0	1	0	0	0	1
Specimens Total			1	0	0	0	0	2	0	0	0	0	3
Tails Total			0	0	0	0	0	0	0	0	0	10	10
Teeth Total			0	0	1	0	0	0	0	4	4	0	9
Trophies Total			333	285	277	253	281	220	204	220	192	177	2442
Grand Total			342	361	285	294	345	274	401	667	434	226	3629

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* from Zimbabwe, all sources, all purposes, on 03/23/2016.

Table 61: Imports of *Panthera pardus* into Austria, all sources, all purposes 2005-2014.

Term	Purpose	Source	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bodies	H	W	AT	0	0	0	0	0	1	0	0	0	0	1
skins	H	W	AT	3	0	0	0	3	4	4	3	4	0	21
trophies	H	W	AT	17	26	9	10	17	10	11	18	13	10	141
trophies	H	W	AT	0	0	0	0	0	0	1	0	0	0	1

Term	Purpose	Source	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
skins	P	O	AT	0	0	0	0	0	0	0	0	1	0	1
skins	P	W	AT	4	14	15	0	0	0	0	0	0	0	33
trophies	P	W	AT	0	1	6	12	4	1	1	0	2	4	31
skins	Q	O	AT	0	0	0	0	1	0	0	0	0	0	1
bodies total				0	0	0	0	0	1	0	0	0	0	1
skins total				7	14	15	0	4	4	4	3	5	0	56
trophies total				17	27	15	22	21	11	13	18	15	14	173
Grand Total				24	41	30	22	25	16	17	21	20	14	230

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* into Austria by individual sources and purposes, on 03/16/2016.

Table 62: Imports of *Panthera pardus* into Canada, all sources, all purposes 2005-2014.

Term	Purpose	Source	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bodies	E	W	CA	0	0	0	0	0	0	0	2	0	0	2
skins	E	W	CA	0	0	0	0	0	0	0	1	0	0	1
trophies	H	C	CA	0	0	0	0	0	0	0	0	2	0	2
bodies	H	W	CA	0	0	0	6	8	0	6	2	1	4	27
skins	H	W	CA	11	22	0	18	32	10	10	11	3	2	119
trophies	H	W	CA	16	17	3	15	16	22	9	10	8	13	129
trophies	H	F	CA	0	0	0	0	0	0	0	0	2	0	2
trophies	P	I	CA	0	0	0	0	0	0	0	0	0	1	1
skins	P	O	CA	0	0	0	2	1	0	1	1	0	1	6
bodies	P	W	CA	0	0	0	1	1	0	0	0	0	1	3
skins	P	W	CA	2	2	0	0	1	0	0	0	0	1	6
trophies	P	W	CA	3	0	0	0	1	0	0	1	0	1	6
bodies	T	O	CA	0	0	0	0	0	0	0	1	0	0	1
skins	T	W	CA	2	0	0	0	0	0	0	0	0	0	2
live	Z	C	CA	0	1	2	1	0	1	0	1	2	2	10
bodies total				0	1	2	7	9	1	6	5	1	5	33
live total				0	1	2	1	0	1	0	1	2	2	10
skins total				15	24	0	20	34	10	11	13	3	4	134
trophies total				34	43	3	51	69	22	32	33	21	34	141
Grand Total				34	42	5	43	60	33	26	30	18	26	318

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* into Canada by individual sources and purposes, on 03/17/2016.

Table 63: Imports of *Panthera pardus* into France, all sources, all purposes 2005-2014.

Term	Purpose	Source	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bodies	H	W	FR	0	0	0	0	1	0	0	0	0	0	1
skins	H	W	FR	2	1	1	0	28	25	19	23	11	0	110
trophies	H	W	FR	188	74	33	47	52	44	10	11	10	4	473
skins	P	O	FR	3	0	0	1	0	0	0	1	0	0	5
bodies	P	W	FR	0	0	0	0	2	0	0	0	0	0	2
skins	P	W	FR	2	0	0	0	1	1	1	0	2	2	9
trophies	P	W	FR	4	2	33	138	60	51	32	76	33	30	459
live	Q	C	FR	0	2	0	0	0	0	0	0	0	4	6
live	Z	C	FR	0	1	3	1	0	2	0	0	0	0	7
bodies total				0	0	0	0	3	0	0	0	0	0	3
live total				0	3	3	1	0	2	0	0	0	4	13
skins total				7	1	1	1	29	26	20	24	13	2	124
trophies total				192	76	66	185	112	95	42	87	43	34	932
Grand Total				199	80	70	187	144	123	62	111	56	40	1,072

Source: UNEP-WCMC CITES Trade Database searched by “gross imports” of *Panthera pardus* into France by individual sources and purposes, on 03/17/2016.

Table 64: Imports of *Panthera pardus* into Germany, all sources, all purposes 2005-2014.

Term	Purpose	Source	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
live	B	C	DE	0	0	0	0	0	0	2	0	0	0	2
bodies	H	W	DE	0	0	0	0	0	1	0	0	0	0	1
skins	H	W	DE	0	0	0	0	5	2	12	15	8	0	42
trophies	H	W	DE	62	66	30	41	60	34	30	46	38	36	443
bodies	P	O	DE	0	0	1	0	0	0	0	0	0	0	1
skins	P	O	DE	0	0	0	0	0	1	0	0	1	0	2
trophies	P	O	DE	0	0	0	0	0	0	0	1	0	0	1
bodies	P	W	DE	0	0	0	1	0	0	0	0	0	0	1
skins	P	W	DE	1	0	0	0	0	0	2	0	0	0	3
trophies	P	W	DE	4	1	3	0	4	3	2	1	0	0	18
live	Q	C	DE	0	1	0	0	0	0	0	0	0	0	1
trophies	Q	O	DE	0	0	0	1	0	0	0	0	0	0	1
skins	T	O	DE	0	1	0	0	0	0	0	0	0	0	1
skins	T	U	DE	0	0	7	0	0	0	0	0	0	0	7
skins	T	W	DE	0	0	7	0	0	1	0	0	0	0	8
live	Z	C	DE	0	0	2	0	3	0	0	2	0	0	7
bodies total				0	0	1	1	0	1	0	0	0	0	3
live total				0	1	2	0	3	0	2	2	0	0	10
skins total				1	1	14	0	5	4	14	15	9	0	63
trophies total				66	67	33	42	64	37	32	48	38	36	463
Grand Total				67	69	50	43	72	42	48	65	47	36	539

Source: UNEP-WCMC CITES Trade Database searched by “gross imports” of *Panthera pardus* into Germany by individual sources and purposes, on 03/17/2016.

Table 65: Imports of *Panthera pardus* into Italy, all sources, all purposes 2005-2014.

Term	Purpose	Source	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
trophies	H	R	IT	0	0	0	1	0	0	0	0	0	0	1
bodies	H	W	IT	0	0	0	0	0	1	0	0	0	0	1
skins	H	W	IT	0	0	0	0	5	5	4	3	2	0	19
trophies	H	W	IT	20	12	15	18	23	18	22	18	12	7	165
skins	P	O	IT	0	0	0	1	0	0	0	0	0	0	1
trophies	P	W	IT	0	0	0	0	0	0	0	0	3	0	3
skins	Q	O	IT	0	0	0	0	0	0	0	1	0	0	1
live	Z	C	IT	0	0	0	0	1	0	0	0	0	0	1
bodies total				0	0	0	0	0	1	0	0	0	0	1
live total				0	0	0	0	1	0	0	0	0	0	1
skins total				0	0	0	1	5	5	4	4	2	0	21
trophies total				20	12	15	19	23	18	22	18	15	7	169
Grand Total				20	12	15	20	29	24	26	22	17	7	192

Source: UNEP-WCMC CITES Trade Database searched by “gross imports” of *Panthera pardus* into Italy by individual sources and purposes, on 03/17/2016.

Table 66: Imports of *Panthera pardus* into Mexico, all sources, all purposes 2005-2014.

Term	Purpose	Source	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
trophies	H	C	MX	0	0	0	0	0	0	0	0	2	0	2
trophies	H	F	MX	0	0	0	0	0	0	0	0	2	0	2
trophies	H	I	MX	0	0	0	0	0	2	0	0	0	0	2

trophies	H	O	MX	0	0	0	0	0	0	6	0	0	0	6
bodies	H	W	MX	0	0	0	0	1	0	0	0	0	0	1
skins	H	W	MX	0	0	0	0	3	4	3	4	5	0	19
trophies	H	W	MX	39	68	50	57	49	46	38	48	30	29	454
trophies	H	W	MX	0	0	0	0	0	0	1	0	0	0	1
trophies	P	W	MX	1	0	1	2	0	0	0	1	0	0	5
live	Q	C	MX	0	0	0	0	0	2	0	0	1	0	3
trophies	T	W	MX	0	0	1	1	1	0	0	0	0	0	3
live	Z	C	MX	0	0	0	4	0	0	0	0	0	1	5
bodies total				0	0	0	0	1	0	0	0	0	0	1
live total				0	0	0	4	0	2	0	0	1	1	8
skins total				0	0	0	0	3	4	3	4	6	0	20
trophies total				40	68	52	60	56	48	45	49	34	29	481
Grand Total				40	68	52	64	59	54	48	53	41	30	510

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* into Mexico by individual sources and purposes, on 03/17/2016.

Table 67: Imports of *Panthera pardus* into Russia, all sources, all purposes 2005-2014.

Term	Purpose	Source	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
live	B	C	RU	0	0	0	0	0	0	0	2	0	0	2
bodies	H	W	RU	0	0	3	0	0	2	1	1	0	1	8
live	H	W	RU	0	0	0	0	0	2	0	0	0	0	2
skins	H	W	RU	0	0	0	0	7	6	8	7	2	0	30
trophies	H	W	RU	15	8	20	29	36	35	23	51	15	31	263
live	N	W	RU	0	0	0	0	4	0	0	0	0	0	4
skins	P	C	RU	0	0	0	0	0	0	0	0	2	0	2
bodies	P	W	RU	0	0	0	0	1	0	0	0	0	0	1
trophies	P	W	RU	0	0	0	5	5	2	2	4	14	5	37
live	Q	U	RU	0	0	0	0	0	0	4	0	0	0	4
live	Q	W	RU	0	0	0	0	0	0	4	0	0	0	4
skins	T	O	RU	0	0	0	0	0	0	0	4	0	0	4
live	Z	C	RU	0	5	3	3	0	0	2	2	6	3	24
live	Z	F	RU	0	0	0	0	0	0	0	1	0	0	1
bodies total				0	0	3	0	1	2	1	1	0	1	9
live total				0	5	3	3	4	2	10	5	6	3	41
skins total				0	0	0	0	7	6	8	11	4	0	36
trophies total				15	8	20	34	41	37	25	55	29	36	300
Grand Total				15	13	26	37	53	47	44	72	39	40	386

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* into Russia by individual sources and purposes, on 03/17/2016.

Table 68: Imports of *Panthera pardus* into South Africa, all sources, all purposes 2005-2014.

Term	Purpose	Source	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
live	B	C	ZA	0	0	0	0	2	0	2	1	0	0	5
live	B	F	ZA	0	0	0	1	0	0	0	0	0	0	1
live	B	F	ZA	0	0	0	1	0	0	0	0	0	0	1
live	B	W	ZA	1	0	0	0	0	0	0	0	0	0	1
live	E	C	ZA	0	0	0	0	3	0	0	0	0	0	3
trophies	H	C	ZA	0	0	0	0	0	0	1	0	0	0	1
trophies	H	F	ZA	0	0	1	1	0	0	0	0	0	0	2
trophies	H	R	ZA	0	1	0	0	0	0	0	0	0	0	1
skins	H	W	ZA	0	51	0	0	22	28	41	38	27	0	207
trophies	H	W	ZA	87	74	73	76	80	43	40	46	43	25	587

Term	Purpose	Source	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
skins	L	W	ZA	0	0	0	0	0	0	0	2	0	0	2
skins	P	C	ZA	0	0	0	0	7	0	0	0	0	0	7
skins	P	O	ZA	2	0	0	0	0	0	1	0	0	0	3
skins	P	W	ZA	6	1	0	0	3	0	0	0	0	0	10
trophies	P	W	ZA	2	0	0	0	1	0	4	12	1	0	20
live	Q	C	ZA	0	0	0	0	0	4	0	0	0	0	4
live	T	C	ZA	0	1	0	0	1	0	1	0	2	3	8
live	T	W	ZA	0	0	0	0	0	0	1	1	0	0	2
trophies	T	W	ZA	0	0	0	1	0	0	0	1	0	0	2
live	Z	C	ZA	0	1	0	2	0	0	0	2	2	2	9
live	Z	W	ZA	0	0	2	0	0	0	0	0	0	0	2
live total				1	2	2	4	6	4	4	4	4	5	36
skins total				8	52	0	0	32	28	42	40	27	0	229
trophies total				89	75	74	78	81	43	45	59	44	25	613
Grand Total				98	129	76	82	119	75	91	103	75	30	878

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* into South Africa by individual sources and purposes, on 03/17/2016.

Table 69: Imports of *Panthera pardus* into Spain, all sources, all purposes 2005-2014.

Term	Purpose	Source	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
bodies	H	W	ES	0	0	0	0	0	2	0	1	0	0	3
skins	H	W	ES	0	3	0	0	18	27	32	12	7	0	99
trophies	H	W	ES	90	91	100	76	72	53	39	29	18	20	588
trophies	P	W	ES	0	0	0	0	0	0	3	1	11	0	15
live	Q	C	ES	0	0	0	0	0	1	1	0	0	0	2
live	T	C	ES	0	0	0	0	0	1	0	0	0	0	1
skins	T	W	ES	0	0	0	0	1	0	0	0	0	0	1
bodies total				0	0	0	0	0	2	0	1	0	0	3
live total				0	0	0	0	0	2	1	0	0	0	3
skins total				0	3	0	0	19	27	32	12	7	0	101
trophies total				90	91	100	76	72	53	42	30	29	20	602
Grand Total				90	94	100	76	91	84	75	43	36	20	709

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* into Spain by individual sources and purposes, on 03/17/2016.

Table 70: Imports of *Panthera pardus* into the United States of America, all sources, all purposes 2005-2014.

Term	Purpose	Source	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
trophies	E	W	US	0	0	2	0	0	0	0	0	0	0	2
trophies	H	C	US	0	0	1	0	0	0	1	0	0	0	2
trophies	H	I	US	21	31	19	30	14	13	14	18	10	5	175
skins	H	R	US	0	1	0	0	0	0	0	0	0	0	1
bodies	H	W	US	1	0	0	0	0	6	1	4	0	0	12
skins	H	W	US	1	26	4	1	46	83	152	262	106	2	683
trophies	H	W	US	497	512	494	566	642	445	296	460	345	316	4,573
trophies	H	W	US	0	0	0	0	0	1	0	0	0	0	1
skins	L	W	US	0	0	3	0	0	0	0	0	0	0	3
trophies	P	I	US	0	0	0	0	0	0	0	0	1	0	1
skins	P	O	US	1	2	0	1	0	2	1	6	1	1	15
trophies	P	O	US	0	0	0	0	0	0	0	1	0	0	1
skins	P	U	US	2	0	0	0	0	0	0	0	0	0	2
bodies	P	W	US	0	0	0	0	0	0	1	1	0	0	2
skins	P	W	US	4	2	0	4	1	0	0	0	0	0	11

Term	Purpose	Source	Country	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
trophies	P	W	US	4	3	4	4	1	0	1	10	6	2	35
live	Q	C	US	0	0	0	1	1	2	2	0	1	0	7
skins	Q	O	US	0	0	0	2	0	0	0	0	1	0	3
skins	Q	W	US	0	0	0	0	0	0	0	0	1	0	1
skins	S	U	US	0	0	0	7	0	0	0	0	0	0	7
skins	T	I	US	2	0	0	0	0	2	0	1	0	0	5
skins	T	O	US	3	2	0	0	1	0	0	0	0	0	6
skins	T	U	US	0	1	0	0	0	0	0	0	0	0	1
trophies	T	U	US	0	0	1	0	0	0	0	0	0	0	1
skins	T	W	US	0	1	0	0	0	0	1	0	1	0	3
trophies	T	W	US	0	1	1	0	0	0	0	0	0	1	3
live	Z	C	US	0	0	0	6	3	0	1	1	3	3	17
live	Z	F	US	0	0	0	0	0	0	0	1	0	0	1
live	Z	F	US	0	0	0	0	0	0	0	1	0	0	1
bodies total				1	0	0	0	0	6	2	5	0	0	14
live total				0	0	0	7	4	2	3	3	4	3	26
skins total				13	35	7	15	48	87	154	269	110	3	741
trophies total				522	547	522	600	657	459	312	489	362	324	4,794
Grand Total				536	582	529	622	709	554	471	766	476	330	5,575

Source: UNEP-WCMC CITES Trade Database searched by "gross imports" of *Panthera pardus* into the United States of America by individual sources and purposes, on 03/17/2016.



The voice of fish and wildlife agencies

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September 8, 2017

Honorable Rob Bishop, Chairman
House Natural Resources Committee
1324 Longworth House Office Bldg.
Washington, DC 20515

Honorable Raul Grijalva, Ranking Member
House Natural Resources Committee
1324 Longworth House Office Bldg.
Washington, DC 20515

Dear Chairman Bishop and Congressman Grijalva:

The Association of Fish and Wildlife Agencies (Association) strongly supports HR 3668 and urges your expeditious action to report the bill to the full House. Founded in 1902, the Association's mission remains to protect the authority of the state fish and wildlife agencies to manage fish and wildlife within their borders, including on federal lands and waters. We strive to work cooperatively with the federal agencies to deliver science-based, sustainable management of fish and wildlife resources for the use and enjoyment of our citizens. All 50 states are members of the Association.

This is the third Congress which has tried to pass a bipartisan package of bills to benefit fish and wildlife conservation and the citizens of our Nation, including hunters, anglers, recreational shooters and other wildlife enthusiasts. The portfolio of separate bills bundled in the package has changed, but all of the bills focus on fish, wildlife and habitat conservation; enhancing access to federal lands for hunting, angling, recreational shooting and other wildlife dependent-recreation; increasing opportunities to engage in these activities; and clarifying federal authorities in these arenas. These bipartisan sportsmen's bills are strongly supported by the fish, wildlife, hunting, and fishing conservation community. While different groups may assign different priorities to the component bills, our community supports the bundled package of bills represented in HR 3668.

The Association is particularly appreciative of the inclusion of Title XIX, Respect for State Wildlife Management Authority. This title reaffirms and highlights the existing authority of the states to manage fish and wildlife within their borders, including on federal lands and waters. It is jurisdictionally neutral and neither enlarges nor diminishes the existing authorities of state and federal agencies in this area. It also directs the Secretaries of the Interior and Agriculture to cooperate with the states, and to utilize state fish and wildlife agencies' data and analyses when planning, developing and implementing land management plans for the US Forest Service, Bureau of Land Management, and US Fish and Wildlife Service lands. This brings consistency to the existing policy of many federal land management units which has not been consistently applied nationwide. The federal agencies will now have explicit Congressional direction to utilize state data and analyses. We strongly support and enthusiastically appreciate these provisions in Title XIX.

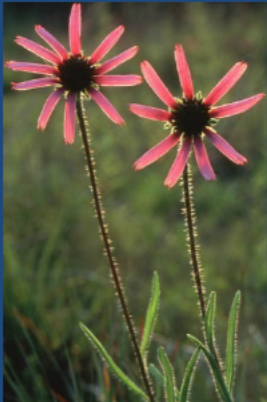
Thank you for your attention to the Association's perspectives and we stand ready to assist you in reporting HR 3668 favorably to the House floor. Please contact Jen Mock Schaeffer, Government Affairs Director, at jenmock@fishwildlife.org if you have questions.

Sincerely,

Nick Wiley
President



Endangered Species Act: Enhancement



Tim Van Norman
Chief, Branch of Permits
Division of Management Authority
U.S. Fish and Wildlife Service

The Endangered Species Act

- The Endangered Species Act (ESA) was enacted in 1973
- The ESA was passed to prevent the extinction of native and foreign animals and plants by providing measures to help alleviate the loss of species and their habitats



The ESA

When the U.S. Congress and President Nixon enacted the Endangered Species Act in 1973, they established an expectation that U.S. residents/citizens would not contribute to the extinction of a listed species through activities that might adversely affect the species.



What Activities are Prohibited?

- It is unlawful for anyone under the jurisdiction of the United States to import, export, transport across State or International borders for commercial purposes, and take (harm, harass, kill) in the United States or on the high seas without a permit, or possess unlawfully taken wildlife.



Prohibited Activities

The prohibitions under the ESA apply to both living and dead animals and plants and parts or products made from them.

The prohibitions also apply to both wild-origin specimens and captive-bred specimens.



How is a permit issued under the Act?

- An application must be submitted identifying all activities that could affect a listed species
- The U.S. Fish and Wildlife Service (Service) works with the applicant, experts, other U.S. agencies, and Foreign governments to determine the impact of the proposed activities
- If it determined the activities meet the issuance criteria under the Act, a permit is issued



Types of Permits

Endangered species permits may be issued for scientific research OR enhancement of propagation or survival of the species

Threatened species permits may be issued for scientific research, enhancement of propagation or survival of the species, zoological or botanical exhibition, education, and special purposes consistent with the ESA, OR in accordance with a 4(d) rule, if one has been established for the species



Enhancement of the Species

Permits can be issued if the permitted activity “enhances the propagation or survival of the species” in the wild refers to whether the permitted activities directly or indirectly benefit the long term survival of the species in the wild, such as habitat restoration, management to reduce the identified threats to the species, or addressing human-wildlife conflicts



What Are the Issuance Criteria?

There are 4 main factors that need to be considered when determining if an activity meets the issuance criteria (50 CFR 17.22 and 17.32):

- What direct and indirect impacts would occur on the wild population?
- Would issuing a permit conflict with any known programs intended to conserve the species?
- Would the purposes of the permit reduce the threat of extinction facing the species?
- What are the opinions of experts?



What does this mean for the import of sport-hunted trophies?

The activity that the Service is permitting is the import of a trophy, not the hunting of a trophy.

We must determine that the IMPORT provides a benefit to the species, so how do we determine that the import of a dead animal can benefit the species?



Department of Interior

The Department of Interior and the US Fish and Wildlife Service has recently announced their strong support for hunting and recognizes the strong benefits that it can provide both wildlife and the communities that rely on and interact with the wildlife species.



International Wildlife Conservation Council

The Department of Interior has recently established a council to provide advice and recommendations to the Federal Government on increasing U.S. public awareness domestically regarding the conservation, wildlife law enforcement, and economic benefits that result from United States citizens traveling to foreign nations to engage in hunting.



International Wildlife Conservation Council

Additionally, the Council shall advise the Secretary on the benefits international hunting has on foreign wildlife and habitat conservation, anti-poaching and illegal wildlife trafficking programs, and other ways in which international hunting benefits human populations in these areas.



Hunting Program

We look at the hunting program from which the trophy being imported was taken. If the hunting program “enhance the survival of the species”, the import of a trophy taken from that program would “enhance the survival of the species”

While the Service has been evaluating trophy imports for decades, a recent publication, the IUCN Species Survival Commission (SSC) Guiding Principles on Trophy Hunting as a Tool for Creating Conservation Incentives, Ver. 1.0 (IUCN SSC 2012), summarizes many of the factors we consider.



Guiding Principles on Trophy Hunting as a Tool for Creating Conservation Incentives

- The document identifies 5 factors of a hunting program that creates “incentives for the conservation of species and their habitats and for the equitable sharing of the benefits of use of natural resources” and recognizes that trophy hunting can contribute to biodiversity conservation and the conservation of the hunted species.



Biological Sustainability

The hunting program:

- cannot contribute to the long-term decline of the hunted species
- It should not alter natural selection and ecological function of the hunted species or any other species that share the habitat
- It should not inadvertently facilitate poaching or illegal trade in wildlife by acting as a cover for such illegal activities
- It should also not manipulate the ecosystem or its component elements in a way that alters the native biodiversity.



Net Conservation Benefit

The biologically sustainable hunting program should be:

- based on laws, regulations, and scientifically based quotas, established with local input, that are transparent and periodically reviewed
- It should produce income, employment, and other benefits to create incentives for reducing the pressure on the target species
- It should create benefits for local residents to co-exist with the target species and other species



Socio-Economic-Cultural Benefit

A well-managed hunting program can serve as a conservation tool when:

- it respects the local cultural values and practices
- It involves and benefits local residents in an equitable manner
- It adopt business practices that promote long-term economic sustainability



Adaptive Management: Planning, Monitoring, and Reporting

A hunting program can enhance the species when it is based on appropriate resource assessments and monitoring (e.g., population counts, trend data), upon which specific science-based quotas can be established.

Resource assessments should be objective, well documented, and use the best science available.

Adaptive management of quotas, based on the results of resource assessments and monitoring, is essential



Accountable and Effective Governance

A biologically sustainable trophy-hunting program should be subject to a governance structure that clearly allocates management responsibilities.

- The program should account for revenues in a transparent manner and distribute net revenues to conservation and community beneficiaries
- Steps need to be taken to eliminate corruption and ensure compliance with national and international requirements and regulations



Permitting considerations

- When examining a management program and whether trophies taken as part of that program meet the issuance criteria, we would study a number of factors, including but not limited to:
- Is the program is based on sound scientific information and identifies mechanisms that would arrest the loss of habitat or increase available habitat (i.e., by establishing protected areas and ensuring adequate protection from human encroachment)



Permitting consideration (cont.)

- Are there government incentives in place that encourage habitat protection by private landowners and communities and incentives to local communities to reduce human-elephant conflicts
- Are hunting concessions/tracts managed to ensure the long-term survival of elephants and its habitat
- Does trophy hunting provides financial assistance to the wildlife department to carry out elements of the management program and if there is a compensation scheme or other incentives to benefit local communities that may be impacted by elephants



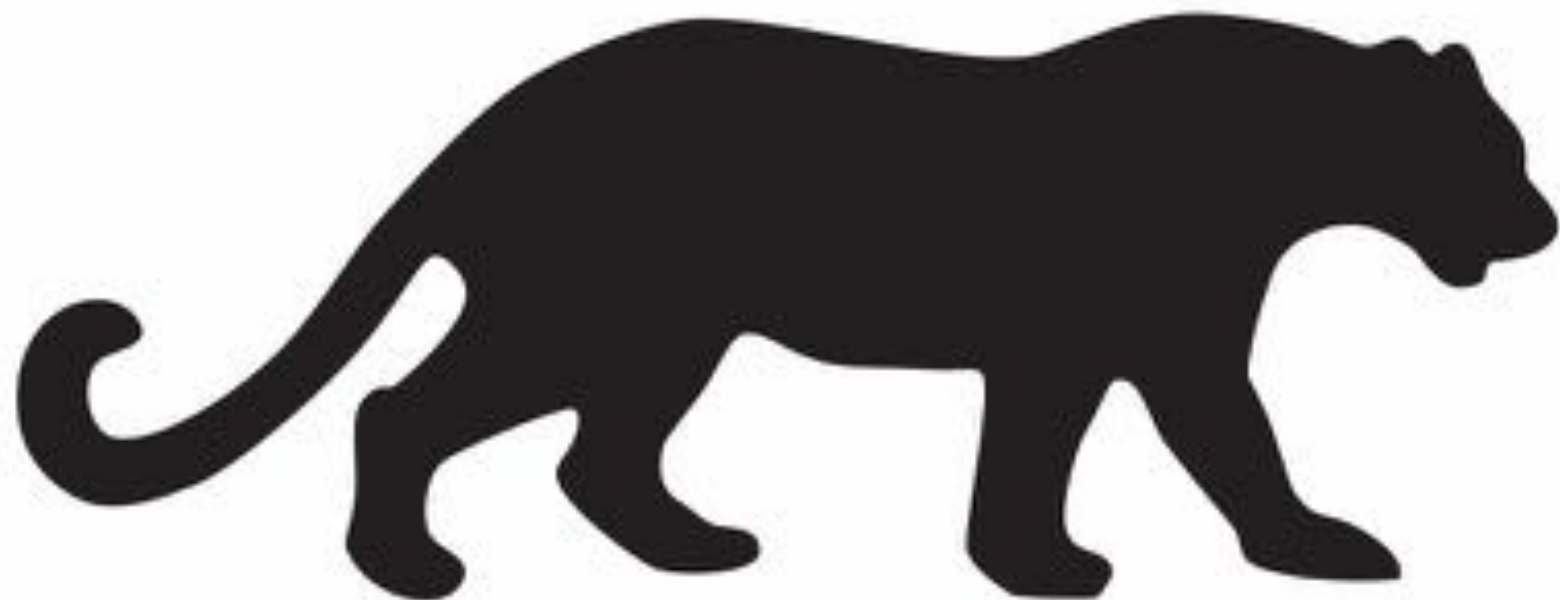
U.S. participation

How does a U.S. hunter's participation in the hunting program contribute to the overall management of elephants within a country and can this be documented?



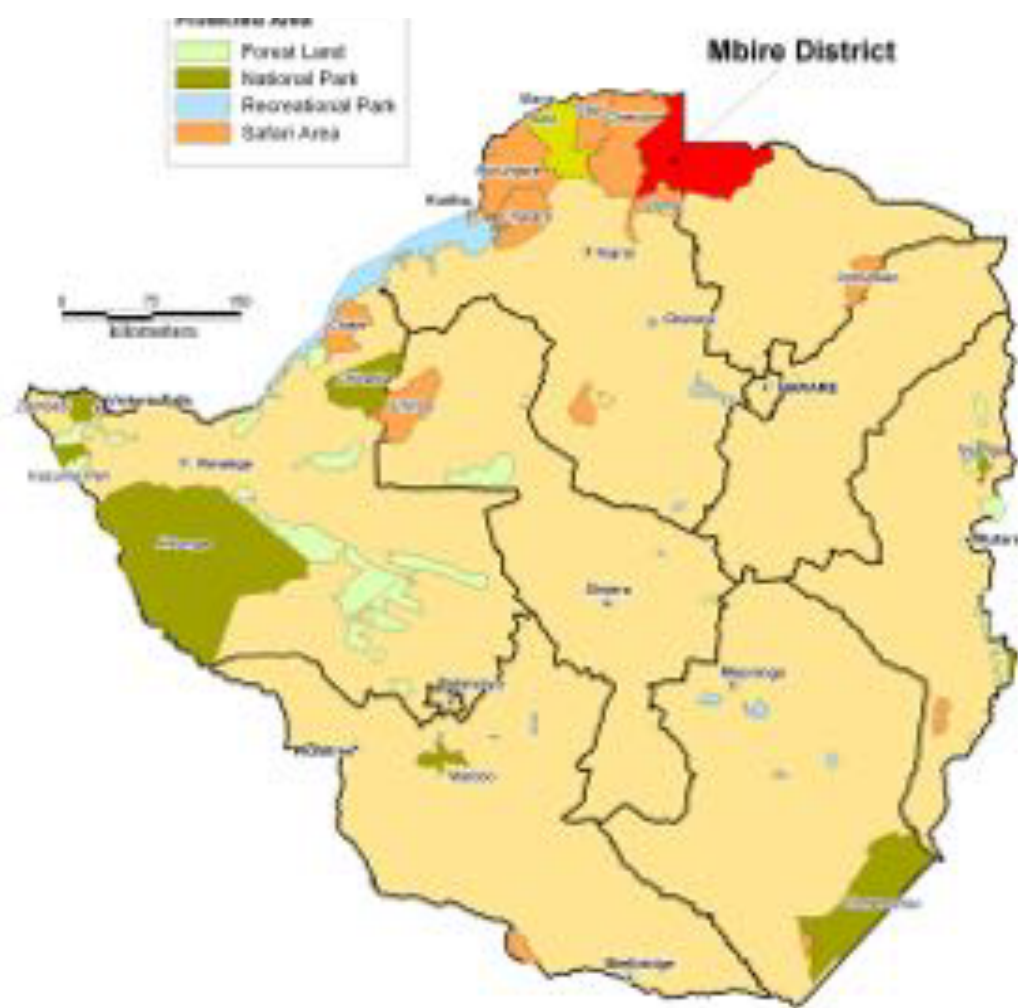
Thank you!





DAPU

DANDE ANTI POACHING UNIT



Introduction

As you probably all know, **Charlton McCallum Safaris** is a hunting operator in the “Dande North” which is in the Mbire District. The concessions are made up of:

Dande North (communal land wards 1 & 2) = 77,500 hectares.
Dande Safari Area (National Parks) = 55,000 hectares.
Dande East (communal land wards 4 ,11,12) = 50,000 hectares
Total = **182,500 hectares**

79 % of the area is “communal land” with a core National Parks concession. All this we operate in a genuine partnership with the council and communities under the CAMPFIRE program.

Because of:

1. People living in the area.
2. The sheer size of the Mbire district and
3. The huge and porous borders between Zimbabwe, Mozambique and Zambia.

We face a much, much larger challenge than most. For our district the CAMPFIRE model simply has got to work. People MUST get FAIR value for their game, or all is lost. So our anti poaching and conservation efforts are under pinned by:

1. **Strong administrative, legal and financial** i.e. we make sure that all hunting proceeds are correctly channeled into producer ward accounts.
2. **Strong Sustainable Trophy Hunting Program** – through adaptive quota setting and adherence to the Parks and Wildlife Act and Industry code of conduct.
3. **Strong Conservation benefits** – early burning, roads, anti poaching, general stewardship.
4. **Strong Social benefits** – transparent on-time payments, employment and meat distribution.

1 Administrative, legal and financial.

At Charlton McCallum Safaris, we have always prided ourselves at being strong in the administrative, legal and economic departments.

All of our professional hunters are members of ZPGHA, CM Safaris is a paid up member of SOAZ and Myles McCallum has served on the SOAZ executive committee for 4 years.

It is extremely important to get all the administrative, legal and economics' of sport hunting correct, because ultimately the animals have to be worth money to all stakeholders in order to have broad buy in. The stakes are high for all parties to get the anti poaching and general best management practices right, as this reflects directly into the bottom line profit and thus makes it much, much easier to get everyone pulling in the same direction.

Please see slides showing distribution of revenue to Wards, National Parks, Council, ZTA and Campfire Association.

2013

Dande Safari Area, Dande North and Dande East - actual payments to National Parks and Communities

	<u>Hunting</u>	<u>Social Funds</u>	<u>Bird quota/ Camp rental</u>	<u>Total</u>	
<u>Council</u>	US\$206,624.0	US\$47,000.0	US\$3,000.0	US\$256,624.0	
<u>Parks</u>	US\$190,994.0	US\$0.0	US\$0.0	US\$190,994.0	
<u>Ward 4</u>	US\$27,365.0	US\$4,000.0	US\$3,500.0	US\$34,865.0	
<u>Ward 10</u>	US\$2,000.0	US\$1,000.0	US\$0.0	US\$3,000.0	
<u>Ward 11</u>	US\$21,057.0	US\$2,000.0	US\$0.0	US\$23,057.0	
<u>Ward 12</u>	US\$6,000.0	US\$2,500.0	US\$0.0	US\$8,500.0	
<u>Ward 1</u>	US\$41,237.5	US\$5,500.0	US\$0.0	US\$46,737.5	
<u>Ward 2</u>	US\$59,947.5	US\$5,500.0	US\$0.0	US\$65,447.5	
<u>Campfire</u>	US\$12,608.0	US\$0.0	US\$0.0	US\$12,608.0	
<u>ZTA</u>	US\$	US\$0.0	US\$0.0	US\$29,799.00	
<u>DAPU</u>	US\$0.0	US\$0.0	US\$0.0	US\$60,000.0	(estimated)
<u>Total Paid</u>	<u>US\$567,833.0</u>	<u>US\$67,500.0</u>	<u>US\$6,500.0</u>	<u>US\$731,632.00</u>	

2014

Dande Safari Area, Dande North and Dande East - actual payments to National Parks and Communities

	Hunting	Social Funds	Camp rental/ bird quota	Total	
<u>Council</u>	US\$225,172.0	US\$47,000.0	US\$3,000.0	US\$275,172.0	
<u>Parks</u>	US\$147,374.0	US\$0.0	US\$0.0	US\$147,374.0	
<u>Ward 4</u>	US\$33,520.0	US\$4,000.0	US\$3,000.0	US\$40,520.0	
<u>Ward 10</u>	US\$525.0	US\$1,000.0	US\$0.0	US\$1,525.0	
<u>Ward 11</u>	US\$26,597.8	US\$2,000.0	US\$0.0	US\$28,597.8	
<u>Ward 12</u>	US\$0.0	US\$2,500.0	US\$0.0	US\$2,500.0	
<u>Ward 1</u>	US\$49,217.0	US\$5,500.0	US\$0.0	US\$54,717.0	
<u>Ward 2</u>	US\$71,352.3	US\$5,500.0	US\$0.0	US\$76,852.3	
<u>Campfire</u>	US\$14,650.0	US\$0.0	US\$0.0	US\$14,650.0	
<u>ZTA</u>	US\$24,466.00	\$0	\$0	US\$24,466.00	
<u>DAPU</u>	US\$0.0	US\$0.0	US\$0.0	US\$71,968.0	(actual)
<u>Total Paid</u>	<u>US\$568,408.1</u>	<u>US\$67,500.0</u>	<u>US\$6,000.0</u>	<u>US\$738,342.00</u>	

2015

Dande Safari Area, Dande North and Dande East - actual payments to National Parks and Communities

	Hunting	Social funds	Camp rental/ Bird quota	Total	Notes
Council	\$166,022.75	\$47,000.00	\$4,000.00	\$171,693.00	
Parks	\$146,158.00	\$0	\$0	\$146,158.00	
Ward 4	\$22,261.91	\$4,000.00	\$3,500	\$29,762.00	
Ward 10	\$3,862.50	\$1,000.00	\$0	\$4,862.00	
Ward 11	\$15,950.05	\$2,000.00	\$0	\$17,950.00	
Ward 12	\$0	\$2,500.00	\$0	\$2,500.00	
Ward 1	\$35,582.86	\$5,500.00	\$0	\$41,082.00	
Ward 2	\$56,419.73	\$5,500.00	\$0	\$61,919.00	
Campfire	\$9,715.00	\$0	\$0	\$9,715.00	
ZTA	\$18,164.00	\$0	\$0	\$18,164.00	
DAPU	\$0	\$0	\$0	\$74,813.00	(Actual)
<u>Total Paid</u>	<u>\$474,136.8</u>	<u>\$67,500.00</u>	<u>\$7,500.00</u>	<u>\$549,136.00</u>	

2016

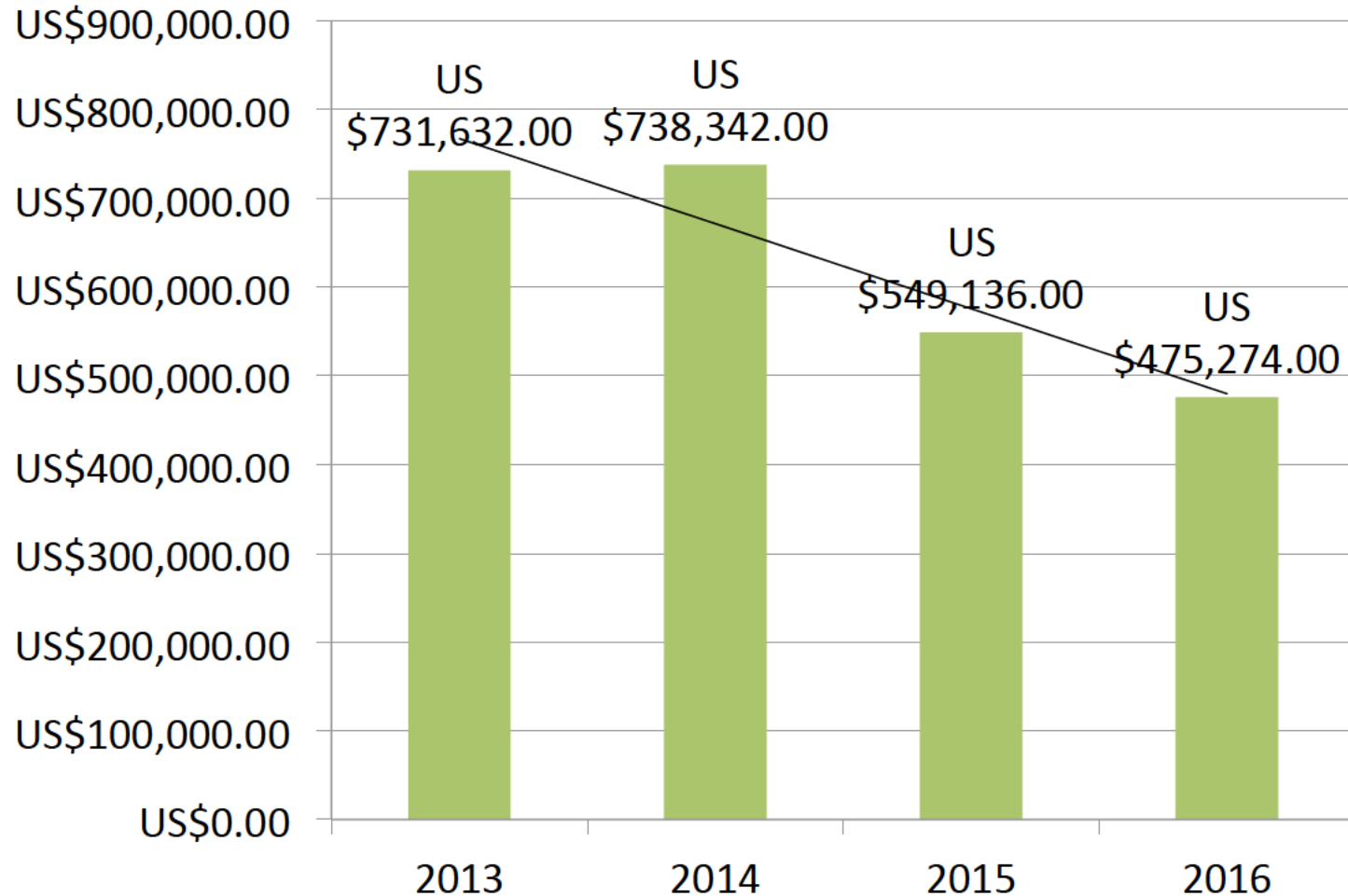
Dande Safari Area, Dande North and Dande East - actual payments to National Parks and Communities

	Hunting	Social funds	Camp rental/ Bird quota	Total	Notes
Council	\$79,010.00	\$47,000	\$3,000.00	\$129,010.00	
Parks	\$119,190.00	\$0	\$0	\$119,190.00	
Ward 4	\$11,300.00	\$4,000.00	\$3,000	\$18,300	
Ward 9& 10	\$611.61	\$1,000.00	\$0	1,611.61	
Ward 11	\$6,875.00	\$2,000.00	\$0	\$8,875.00	
Ward 12	\$0.00	\$2,500.00	\$0	\$2,500.00	
Ward 1	\$44,894	\$5,500.00	\$0	\$50,394.00	
Ward 2	\$22,195	\$5,500.00	\$0	\$27,695.00	
Campfire	\$6,879.00	\$0	\$0	\$6,879.00	
ZTA	\$15,814.77	\$0	\$0	\$15,814.00	
DAPU	\$95,006	\$0	\$0	\$95,006.00	(Actual)
<u>Total Paid</u>	<u>\$401,775.38</u>	<u>\$67,500.00</u>	<u>\$6,000.00</u>	<u>\$475,274.00</u>	

Four year earnings in US\$ Dande – decrease due to USFWS elephant and lion bans.

Note 36% decrease in earnings in 2016 compared to 2014

Note combined loss in revenue \$452,274.00 2015 and 2016 combined



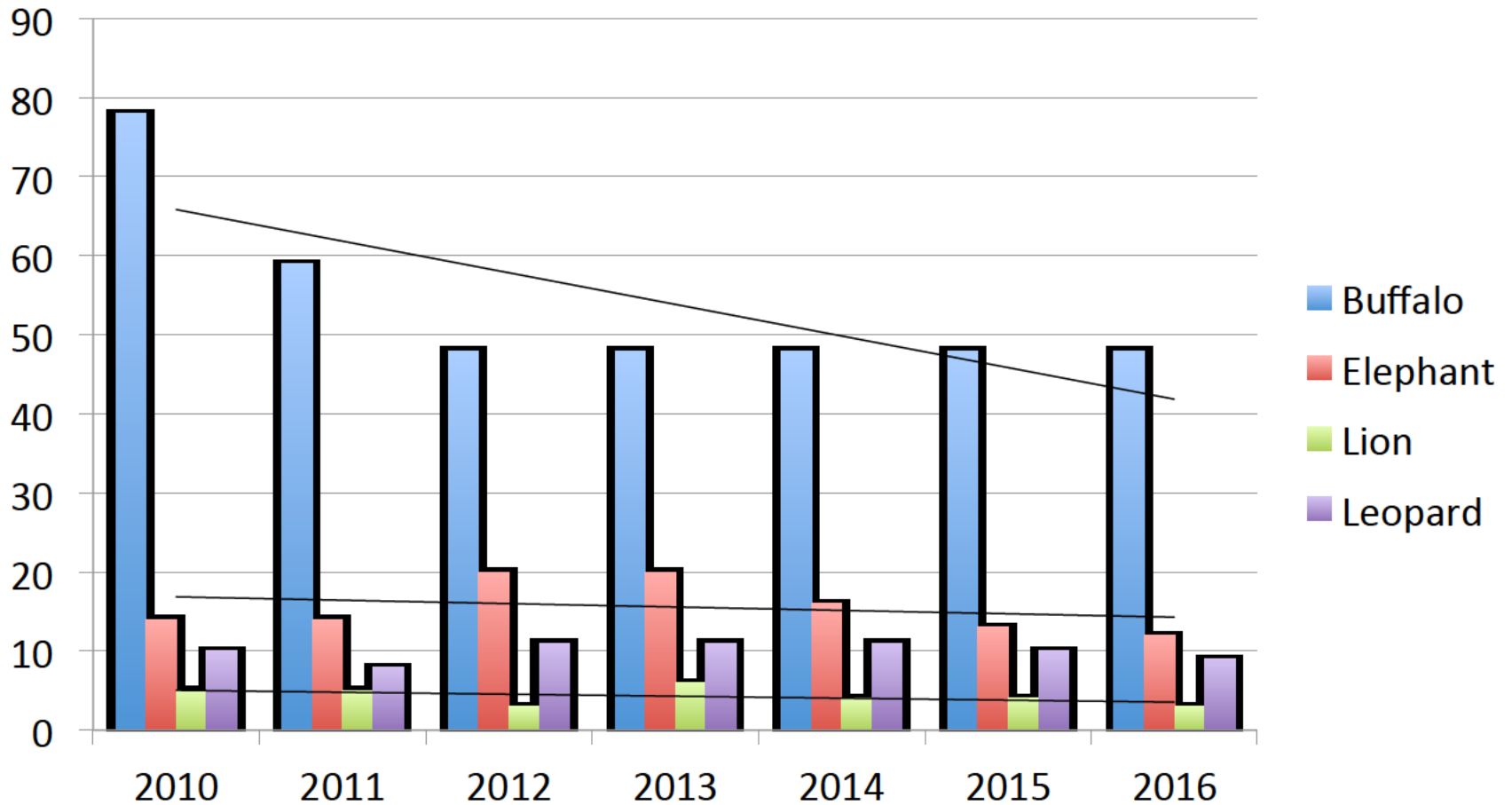
2 SUSTAINABLE HUNTING PROGRAM **(Adaptive quota setting)**

Zimbabwe uses an “adaptive quota setting system”. Information is collected annually at different levels at workshops, and is fed into the national plan. At the end of this, the government of Zimbabwe issues a “sport hunting quota ”per area.

1. Ward quota setting – information is collected at ward level amongst the villages.
2. Company quota setting – CM Safaris collects information from scouts, staff and professional hunters.
3. District quota setting – information from ward and company quota setting is fed into the District plan.
4. Provincial quota setting – The results from the Mbire district quota setting feeds into the Provincial plan at the quota setting workshop.
5. National quota setting – this is done by provincial ecologists from National Parks in conjunction with the Ministry of Environment Water and Climate.

All sorts of information is collected – water hole counts, aerial counts, spoor transects, trophy quality trends, trophy ages and it is surprisingly accurate. National parks is able to cross reference numbers from all these different sources.

Sustainable Trophy Hunting Program
(Adaptive quota setting)
Mbire North, Dande Safari Area and Dande East.



3 Social Responsibility and Benefits.

Some of the things that Charlton McCallum Safaris does annually:

1. Pays \$67,500.00 per annum to individual wards and council (as per tables above). This money is used per Ward and Council's discretion and must be on a capital project (house, classroom block etc...).
2. Fair and on-time distribution of revenue as per contract (see tables above)
3. Distribution of meat.
4. As per contract, we only employ locals and our annual wage bill is + \$110,000 per annum (not listed in any tables above).
5. Attention to Problem animal reports.
6. Financial and physical contributions towards National holidays (Heroes, Independence, Christmas).
7. Contributions to orphans and kids in need.
8. Various sponsorships towards soccer teams and tournaments.
9. Recognition and sponsorship of the local "spirit mediums" as per local culture.
10. Financial and physical help towards main road maintenance.

3 Conservation Benefits

At Charlton McCallum Safaris we pride ourselves on having the very finest:

1. Early burning and fire management.
2. Road maintenance for - ease of access, fire breaks and security.
3. New roads into areas previously unmanaged.
4. Anti poaching – DAPU.
5. Water – dams and boreholes.
6. Cut lines and boundaries to help with zoning.

All of this has meant a real long term improvement in all aspects of the concession – greater game populations, lower poaching and greater community benefits.





Practical anti poaching.

1. Poor rural communities on the frontline of elephant and human conflict zones **simply will not tolerate any crop damage and will take the law in to their own hands.** These same communities are what we call the producer wards and currently they enjoy the benefits of hunting.

2. Currently the communities in producer wards act as our eyes and ears and actually do not want to see their hunting benefits being depleted by poachers. HOWEVER, if there are no rewards to be had from legal hunting they will in turn actively assist or actually poach those same elephants for reward.

3. The use of **POISON** is a **GAME CHANGER.** Not only are poisons readily available, but also their use is almost risk free from a poachers point of view – silent and supremely efficient . They have an added benefit from a poachers/ disgruntled communities point of view of killing lions, leopards and hyenas too.

DAPU – on the ground operations.

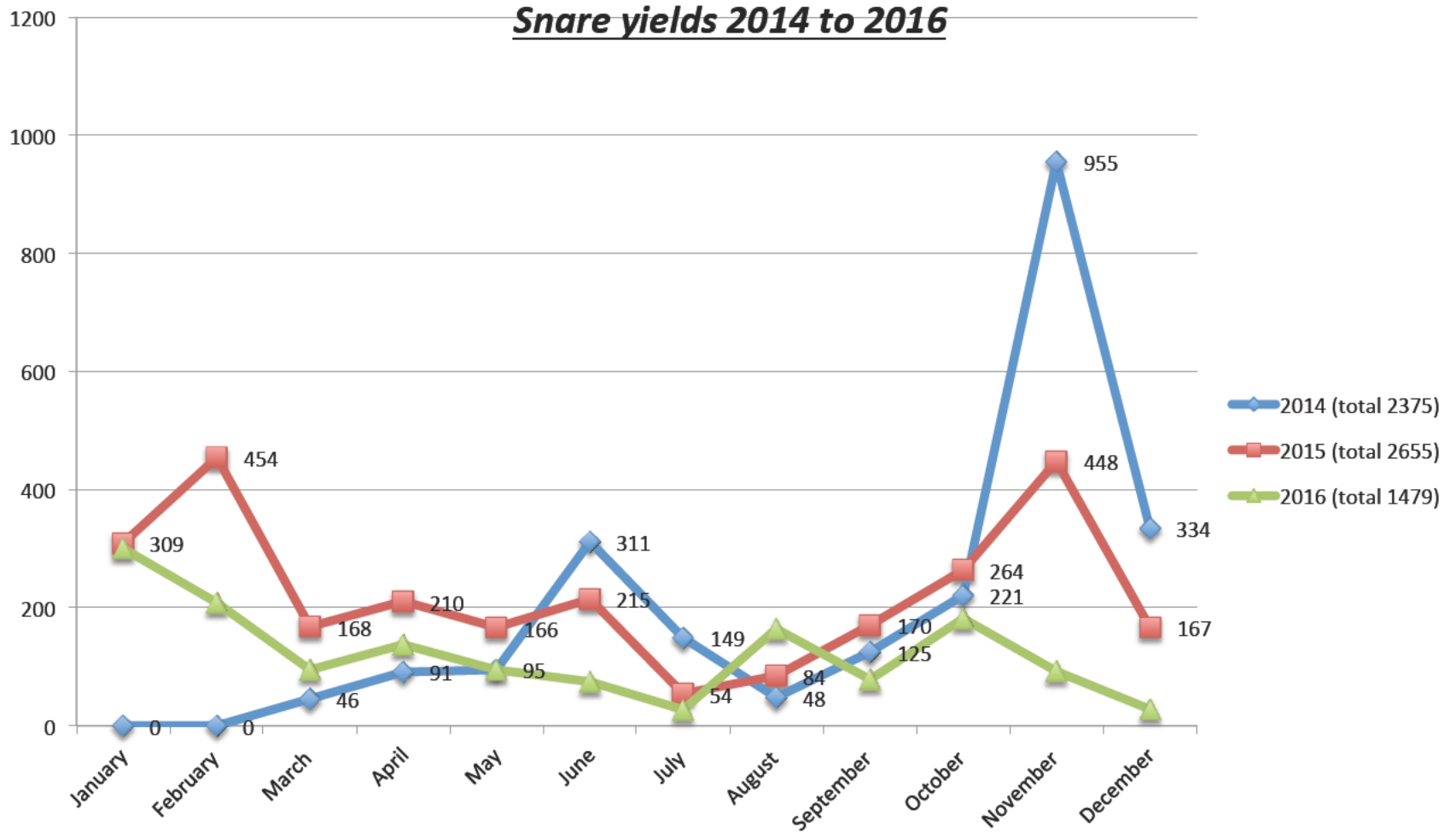
We found when we began in 2010 that the “community scouts” were thoroughly discouraged as often they went up to a year without any pay. Immediately we began support of the community scouts (10 to begin with) in Dande East. The ward paid them half their salary and we paid the other half as well as fed and equipped them. The results were gratifying and almost immediately the poachers were on the back foot and thousands of snares had been picked up and dozens of poachers were arrested.

DAPU has;

1. Two full time “managers” employed.
2. Two dedicated land cruisers allocated.
3. 22 “community scouts” under DAPU control.
4. Access to 18 “Council Scouts”.
5. Access to 18 “Parks Rangers”.

3 year poaching trend 2014 , 2015 and 2016 (indexed in snares found).

You will notice a gradual downwards trend and also a massive decrease during the hunting season



Elephant poaching statistics
(90% accurate)

Year	No of Carcasses
2010	40
2011	36
2012	16
2013	4
2014	9
2015	4
2016	7

DAPU Reward for Anti Poaching efforts/incentive

Category 1 - elephant poaching (all rewards paid on conviction ONLY)

	Reward/ Tariff	Paid to
"Gunner" or shooter ea.	500	Scouts involved in arrests
Accomplices ea.	250	Scouts involved in arrests
Informer/Information	100	To informers/informant
Sergeant/Manager per "gunner"	150	CMS Manager (Bongi/ Muno)
Sergeant/Manager per "accomplice"	100	CMS Manager (Bongi/ Muno)

Category 2 - meat poaching (all rewards paid on conviction ONLY)

	Reward/ Tariff	Paid to
Poacher ea.	100	Scouts involved in arrests
Dogs ea.	10	Scouts involved in arrests
Snare ea.	2	Scouts involved
Informer/Information	50	To informers/informant
Sergeant/Manager (per poacher)	50	CMS Manager (Bongi/ Muno)

- **Category 3 - fish poaching (all rewards on conviction ONLY)**

	Reward/ Tariff	Paid to
Poacher ea.	100	Scouts involved in arrests
Dogs ea.	10	Scouts involved in arrests
Snare ea.	2	Scouts involved
Informer/Information	50	To informers/informant
Sergeant/Manager (per poacher)	50	CMS Manager (Bongi/Muno)

2014 Successes

	No. Snares	Dogs shot	Meat poachers convicted	Elephant poachers convicted	Weapons retrieved	Nets retrieved	Poached elephants	Canoes confiscated	Rewards paid
March	46	2	5	0	2	1	0	1	422
April	91	1	0	0	4	0	0	0	212
May	95	1	2	0	4	0	0	0	670
June	311	0	6	0	5	0	0	0	1597
July	149	0	1	0	1	0	0	0	503
August	48	0	0	0	0	0	0	0	96
September	125	1	0	0	0	0	0	0	250
October	221	2	2	0	1	0	0	0	597
November	955	2	2	2	2	0	0	0	4190
December	334	0	1	2	3	0	0	0	1065
	<u>2375</u>	<u>9</u>	<u>19</u>	<u>4</u> <u>(1Deceased)</u>	<u>22</u>	<u>1</u>	<u>9</u>	<u>1</u>	<u>\$9,602</u>

2015 Successes

	No. Snares	Dogs shot	Meat poachers convicted	Elephant poachers convicted	Weapons retrieved	Nets retrieved	Poached Elephants	Canoes confiscated	Rewards paid
January	309	0	5	0	0	0	0	0	1518
February	454	0	0	0	0	0	2	0	908
March	168	1	1	0	0	0	1	0	336
April	210	1	1	0	0	0	0	0	420
May	166	0	0	0	0	0	0	0	166
June	161	0	0	0	0	0	0	0	176
July	54	0	0	0	0	0	0	0	97
August	84	0	0	0	0	0	0	0	135
September	172	7	0	0	9	0	0	0	386
October	264	6	2	0	0	0	0	0	899
November	448	5	1	5	2	0	1	0	3493
December	167	0	1 (leopard)	0	0	0	0	0	710
	<u>2655</u>	<u>20</u>	<u>11</u>	<u>5</u>	<u>11</u>		<u>4</u>		<u>\$9,244.00</u>

2016 successes

	No. Snares	Dogs shot	Meat poachers convicted	Elephant poachers convicted	Weapons retrieved	Nets retrieved	Poached Elephants	Canoes confiscated	Rewards paid
January	300	0	3	0	0	0	0	0	821
February	208	0	0	2	0	0	2	0	978
March	95	0	0	0	0	0	1	0	97
April	137	0	1	0	2	0	0	0	321
May	94	0	5	0	4	0	0	0	1310
June	75	0	0	0	0	0	4	0	83
July	27	0	0	0	2	0	0	0	67
August	164	1	0	0	0	0	0	0	254
September	78	0	1	0	1	0	0	0	97
October	181	0	2	0	1	0	0	0	447
November	92	0	0	0	0	0	0	0	442
December	28	0	0	0	0	0	0	0	532
	<u>1479</u>	<u>1</u>	<u>12</u>	<u>2</u>	<u>10</u>	<u>25</u>	<u>7</u>	<u>7</u>	<u>\$5,499.00</u>

DAPU 2014,2015,2016 Budgets

<u>DAPU actual 2016 BUDGET and proposed 2017.</u>						
	<u>2017 Budget</u>	<u>% Variance</u>	<u>2016 actual</u>	<u>2016 (proposed)</u>	<u>2015 (actual)</u>	<u>2014 (actual)</u>
<u>Receipts</u>	-		-		-	-
From Sylvarnus Trust, SCI & clients	US\$50,571	48%	US\$50,571	US\$34,056.00	US\$34,956.00	US\$35,904.00
Charlton McCallum Safaris	US\$44,435	-5%	US\$44,435	US\$46,653.00	US\$49,756.70	US\$36,064.00
	US\$95,006	18%	US\$95,006	US\$80,709	US\$84,713	US\$71,968
<u>Less Expenses</u>			-			
Wages (scouts)	US\$14,300	0%	US\$14,300	US\$14,300.00	US\$14,300.00	US\$13,075.00
Management	US\$20,865	15%	US\$20,865	US\$18,200.00	US\$18,200.00	US\$18,200.00
Rations (from January x 22 scouts).	US\$9,240	0%	US\$9,240	US\$9,240.00	US\$9,240.00	US\$7,980.00
Rewards	US\$5,449	-43%	US\$5,449	US\$9,582.00	US\$9,582.00	US\$9,602.00
Equipment	US\$14,937	76%	US\$14,937	US\$8,500.00	US\$2,603.00	US\$6,861.00
Landcruiser operating costs	US\$30,215	45%	US\$30,215	US\$20,888.00	US\$20,888.00	US\$16,250.00
	US\$95,006	18%	US\$95,006	US\$80,710.00	US\$74,813.00	US\$71,968.00
<u>Shortfall</u>	US\$0	0%	US\$0	-US\$1.00	US\$0.00	US\$0.00

Biggest Challenges

1. Financial-With by far the biggest area to look after and with the most challenges I am sure I join the list of all other organizations here pleading poverty. We really are under-staffed and short of kit but are doing our best with what we can afford.
2. Short leases – are a challenge as there is little incentive to plough back in to Anti poaching and communities.
3. Meddling foreign politicians i.e the communities and National Parks lost \$452,274.00 in 2015 and 2016 (compared to 2014). This is a direct result of the elephant and lion import ban to the USA. We expect a further drop in 2017. All this affects us (who no one cares about) as well as the communities – who people ought to care about. Ultimately at a time when we all need to be spending more money on anti poaching, that ability has been eroded by the EU and USFWS.
4. We have a border with Mozambique of over 100Km's and poaching there is rife and out of control. This directly affects our operations.
5. We have a porous 15km border with Zambia – which is a common threat with other folk here.
6. Human population increases.
7. Often times hugely lenient sentences by the judiciary.

Conclusion

Generally in Dande we are quite pleased with our results. I think especially if one takes into account the immense size of the area and other complicating factors I have already mentioned.

With the help of all our hunting clients, together with DAPU, National Parks and the Mbire RDC we have managed to:

- Keep safe the habitat in key areas.
- Improve game populations by approximately 50 – 100% in seven years.
- Improve the lives of the local people.
- Reduce poaching to an all time low.

All this has been achieved on a sustainable, long term basis. However if the district is to catapult itself into the next category up, then we will need funding for sure. There is huge potential for much greater game populations and that will lead to much better economies long term.

MBIRE POPULATION
(ORANGE ARE WARDS RELATED TO CAMPFIRE)

ward	Males	Females	Total	House holds
1	1558	1622	3180	705
2	2337	2514	4851	1149
3	3073	3033	6106	1337
4	3529	3587	7116	1578
5	2608	2681	5289	1192
6	1950	2112	4062	900
7	1293	1256	2549	569
8	4182	4235	8417	1751
9	2462	2437	4899	1126
10	3414	3503	6917	1489
11	829	809	1638	332
12	3292	3493	6785	1508
13	2820	2925	5745	1258
14	1235	1174	2409	553
15	2464	2698	5162	1224
16	1493	1503	2996	624
17	1920	1892	3812	834
Total	40459	41474	81933	18129

PAC HISTORY TO DATE 2015

ANIMALS KILLED ON PAC

Animal	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Elephant	9	16	14	11	12	7	8	6	2	7	8	4	5
Buffalo	10	9	15	12	12	8	6	1	0	1	1	1	0
Crocodile	0	2	0	0	0	4	1	2	1	0	1	1	2
Lion	0	0	0	0	0	2	1	12	1	0	1	2	1
Hippo	1	0	0	0	1	3	2	0	0	1	1	1	0

DOMESTIC ANIMALS KILLED BY LIONS JAN 2010 TO 2015

Ward	Cattle	Donkey	Goat	Dog	Chicken	
1. Kanyemba		1	0	60	6	0
2. Angwa		25	10	48	0	0
3. Shange		22	8	30	0	0
4. Gonono		20	10	20	0	0
7. Hambe		30	5	15	0	0
8. Mhokwe		30	0	10	0	0
9. Mushumbi		12	0	10	0	0
10. Chitsungo		60	12	35	1	0
11. Masoka		0	2	20	103	74
TOTAL		200	47	248	110	74

HUMAN AND WILDLIFE CONFLICT/DEATHS

Animal	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Elephant	1	0	2	0	2	0	0	2	0	1	1	0	1
Buffalo	1	1	1	0	3	2	2	0	1	0	0	1	0
Crocodile	1	1	0	0	4	2	1	6	1	0	0	1	2
Lion	0	0	0	0	0	3	1	3	0	0	0	0	1
Hippo	0	0	0	0	0	1	0	0	0	0	0	0	0
Snake	0	0	0	0	0	0	3	6	4	1	0	1	1
Bee	0	0	0	0	0	0	1	3	0	0	0	0	1
Jackal	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	3	2	3	0	9	8	8	20	6	2	1	3	6

HUMAN AND WILDLIFE CONFLICT/INJURIES

Animal	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Lion	0	0	2	0	0	1	0	1	1	0	0	0	0
Buffalo	0	2	1	2	0	2	1	0	0	0	0	1	0
Crocodile	0	2	2	0	2	2	4	7	6	2	4	5	5
Snake	0	0	0	0	0	0	0	4	6	0	0	0	4
Hippo	0	0	0	0	0	0	0	1	0	0	1	2	0
Jackal	0	0	0	0	0	0	0	0	1	0	0	2	0
Elephant	0	0	0	0	0	0	0	0	2	4	2	2	0
TOTAL	0	4	5	2	2	5	5	13	16	6	7	12	9

FishBites 10.31.17

Unprecedented partnership restores historic fish habitat on Oregon Coast

- **Topic:** The Salmon Super Highway is restoring thousands of miles of fish habitat and unites a variety of partners in a large scale, successful effort to improve the health and connection of Oregon's waterways.
- **Stakeholders:** Myriad local, regional, state and commercial partners (including a very popular local brewery) have teamed up on 93 projects (estimated cost at \$34 million)
- **Impacted Location:** Oregon Coast from Astoria to Brookings

FWS helps expedite maintenance on the Weiser River National Recreation Trail

- **Topic:** Idaho Fish and Wildlife Office recently worked with the nonprofit group Friends of the Weiser River Trail and Federal Highway Administration to develop a 5-year Programmatic Consultation for annual maintenance activities on the entire 85.7 mile Weiser River National Recreation Trail. This action covers three threatened species (northern Idaho ground squirrel, bull trout, and Canada lynx) and will expedite the ESA consultation process for multiple maintenance activities on the trail.
- **Supportive Stakeholders:** Friends of the Weiser River Trail, Federal Highway Administration, and U.S. Fish and Wildlife Service
- **Impacted Location:** Washington and Adams Counties, Idaho.

Sand Lake NWR gathering ideas for opening a portion of the refuge to waterfowl hunters

- **Topic:** Sand Lake NWR was established in 1935 as a breeding and resting area for migratory birds. It has been closed to waterfowl hunting for more than 80 years. This week, FWS initiated public scoping to gather ideas on possibly making a portion of the refuge available to waterfowl hunters.
- **Supportive Stakeholders:** Waterfowl Hunters
- **Impacted Location:** South Dakota

FWS partners to release of 10 bison to the Wind River Reservation.

- **Topic:** The Lander Fish & Wildlife Conservation Office partnered with the Eastern Shoshone Tribe, National Wildlife Federation, and the National Bison Range to nearly double the newly established bison herd on the Wind River Reservation on October 21 with the release of 10 bison. Wind River provides more than 1 million acres of potential habitat that could support hundreds of bison, establishing a herd of national significance.
- **Supportive Stakeholders:** Eastern Shoshone Tribe, Northern Arapaho Tribe, National Wildlife Federation, National Bison Range
- **Impact Location:** Wind River Reservation located in west-central Wyoming

Diverse waterfowl hunts provide opportunities for new hunters at Klamath Basin NWRC

- **Topic:** **Klamath Basin NWR** Complex offers unique opportunities to attract new waterfowl hunters to the refuge. These hunts are held on both the California and Oregon portions of the complex to hunt ducks and geese. Over 150 youth 16 years and under took part in four days set aside for them to access the refuge after regular shoot time ends at 1 p.m. One of those afternoons was also open for a women-only hunt.

- **Supportive Stakeholders:** youth 16 years and under; women 18 years and over; Klamath Basin guides and volunteers; area businesses; refuge neighbors, staff, volunteers.
- **Impacted locations:** Klamath county in southern Oregon and Siskiyou county in northeastern California

FWS regional fire management coordinator helps with California's wildfires

- **Topic:** Lee Rickard, the Pacific Southwest Region's fire management coordinator, worked as a division supervisor and branch director during the Nunn's and Tubb's fires in California. He worked around structures to ensure more didn't burn. He also helped identify and remove trees that were hazardous for the returning residents.
- **Stakeholders:** CAL Fire
- **Impacted locations:** Northern California

FWS expedites wildlife reviews for Atlantic Coast Pipeline ahead of schedule

- **Topic:** On October 16, the FWS finalized a biological opinion (BO) and Bald and Golden Eagle Act permit on the Atlantic Coast Pipeline (ACP), in an accelerated process that took only half the time normally allotted. ACP is a FAST-41 project that includes a new natural gas pipeline covering over 600 miles across Virginia, West Virginia, North Carolina, and Pennsylvania. By statute, BOs should be completed in no more than 135 days. Significantly prioritizing staff work across multiple offices and regions, FWS completed both the BO and the eagle permit in 75 days.
- **Supportive Stakeholders:** Dominion Energy, States of Virginia, West Virginia, North Carolina, and Pennsylvania, and the US Forest Service.
- **Impacted Location:** 600 miles across Virginia, West Virginia, North Carolina and Pennsylvania.

FWS supports states' hunting and fishing "Recruitment, Retention, and Reactivation" efforts

- **Topic:** On November 6-8, service staff will attend the Iowa Recruitment, Retention and Reactivation (R3) summit to assist with state R3 planning efforts. Beginning in 2017, four states in the Midwest held R3 summits and FWS has been present on each occasion.
- **Supportive Stakeholders:** State departments of natural resources, hunters, recreational shooters and anglers
- **Impacted Location:** Iowa, Wisconsin, Minnesota and Missouri

JetBlue partnership highlighted

- **Topic:** A new publication titled "Trends & Tactics to Mainstream Sustainable Tourism" features FWS's partnership with JetBlue Airways as an example of "innovative collaborations and partnerships." It describes the partnership that aims to empower travelers to the Caribbean to help protect threatened wildlife like sea turtles and coral through a customer awareness campaign.
- **Supportive stakeholders:** Travel industry, airlines, NGOS, Customs and Border Patrol, ROUTES partnership (USAID and other federal agencies)
- **Impacted location:** Nationwide and the Caribbean



United States Department of the Interior

FISH AND WILDLIFE SERVICE

International Affairs
5275 Leesburg Pike, MS: IA
Falls Church, VA 22041-3803



NOV 8 2017

MEMORANDUM

To: Chief, Division of Management Authority

From: Chief, Division of Scientific Authority *Rosemary Green*

Subject: General Advice on Importation of Sport-hunted Trophies of African Elephants taken in Zambia in the Calendar Year 2018

This General Advice represents our Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) finding for permit applications that you have received, or may receive in the future, for the import of sport-hunted trophies of African elephants (*Loxodonta africana*) taken in Zambia in the calendar year 2018.

Please be advised that, based on the available information as of the date of this finding, we are able to determine that the importation of sport-hunted trophies of African elephants taken in Zambia in the calendar year 2018, will be for purposes that are not detrimental to the survival of the species. This General Advice applies only to African elephant sport-hunted trophies lawfully taken in Zambia during calendar year 2018 (i.e., January 1 through December 31), provided that they are to be imported by the persons who hunted them for personal use or personal display.

This finding is based on the best available biological information and is made consistent with the requirements at 50 CFR § 23.61. In making this finding, the U.S. Fish and Wildlife Service (Service) would have reviewed any pending applications to import sport-hunted trophies of African elephants taken in Zambia in 2018 for any new or additional information to consider. However, as of the date of this finding, no applications have been received for trophies to be taken in 2018. The Service also considered trade information, including trade demand, and other scientific management information available to the Service on the status and management of African elephant populations in Zambia.

This finding does not establish any conditions that must be satisfied for a permit to be granted. The Service monitors the status and management of African elephant populations in Zambia and retains

discretion to replace this finding at any time when it no longer reflects the best available biological information consistent with the requirements at 50 CFR § 23.61. In addition, this finding is subject to new analysis in the context of individual permit applications for import of sport-hunted trophies of African elephants taken in Zambia. The Service reviews and evaluates each individual application to determine whether it includes new or additional information regarding the status of elephants in Zambia such that the requirements of 50 CFR § 23.61 are satisfied. Each application for import also needs to meet all other applicable permitting requirements before it may be granted.

BASIS FOR ADVICE:

On September 12, 2017, we issued a General Advice on the import of sport-hunted trophies of African elephants from Zambia for the calendar years 2016 and 2017. In that finding, we found that, based on the available information as of the date of the finding, the importation of sport-hunted trophies of African elephants taken in Zambia in the calendar years 2016 and 2017 would be for purposes that are not detrimental to the survival of the species.

On November 7, 2017, the Division of Management Authority issued a positive finding indicating that permits for sport-hunted elephants taken from Zambia on or after January 1, 2016 and on or before December 31, 2018, meet the enhancement requirements under 50 CFR 17.32 and 50 CFR 17.40(e)(6)(i)(B).

Given that the Division of Management Authority's recently issued enhancement finding for sport-hunted elephants taken in Zambia is valid through 2018, the Division of Scientific Authority decided to review the best available information and issue a finding on the import of sport-hunted trophies of African elephants from Zambia for the calendar year 2018.

Conclusion

Based on the information currently available and detailed in our General Advice on the import of sport-hunted trophies of African elephants from Zambia for the calendar years 2016 and 2017, we believe that the status of the African elephant population in Zambia and the management efforts of the Government of Zambia are adequate to ensure that the sport hunting of African elephants does not adversely affect the status of the species in Zambia.

Furthermore, we expect that Zambia will make progress on the following issues raised in our 2016 - 2017 finding:

- 1) The Department of National Parks and Wildlife have notified us that they have submitted a revised Statutory Instrument on Elephant Sport Hunting to the Ministry of Justice for finalization, in light of the transformation of wildlife management in Zambia. DNPW has indicated that once the draft Statutory Instrument is finalized, the document will be made available to the Service. We await receipt of this revised Statutory Instrument on Elephant Sport Hunting from Zambia.

- 2) The 2005 National Strategy for Elephant Management in Zambia officially expired in 2012. Although the Government of Zambia still implements most of the strategies identified in the plan, the Strategy is scheduled for review this year. We strongly encourage Zambia to complete the review process and develop a new or revised Strategy. We would also like to request that Zambia provide us with a copy of the new or revised National Strategy for Elephant Management or Elephant Management Plan, once it is developed and finalized.
- 3) Given the possible decline in the Lower Zambezi elephant population and the drastic decline in the Sioma Ngwezi NP population (and an ecosystem carcass ratio of 85.5%), as well as a carcass ratio for Kafue National Park that increased from 1% in 2008 to 7% in 2015, we believe more effort is needed in these areas to address poaching, particularly in Sioma Ngwezi. Although we recognize that Zambia has greatly improved its anti-poaching activities, the levels of illegal activity need to be reduced as a first priority, and we will continue to monitor this situation.
- 4) In 2010, the Panel of Experts' analysis showed a steady decline in average tusk weight from 23.1 kg in 2005 to 19.6 kg in 2009. As such, the Panel raised some concern that the 2009 trophies were the smallest on record in terms of maximum weight, average weight and length, despite being above (on average) the minimum legal requirements. Then, in 2011 and 2012, the average trophy weight declined even further to 17 kg and 17.2 kg respectively. However, an analysis of trophy quality showed that the average trophy weight increased to 19.2 kg between 2015 and 2016. Although the further decline in trophy quality in 2011 and 2012 was very concerning, the increase in trophy quality in 2015 and 2016 is very promising and brings the current trophy quality level close to that of 2009. We would like to see the average tusk weight continue to increase and remain at a high level, and therefore, we encourage Zambia to continue to monitor trophy quality, especially in locations where illegal offtake is relatively high.

Therefore, we are able, at this time, to find that the importation of sport-hunted trophies of African elephants taken in Zambia in the calendar year 2018 will be for purposes that are not detrimental to the survival of the species. However, we will continue to monitor the status and management of African elephant populations in Zambia and retain discretion to replace this finding at any time when it no longer reflects the best available biological information consistent with the requirements at 50 CFR § 23.61.

September 7, 2017

Mr. Greg Sheehan
Acting Director
United States Fish & Wildlife Service



Invitation to the 15th African Wildlife Consultative Forum
Mt. Meru Hotel, Arusha, Tanzania 13-17 November 2017

The Government of Tanzania and Safari Club International Foundation (SCI Foundation) are pleased to invite you to the 15th African Wildlife Consultative Forum (AWCF) being held at the Mt. Meru Hotel in Arusha, Tanzania from 13-17 November 2017.

We would be honored to have you participate as Acting Director of the U.S. Fish & Wildlife Service. Your attendance will greatly contribute to the success of this meeting and encourage high-ranking government officials from Africa to attend. The AWCF meeting is an opportunity to discuss African wildlife management issues with the local experts and stakeholders.

Please see the attached draft agenda for your use in requesting travel approval. The meeting will begin with private meetings between the Professional Hunting Associations and government delegates, followed by sessions focusing on African lion and leopard research and management, international trade, sustainable use policy, and other topics such as anti-poaching and human-wildlife conflict.

If you are able to attend, please be prepared to discuss the topics included in the attached draft agenda. A more complete agenda with a list of presentations will be circulated closer to the meeting date.

SCI Foundation is not able to sponsor the accommodation of meals and conference expenses for representatives of the U.S. Fish & Wildlife Service. Travel arrangements to and from Arusha, Tanzania must be made independently.

Please complete the attached registration form and RSVP to Joseph Goergen, SCI Foundation Conservation & Research Program Coordinator, at jgoergen@safariclub.org by September 28, 2017.

We look forward to your participation in discussing the future of Africa's wildlife.

Respectfully,

A handwritten signature in black ink, appearing to read "Warren A. Sackman III".

Warren Sackman III
President, Safari Club International Foundation

CC. Tim van Norman



November 21, 2017

Mr. Greg J Sheehan
Principal Deputy Director, USFW
1849 C Street, N.W.
Washington, DC 20240

Mr. Sheehan,

As the Executive Director for International Wildlife Crimestoppers (IWC), I am brutally aware of the impact of poaching on global wildlife. Unfortunately, I am also aware of the massive negative impact of emotional knee jerk policy decisions that ignore the facts and proven positive effects of science based wildlife management. I won't go into the specifics as your department has already made its determination based on the range country's respective studies as well as your own and because those opposing this determination are basing opposition on emotion verses science.

IWC represents global wildlife law enforcement officers that not only enforce the law, but I can say with surety, each and every one, no matter what part of the world, are committed to seeing wildlife thrive. The law that we are all sworn to uphold is, with few exceptions, based on proven science to the benefit of all. That is how these determinations were made and that is what we support. Being that we represent ALL stake holders we represent a unique moral authority in that our members and associates collectively place their lives on the line every day around the world protecting those resources for all. Therefore, we strongly support the USFW determinations and we ask that you please do not allow these new determinations permitting the importation of legally hunted Elephant and Lion trophies to be reversed or postponed.

Sincerely,

Lewis Rather
Executive Director
International Wildlife Crimestoppers

cc: Ryan Zinke, U.S. Secretary of the Interior

Lewis Rather (TX) <i>Executive Director</i>
Chris Simmons (ME) <i>Asst. Executive Director</i>
Ron Ollis (OH) <i>President</i>
Wayne Saunders (NH) <i>Past President</i>
Brian Eller (NV) <i>1st Vice President</i>
Lee Ellis (SC) <i>2nd Vice President</i>
Candice Henderson (GA) <i>Executive Secretary</i>
Marty Markl <i>International Liaison</i>
Larry Weishuhn <i>Industry Liaison</i>
<u>Regional Directors</u>
Bob Thompson (CO) <i>West</i>
Jennifer Wolf (MI) <i>Mid-west</i>
Wade Law (GA) <i>Southeast</i>
Justin Stedman (VT) <i>Northeast</i>
Brian Voogd (Alberta) <i>Canada</i>

Status of Lion and elephant Trophy Imports 2009-Present				
Country	Lions 2009-16*	Lions Current	Elephants 2009-2016	Elephants Current
Mozambique	Yes (until Jan. 22, 2016)	No***	No	No***
Namibia	Yes (until Jan. 22, 2016)	No***	Yes	Yes
South Africa	Yes (no for captive lions since Jan. 22, 2016)	Yes (no for captive lions)	Yes	Yes
Tanzania	Yes (until Jan. 22, 2016)	No***	Yes (no since 2014)	No***
Zambia**	Yes	Yes	Yes (2012; January 2016 to present)	Yes
Zimbabwe	Yes	Yes	Yes (no for 2014-January 20, 2016)	Yes (Jan. 21, 2016 – November 14, 2017; Hold after that date)

*Lions were listed under the ESA beginning January 22, 2016; prior to that no ESA permit or authorization was required.

**Zambia voluntarily closed elephant hunting during 2013-15 despite positive US finding under the ESA.

***Currently being evaluated. No finding in place.



Importation of legally hunted African Elephants and Lions

Briefing for the Secretary of Interior

November 20, 2017



Importation into the United States

- African lions and African elephants are listed as Threatened under the U.S. Endangered Species Act (ESA).
- These species may be legally imported if they comply with the ESA, Convention on International Trade in Endangered Species (CITES) and additional U.S. laws and regulations.
- U.S. regulations require a permit to import hunted African elephants and lions
- The United States will only issue an import permit if the U.S. Fish and Wildlife Service (FWS) concludes that hunting the species “enhances” the survival of that species in the wild.
- This standard has been in place for elephants since 1992, and for lions since January 22, 2016.
- Factors that the FWS considers in their review include:
 - species status; population trends; poaching levels; wildlife management plans; amount and use of revenues generated by hunting and how they are used; local community benefits.

Country status for import of elephant trophies from 2014 to present*

	Approved for elephants hunted	Under Review	Not Approved for elephants hunted
Namibia	X		
South Africa	X		
<u>Tanzania</u>		January 1, 2016 and beyond	January 1, 2014 - December 31, 2015
<u>Zambia</u>	January 1, 2016 - December 31, 2018 <i>(Zambia closed its 2014-2015 hunting seasons)</i>		
<u>Zimbabwe</u>	January 21, 2016 - December 31, 2018		May 12, 2014 - January 20, 2016

What action for Elephants did FWS take on November 16th, 2017?

- African elephants hunted in Zambia and Zimbabwe during 2016 and 2017, may be imported into the United States after receiving a permit from the FWS.
- For African elephants hunted in Zambia and Zimbabwe in 2018, the FWS will accept import permit applications, unless the FWS changes the current findings.

	Estimated Population	CITES Quota CY 2017	% of Population
Zambia	21,760	80	0.37%
Zimbabwe	82,630	500	0.61%

Note: Zambia and Zimbabwe have not historically filled their quota

Country status for import of lion trophies*

	Approved	Under Review	Not Approved to Date	Applies to Lions Hunted
Mozambique		X		
Namibia		X		
<u>South Africa: Wild Lions</u>	X			January 1, 2016 to December 31, 2019
<u>South Africa: Wild-Managed Lions</u>	X			January 1, 2016 to December 31, 2019
<u>South Africa: Captive Lions</u>			X	until new information is received
Tanzania		X		
Zambia	X			January 1, 2016 to December 31, 2018
Zimbabwe	X			January 1, 2016 to December 31, 2018

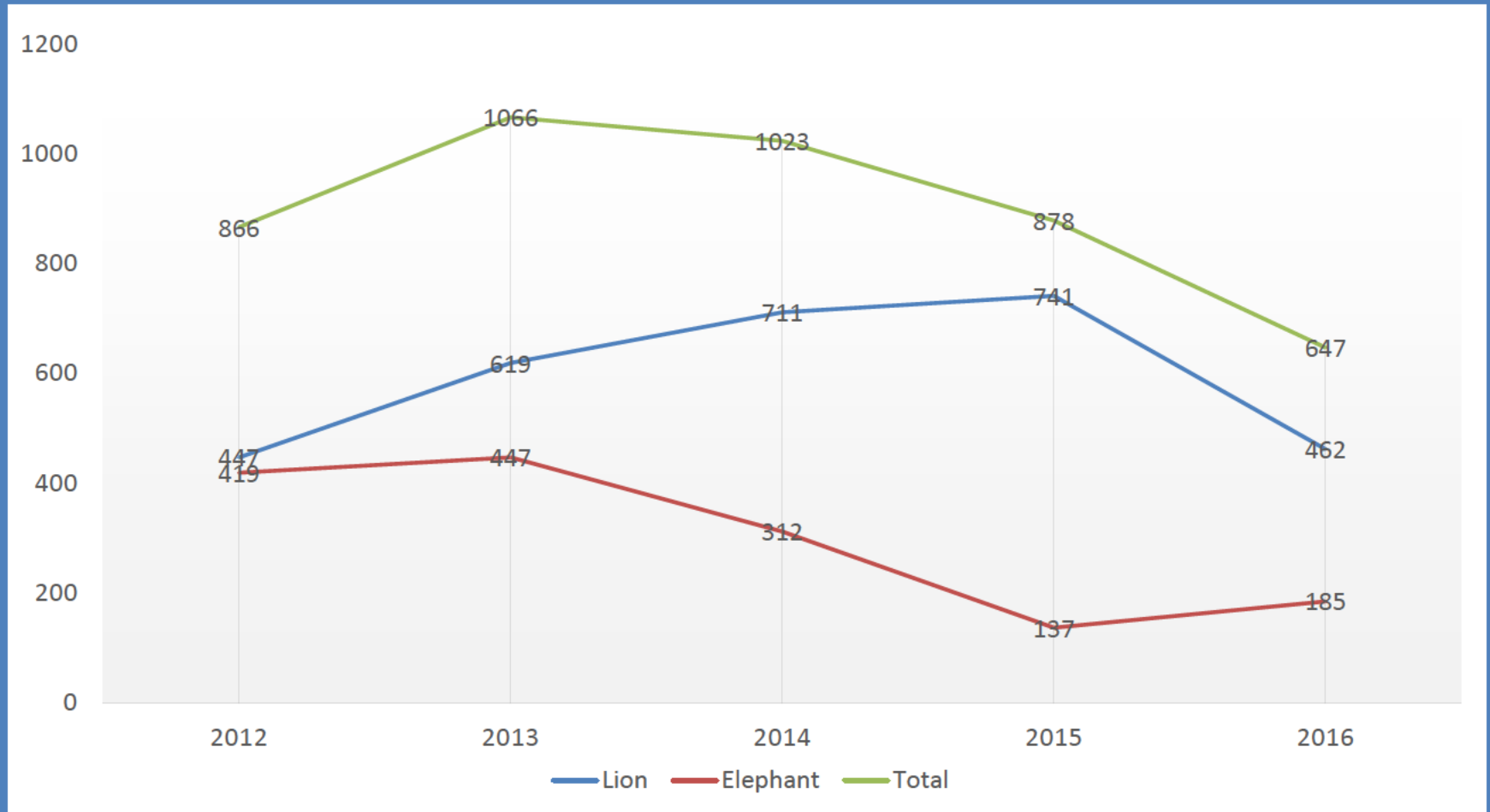
What do these Lion decisions allow?

- For Zambia and Zimbabwe, lions already taken in 2016 and 2017 may be imported after receiving a permit. Hunters may receive a U.S. permit to import lions taken through 2018 unless FWS changes the current findings.

	Estimated Population	Quota CY 2017	% of Population
Zambia	1,200	80	6.7%
Zimbabwe	1,900	50 (est.)	2.6%

Note: Zambia and Zimbabwe have not historically filled their quota

U.S. Lion and Elephant Trophy Imports



- Elephant decline due primarily to Botswana closure and Zimbabwe 2014 negative finding
- Lion decline due primarily to closure of imports for captive bred lions from South Africa

Benefits of Hunting in Africa

- Benefits to local communities – Anti-poaching Patrols (wildlife, & illegal timber, mining, grazing activities), employment, school/clinic construction, clean water development, habitat protection, etc.
- Estimated economic Impacts to the countries
 - Elephants - \$174 million
(580 Hunter/Gov't fees X \$60,000 X 5 econ multiplier)
 - Lions - \$22.8 Million
(130 Hunter/Gov't fees X \$35,000 X 5 econ multiplier)

African Elephant Facts

- There was never an Obama Administration “BAN” on Zimbabwe elephant
 - No import regulations or policies have changed under this Administration
 - In 2014 and 2015, Zimbabwe had a negative “enhancement” elephant finding that has been revised to a positive finding for 2016-2018
 - Enhancement determinations are made by career biologists
- African elephant population numbers across the African continent have declined from 508,000 in 2006 , to 418,000 in 2015, due primarily to poaching.
- Some countries have increased elephant populations or are stable, while others are down.
- Legal hunting has not contributed to population-level declines.
- Decisions about management strategies need to happen on a country-by-country basis, not a range wide basis. Much like wildlife is managed in the United States, on a state by state basis consistent with the North American Model of Wildlife Management
- Revenues generated from legal hunters fund the majority of anti-poaching and conservation efforts for elephants and in countries where hunting is closely regulated

Thank you

Elephant Permits Issued/Applications Pending (Since 2014)

- Namibia – 96 permits issued; 8 applications pending; positive finding
- Tanzania – 14 permits issued; 2 applications pending; 3 denied; no finding made for 2016+
- South Africa – 75 permits issued; 8 applications pending; positive finding
- Zambia – 7 permits issued; 1 pending; positive finding
- Zimbabwe – 20 permits issued (pre-2014 take); 31 applications pending; 9 permits denied; negative finding for 2014-15; positive finding for 2016-18

Lion Permits Issued/Applications Pending (Since January 2016)

- Mozambique – 3 applications pending; no finding made
- Namibia – 1 application pending; no finding made
- Tanzania – 19 applications pending; no finding made
- South Africa – 14 permits issued; 11 denied; 2 pending
- Zambia – 18 permits issued; 1 pending
- Zimbabwe – 19 permits issued; 4 pending

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Stop Press Report: Media and Waco Antis Out-Trumpet Trump with False Facts

Editor's Note: Since the original issue of this month's World Conservation Force Bulletin was drafted, events have significantly changed the developments reported about elephant import permits. As this issue was going to print, we pulled one of our original stories to provide you with this last-minute report.

On November 17, 2017 the US Fish & Wildlife Service (FWS) Chief of Permits told an audience of African range nation permanent secretaries, directors, chief ecologists, wardens, anti-poaching authorities and others that a long awaited positive enhancement finding had finally been made for the import of elephant hunting trophies from Zimbabwe and Zambia. The welcome news was greeted with applause and appreciation from the largely black audience.

The occasion was the 16th African Wildlife Consultative Forum in Arusha, Tanzania. This was a great relief to the scientific authorities present from Zimbabwe and Zambia and to the team from Conservation Force that has worked to satisfy the enhancement requirements every day for Zimbabwe since those imports were suspended and nearly every day since Zambia had reopened its tourist safari hunting and elephant hunting after a round of population studies.

Both countries had been waiting for the news since CITES CoP 17 in September 2016. All questionnaires had been responded to and FWS had promised a determination shortly after returning to Virginia from the CoP. Zambia was good-to-go, and Zimbabwe was asked to submit a prioritization schedule for its ambitious new national elephant action/management plan. Within weeks Zimbabwe responded with the prioritization schedule and all was set. Everyone waited for the enhancement determinations that were promised, but nothing came from FWS. Trump was elected and took office. The hunting conventions came and went. Still nothing came from FWS.

When repeatedly asked, the Director of International Affairs excused the delay to the change of administrations that, he said, always leads to delay. Later, on the day Conservation Force argued the oral administrative appeal of the elephant import permits for 2014 and 2015, we learned the truth. FWS International Affairs had been overwhelmed with import permit applications for rosewood that had been listed at CoP 17. They were blind-sided with the Rosewood permit demand and had shelved the pending import permit applications for a number of species and countries. Believe me, we cried hard and loud about another instance of malfeasance. The FWS International Affairs Office is renowned for neglecting trophy import permit applications and treating them as low priority. Justified because the office lacked the capacity to do all its work or not, the office voluntarily imposes stricter domestic requirements upon other nations without timely making the necessary determinations. The nations with the best programs are made to unnecessarily jump through costly hoops with endless delays and those that need help the most can never meet the burdens or understand the poor FWS communications.

Needless to say, the process was all but completed during the prior administration, but the delayed decisions came to fruition during Trump's administration. Trump was blind-sided by several days of false-fact reporting by the media and animal rights wacos who took full advantage of FWS officials' absence. FWS leaders were still in Africa at that time doing their duty with the various African authorities on a great array of unrelated issues as they wisely do each year on the same occasion. It is largely a time for fact finding by FWS.

The media attack was aimed mercilessly on the range nations and the President. Let me explain a few of the correct facts. Neither country had their elephant hunting banned. Zambia closed its own hunting, including elephant. There was a positive enhancement finding when they closed their own hunting so no suspension, ban or anything like that ever occurred. The FWS simply updated its enhancement finding for Zambia and told them the good news face to face at the first occasion.

Zimbabwe had its elephant imports “suspended,” not banned. It was suspended with a simultaneous request for updated information and express assurance that imports would be reauthorized when the information requested was provided. Zimbabwe quickly responded to one of the most demanding barrage of requests the FWS had ever before made. Multiple requests and responses went back and forth and were all but done before Trump was elected or took office.

The FWS added a request that had not been intimated to before and that related to the timing or prioritization of Zimbabwe’s new action plan. Zimbabwe has the second largest elephant population in Africa and has succeeded in avoiding the poaching and trafficking in ivory of other countries that skyrocketed from 2010 to 2012 and has since come more under control. Nevertheless, with the assistance of Conservation Force and Shikar Safari Club International Foundation, ZimParks, a parastatal that operates apart from the Zimbabwe Government, had adopted a new National Elephant Action/Management Plan. That plan or strategy is the most up-to-date plan in Africa and is remarkable in itself. It embodies four regional plans, committees, coordinators and more.

The planning began with a participatory CAMPFIRE workshop with participants from district councils and communities across the country representing 777,000 families that earn most of their income from tourist-hunting and most of that from licensed, regulated tourist elephant hunting that has been suspended (68 percent). It was followed by a large national planning meeting of all stakeholders, experts and authorities from adjacent countries. That was followed by regional workshops, meetings and four regional plans that were made part of the National plan in still another meeting. All of this was finished and signed in January 2016, a year before Trump took office. Zimbabwe began to lose confidence that the process was in good faith, but it continued forward as its essential income from hunting used to control poaching and to meet the FWS demands continued to be diminished.

The real facts are not disputable, but who in the media bothers with the facts. They are still repeating the false claim in elephant releases that Cecil the lion was lured out of the park even though that lion had been out of the park for months when taken. They represent that lion as being in his prime and famous before the media made him famous, all lies. They neglect the fact that the lion in that area have doubled and tripled due in large measure to tourist safari hunting, and the national lion population is among the few that are increasing. They represent Zimbabwe as the worst wildlife manager in Africa when it has always been one of the best as their ranking as the steward of the second largest elephant population attests. Zimbabwe was the first to have elephant import approved in 1990 and has more elephant today than it did then. At the time of the FWS’s last enhancement determination in 1997 the Zimbabwe elephant population had grown to 66,000. It is more than 82,000 today. No other elephant population has such a growth rate. One of the two smaller sub-populations that have declined in the country is Sebungwe where the human population has increased from 45,000 (1950) to 700,00 today which fully explains that decline. Moreover the decline occurred with the human population before the recent poaching crisis elsewhere. The enhancement finding was not a political decision. We hope a political decision does not override the life line for Zimbabwe elephant.

TALKING POINTS

GENERAL

- The present enhancement finding is in response to the 2014 “interim suspension” on elephant imports “due to the Service having insufficient information on the status of elephants in Zimbabwe and on Zimbabwe’s current elephant management program.” The enhancement finding is not lifting a “ban” and it was not based on a fear of weak or inadequate management measures, rather a lack of information regarding Zimbabwe’s elephant and management. The positive enhancement finding is based on the submission of numerous reports and thousands of pages of supporting evidentiary documents.
- A positive enhancement finding requires a conclusion that the hunting of an individual enhances the survival of the species. In making an enhancement finding, the Service evaluates whether a country “has sufficient numbers of elephant to support a hunting program, if the country has a management plan and adequate laws and regulations to effectively implement a hunting program, and if the participation of U.S. hunters in the program provides a clear benefit to the species to the meet the requirements for the import of sport-hunted trophies[.]” The Service’s approach coincides with the *IUCN Species Survival Commission (SSC) Guiding Principles of Trophy Hunting as a Tool for Creating Conservation Incentives*. Based on guidance from international experts regulated hunting is a tool for “creating incentives for the conservation of a species and their habitats and for the equitable sharing of the benefits of use of Natural Resources. (IUCN SSC 2012, p.2). The IUCN Species Survival Commission Guidelines are based on five guiding principles: Biological Sustainability, Net Conservation Benefit, Socio-Economic-Cultural Benefit, Adaptive Management: Planning, Monitoring, and Reporting; and Accountable and Effective Governance. Collectively, a positive enhancement finding and the guidelines set out by IUCN Species Survival Commission highlight the fact that regulated hunting contributes to the conservation of the hunted species.
- The Service in making their positive enhancement finding reviewed numerous comments opposing elephant under any circumstances, based largely on their perceived ethical standpoint of hunting. However, these extraneous non-scientific factors are not relevant to the Service’s review process in making an enhancement finding. Furthermore, researchers and authoritative experts on elephant management have stated that regardless of their personal beliefs on hunting, they recognize the conservation benefits generated through the regulated hunting of elephants.

- Media and social media are claiming that allowing trophy imports will “increase poaching.” This is nonsense. Hunting is legal in these countries already, and is the largest source of anti-poaching. According to the CITES “Monitoring the Illegal Killing of Elephants” (MIKE) program, poaching in the Southern African countries that allow regulated tourist hunting, including Zambia and Zimbabwe, is lower than anywhere else on the continent and has never reached an unsustainable level. This stands in stark contrast to the West and Central African countries that do not rely upon tourist hunting as a conservation tool. Moreover, under national and international law, hunting trophies must be etched to show they were lawfully exported and imported. There is no risk of lawful hunting trophies being a “screen” for illegal ivory.

EVENTS LEADING UP TO POSTIVE FINDINGS

- Issuing import permits for elephant trophies from Zimbabwe was not a political decision. The FWS had already indicated the suspension would be lifted before the election even occurred. The March 2015 negative enhancement finding states at least a half dozen times that once additional information was received, the negative finding would be reviewed and reversed. That has now occurred. ZPWMA was told by the Chief of Permits in September 2016 that the FWS needed “only one more piece of information,” a prioritization of the new Elephant Management Plan, and the suspension could be lifted. That prioritization was provided in November 2016, before the election results were in. The FWS should have made the positive enhancement finding a year ago, but was sidetracked by an influx of new permits due to the listing of rosewood (used extensively in musical instruments and furniture) on the CITES Appendixes.
- Similarly, the decision to issue import permits for elephant trophies from Zambia had already been made under the last administration. We were told, by email, that the FWS was trying to issue the permits before the CITES CoP in September 2016. But they ran out of time. We were told by the Chief of Permits at the CoP that the elephant permits from Zambia were likely to be approved, and the FWS looked favorably on Zambia’s self-imposed moratorium on hunting to obtain better population information. The Chief of Permits himself reminded us that the last enhancement finding made by the FWS for elephant trophies from Zambia had been positive, and trophies could have been imported but for Zambia’s moratorium.
- These decisions are based on objective facts. Zimbabwe has responded to no less than five information requests from the FWS, maybe more. It has provided budget information, quota information, up-to-date population surveys, and more. Zimbabwe adopted a brand-new, state-of-the-art elephant management plan basically to satisfy the FWS. This included a year of stakeholder planning workshops: a preparatory meeting of

representatives from Zimbabwe's community-based natural resources management program, CAMPFIRE, in November 2014; a national elephant management planning workshop in December 2014; an elephant management planning and anti-poaching workshop in Mana Pools (Zambezi Valley region) in early April 2015; an elephant management planning workshop in the Sebungwe region in May 2015; and an elephant management planning workshop in the South East Lowveld region in September 2015. Zimbabwe focused on regional planning because the four regions face different management challenges. Each planning workshop produced a regional elephant management plan that was incorporated into the final.

- Zimbabwe's community based natural resource management program, CAMPFIRE, has sent no less than four reports to the FWS with offtake information, revenues and use of funds from elephant hunting, and much more. Zimbabwe has proven that it manages its elephants successfully and that tourist hunting generates revenues for management and anti-poaching; that hunting operators provide essential anti-poaching support; and that hunting incentivizes rural communities to commit land to conservation and to tolerate elephant on that land. Zimbabwe has also proven that it depends on the revenues from tourist hunting, and particularly the U.S. elephant hunting market, to sustain its management program. The import suspension has not helped elephant, but has reduced the resources available to combat poaching and reduce conflicts with humans.
- While there may be a coup underway in Zimbabwe, by all reports, the government is doing its best to minimize disruption and ensure an orderly transition. ZPWMA should not be affected. It is a parastatal, meaning it is largely independent of the central government and does not rely on funding from the Central Treasury. In fact, it relies on hunting revenues to fund a large part of its operating and enforcement costs, and it relies on hunting operators to patrol approximately 18,000 km² of Safari Areas, and hunting operators and community scouts to monitor approximately 50,000 km² of CAMPFIRE Areas, effectively reducing the burden on the government.
- Similarly, Zambia has demonstrated strong wildlife management and community benefits from elephant hunting. Zambia provided a Non-Detriment and Enhancement Finding to the FWS on April 30, 2015. Conservation Force provided specific reports from individual hunting operators to show how they support the rural communities with employment, anti-poaching, revenue-sharing, game meat, and infrastructure projects. Overall, the evidence was clear that Zambia is carefully managing its wildlife, and that the benefits of tourist hunting incentivize communities to provide land as wildlife habitat.

POPULATION STATUS OF ELEPHANTS IN ZIMBABWE

- In 1900, it was estimated that Zimbabwe had a national population of 4,000 elephant. Since then, the population has grown to over 82,000 (a twenty-fold increase). The current population is over double the envisaged target population established in the 1980s. Elephant sub-populations in Zimbabwe are considered stable or increasing. CITES MIKE data shows Zimbabwe holds one of the lowest poaching rates on the continent, and the rate of poaching never reached an unsustainable threshold.
 - **North-West Matabeleland:** This population is estimated at 54,000, most densely located in Hwange National Park (45,000 elephant). In 1928, the estimated elephant population in Hwange was 2,000.
 - **Sebungwe:** This population is estimated at 3,500. This sub-population has suffered declines, however the decline is associated with human expansion and growth. In 1950, the Sebungwe region's human population was 45,000 and in 2013 it was 700,000. Also, unlike with the other sub-populations, the Sebungwe region's habitat is fragmented and not contiguous. The decline predated the 2010-2012 poaching highpoint/ crisis that is now passing.
 - **Mid-Zambezi Valley:** This area has an estimated elephant population of 11,000.
 - **South-East Lowveld:** This sub-population is centered around the Gonarezhou National Park. The Park's population has been growing consistently at 5% per annum over 20 years. This region's sub-population is estimated at 13,000 elephant.

ZIMBABWE PARKS AND WILDLIFE MANAGEMENT AUTHORITY & CAMPFIRE: HABITAT, CONSERVATION LEGISLATION, ELEPHANT MANAGEMENT PLANS, REVENUE GENERATION, AND REVENUE UTILIZATION

- Zimbabwe has adopted the North American model for wildlife and habitat conservation.
- **Habitat:** Hunting areas in Zimbabwe represent ~130,000km² of protected habitat relative to ~28,000km² in National Parks. This represents a 4.64 to one ratio of hunting areas to National Parks. Given the species biological requirements of large contiguous sects of habitat to roam, regulated hunting is critical to their continued survival and conservation.
- **Conservation Legislation:** The Zimbabwe Parks and Wild Life Act provides the regulatory mechanism for ZPWMA and its programs. The Act provides harsh penalties from elephant related offenses. The General Laws Amendment Act (No. 5) of 2010 requires the mandatory jail sentences of no less than nine years for elephant poaching. Under the Wild Life Act, rural district councils are granted “appropriate authority” to

benefit directly from wildlife. This legislation has manifested itself in the CAMPFIRE program (discussed in detail below).

- **Elephant Management Plans:** Elephants are managed according to the Zimbabwe National Elephant Management Plan (2015-2020). The plan incorporates specific action items, deliverables, and deadlines. It is an adaptive management plan utilizing prioritization of targets measured by key components, strategic objectives, and outputs. The plan focuses on five major components: Protection and Law Enforcement; Biological Monitoring and Management; Social, Economic, and Cultural Framework; Building Conservation Capacity; and Program Management. The Service was provided the Zimbabwe National Elephant Supplementary Management Plan (2015-2020) which, provided an update on the implementation of the original plan. The supplement plan is a prioritization schedule that emphasizes law enforcement and training to combat illegal ivory poaching and trade.
 - **Quotas & Off-Take:** Elephant quotas are set in a participatory format with all relevant stakeholders present. In establishing annual quotas, all forms of off-take are accounted for (regulated hunting, poaching, natural mortality, human-elephant conflict, and problem animal control). Quotas are set below internationally recognized levels of sustainability. Historically, they have been set at 0.3-0.5% of the total population accounting for an estimated 60% harvest rate of the quota. Quotas are apportioned according to regional elephant densities.
- **Revenue Generation:** Revenues generated from sport hunting conducted on state and private lands largely fund ZPWMA. ZPWMA is very limited in external funding from the Zimbabwean government and international support. In 1996, the Parks and Wild Life Conservation Fund was created. The fund is financed by revenue generated from sport hunting and other wildlife based uses (hunting concession fees, National Park visitor fees, etc.). No other financial support is reported as being provided by the Central Treasury. Historically, American hunters represent 54% of Zimbabwe's hunting market.
- **Revenue Utilization:** 77% of ZPWMA's budget is allocated towards law enforcement in the form of staff costs and patrol provisions. This supports anti-poaching efforts across Zimbabwe's elephant range. Zimbabwe has over 1,500 active field rangers. Moreover, the Supplement Elephant Management Plan accounts for 80% spending on law enforcement activities. ZPWMA has effectively responded to poaching as seen in their low poaching rates. Following the Hwange poaching incident, ZPWMA added aerial surveillance, improved radio communication, and held 35 public awareness meetings.

- **CAMPFIRE:** The CAMPFIRE program is the pioneering community based natural resource management program in Africa. The program allows rural communities living amongst destructive wildlife to directly financially benefit from wildlife, thereby providing incentives to conserve wildlife and increase wildlife tolerance. An estimated 7770,000 households rely on CAMPFIRE directly or indirectly. 90% of all CAMPFIRE revenue is generated from regulated hunting of which 70% is contributed by elephant hunting. In 2014, 106 out of 167 bull elephant hunters were American. In Zimbabwe, elephant hunting generated over \$1.6m per year for CAMPFIRE communities and was reinvested in building classrooms and clinics, water infrastructure, installation of solar powered facilities, purchasing vehicles for anti-poaching support, wildlife destruction compensation, and other benefits. From 2010-2015, elephant accounted for the destruction 7,495 hectares of crop fields in CAMPFIRE communities and claimed the lives of over 40 Zimbabweans. This program is paramount in Zimbabwe's efforts to conserve elephant and promote harmony between communities and destructive elephants.

POPULATION STATUS OF ELEPHANTS IN ZAMBIA

- Zambia's elephant population is found in seven sub-regions comprising over 200,000km² create a near contiguous tract of land allowing elephant to roam between habitats. This area is comprised of National Parks and hunting areas.
- Zambia's elephant population is estimated at over 21,000, and is considered stable over the past two decades.. Carcass ratios across the country indicate a stable or increasing population under the 9% threshold.

ZAMBIAN DEPARTMENT OF NATIONAL PARKS AND WILDLIFE: HABITAT, ELEPHANT CONSERVATION LEGISLATION, REVENUE GENERATION, REVENUE UTILIZATION, AND CBNRM

- Zambia has also adopted the North American model for wildlife and habitat conservation.
- **Habitat:** Hunting areas in Zambia account for ~180,000km² of protected habitat whereas National Parks account for ~64,000km². This represents a 2.81 ratio of hunting areas to National Parks.
- **Elephant Conservation Legislation:** The Zambian Wildlife Act No. 14 of 2015 is the guiding legislation of elephant protection and management Zambia. The Wildlife Act is administered by the newly formed Department of National Parks and Wildlife (DPNW). This new body was created in order to address funding concerns under the previous body. DPWN is comprised of four elements: the Wildlife Law Enforcement Unit, the Wildlife

Conservation Unit, the Infrastructure Development Unit, and the Community Based Natural Resource Management Unit.

- **Quotas & Off-Take:** Elephant quotas are established by ground counts, patrol sightings, local and expert knowledge, and hunting monitoring. Zambia maintains very conservative elephant quotas and off-takes. In 2016, the quota was set at 30 sport hunted elephant and only 12 were harvested. Only hunting areas located in the most densely concentrated elephant areas are allocated and elephant quota.
- **Revenue Generation:** Regulated hunting accounts for 30% of management authority revenue. License fees are divided as follows: 5% to Community Resource Board chiefs, 45% to Community Resource Board funds, and 50% to DPNW. Concession Fees are divided as follows: 5% to Community Resource Board chiefs, 15% to Community Resource Board funds, and 80% to the DPNW.
- **Revenue Utilization:** DPWN allocates revenue generated from license fees towards wildlife officer salaries, resource protection, animal surveys, staff training, and other activities. Revenue generated from concession fees is utilized similarly.
- **CBRNM:** Zambia utilizes a similar community based approach to wildlife conservation as Zimbabwe. Communities are involved at all levels of regulated hunting. There are currently 75 registered Community Resource Boards employing over 750 community scouts and 79 support personnel. Community Resource Boards represent rural communities near and within hunting areas in Zambia. License and concession fees generated from hunting revenue are allocated as follows: 45% towards wildlife protection and patrols, 35% towards community improvement projects such as construction of schools, clinics, and water infrastructure, and 20% towards Community Resource Board administrative costs. Concession agreements made between DPNW, Community Resource Boards and hunting operators require 80% employment from local communities by hunting operators. Moreover, at least 50% of harvested game meat must be donated and distributed to local communities. These benefits play a huge role in conserving wildlife, building community tolerance, and providing protein and revenue to rural communities living on less than \$1/day.

SUPPORT FROM HUNTING OPERATORS IN ZIMBABWE AND ZAMBIA

- Over and above the revenue generated by regulated hunting to the respective management authorities, hunting operators support government anti-poaching units and deploy their own anti-poaching units. The below listed expenditures are a sample of hunting operator contributions in Zimbabwe and Zambia. The actual contributions

towards anti-poaching by hunting operators across the countries are in fact much greater. Anti-poaching funded by hunting operators provides important job opportunities to rural communities.

- Zimbabwe: The Safari Operator Association of Zimbabwe, reported 14 hunting operators spending \$957,843 on anti-poaching in 2013 and deployed 245 anti-poaching scouts. Charlton McCullum Safaris spends on average \$80,000-\$90,000 annually on anti-poaching. From 2010-2016, they have experienced an 82% decline in elephant poaching. The Save Valley and Buby Valley Conservancies spend over \$1,000,000 collectively on anti-poaching annually. These anti-poaching efforts are funded predominately by revenue generated through regulated hunting.
- Zambia: In 2015 and 2016, Muchinga Adventure spent \$88,000 and \$90,000 respectively on anti-poaching. Nyamvu Safaris averages over \$25,000 annually on anti-poaching. Mopane Safaris spent \$30,900 on anti-poaching in 2015. Finally, Kwalata Safaris expended \$57,400 towards anti-poaching in 2015.

Trophy hunting TPs

Q. How does the U.S. engage in conservation of African wildlife and wildlife around the world?

A. The U.S. is committed to the conservation of endangered and threatened wildlife globally. We employ a comprehensive strategy that includes scientific monitoring and research, international law enforcement collaboration to eliminate poaching, funding for conservation programs that protect habitat, and support for local in-country education programs.

The U.S. is one of 183 nations (plus the European Union) that is signatory to the Convention on the International Trade in Endangered Species of Wild Fauna and Flora (CITES), a global treaty that protects species from illegal or unsustainable international trade.

Q. Why do we allow the import of hunted elephants and other iconic species at all?

A. Well managed trophy hunting has also been demonstrated as a valuable conservation tool. It can provide much needed funds to stop poaching to supply for the illegal wildlife trade, protect valuable habitat from deforestation and unregulated grazing practices, and generate millions of dollars to benefit conservation and support for local economies. All these benefits help the long-term conservation of elephants and other threatened and endangered iconic animals. Independent organizations such as the Wildlife Society and the International Union for Conservation of Nature (IUCN) have stated that well-managed hunting can benefit species.

Q. How do you know that hunting in these countries is well-managed?

A. In order for U.S. citizens to bring elephant and lion trophies back from these countries into the U.S., we require those countries to provide detailed documentation demonstrating where the money from the hunter fees goes and are obligated to determine that the activity showing how it improves or enhances the conservation of the species in the wild. These are called enhancement findings and are made by Fish and Wildlife Service biologists. These findings are often made at a national level, based on information provided by the government of that country and other sources documenting that status of the species, population trends, how the species and hunting program is managed, how revenues generated from hunting are put back into conservation, and other relevant information.

Q. Many people have a visceral reaction to hunting lions and elephants. Shouldn't we just stop supporting it altogether?

A. We recognize that there are some people who feel strongly whose immediate gut reaction is that hunting elephants and lions is unnecessary and incompatible with their values. We do not dismiss those concerns; however, our mission is to conserve species in the long term so that our children and future generations can live on a planet where elephants, and lions and other animals still roam. Well-managed trophy hunting programs can help achieve that goal and help combat the real threats to elephants and lions – habitat loss and poaching for the illegal wildlife trade.

Q. The President described trophy hunting as a horror show. Today's decision does little to change that. What does the President think of this decision?

A. [DOI to respond]

Q. What was the President's role in today's decision?

A. The decision to suspend the positive finding for the import of trophy elephants and lions from Zimbabwe was made by Service ~~personnel~~biologists concerned that the political instability there makes it uncertain whether the Zimbabwe government can implement the conservation and management activities that formed the basis for the decision to allow trophy imports into the U.S. Like the positive findings made initially, this was a scientific decision, not a political one.

Q. Donald Trump Jr. is a trophy hunter. What influence did he/the President have on the original decision to allow elephant trophy imports from Zimbabwe and Zambia?

A. None. This was a decision made solely by Service ~~personnel~~biologists.

Q. Why did this Administration reverse the Obama-era ban on trophy ~~elephant~~ imports from Zimbabwe to begin with?

A. There was no Obama-era "ban" and it was not reversed. Fish and Wildlife Service biologists periodically review information from nations around the world to determine whether their hunting programs provide conservation benefits to the species that are being hunted. In 2014, the Service did not receive sufficient information from Zimbabwe to demonstrate that their elephant hunting program enhanced the survival of the species in the wild. ~~As such, imports of elephant trophies were suspended pending subsequent review.~~ Since we made our negative finding~~then~~, the country provided ~~more~~ information demonstrating that their conservation and management program for elephants was providing a benefit, and so Service biologists were able to ~~make once more provide~~ a "positive enhancement finding" for elephants in that country. Unfortunately, between the time that this finding was made and the publication of the finding in the Federal Register, there was a change in the government in Zimbabwe ~~and leading to~~ political instability, prompting the Service to ~~today,~~ suspend that positive finding until such time as we can be certain that the Zimbabwe government is able to carry out the conservation measures that formed the basis of the Service's finding.

Q. Why is the finding only being reversed for Zimbabwe elephants and lions and not Zambian elephants and lions or other species in other countries too?

A. The finding for Zimbabwe was suspended due to political instability there. There has been no change in the governance or wildlife conservation and management programs in any other country, and so no changes are being made to any other findings. We continue to closely monitor the political situation and management activities of other countries to ensure they are carrying out the conservation measures that formed the basis of our positive findings.

Q. How many permits have been issued for Zimbabwe since the finding was made, before it was suspended today? How many are pending? What about Zambia?

A. We have not yet issued any permits since the positive finding was made for Zimbabwe elephants. We have 33 permit applications pending. Other permits have been issued as follows:

Zambia lions: 18 issued; 1 pending

Zambia elephants: 7 issued; 1 pending

Zimbabwe lions: 19 issued; 5 pending

The vast majority of these permits apply to hunts that have already taken place.

Q. What is the elephant population/trend in Africa? Zimbabwe? Zambia?

A. Overall, the African elephant population has been declining, almost exclusively to do commercial poaching to supply the illegal ivory trade. Most of these losses have been in Tanzania and Central Africa.

The Zambia elephant population was estimated at 18,000 in 1989, 25,000 in 2002; 26,400 +/- 4400 in 2008; and 21,760 +/- 4523 in 2014.

The Zimbabwe elephant population was estimated at 99,107, with 84,416 classified as definite in 2007; 100,291, with only 47,366 classified as definite in 2012; and 82,630 +/- 8,589 in 2016.

Q. Why is there no public process for enhancement findings?

A. The enhancement findings are made on the basis of information from the country. We verify that information, but there is no requirement for public input in this process. Enhancement findings are made for dozens of species from dozens of countries for a variety of reasons, including hunting, scientific research, museums, etc. Each permit application is posted in the Federal Register at which time the public can provide input.

Q. At the same time that the Service made a negative finding for elephants hunted in Zimbabwe, it also made a negative finding for elephants from Tanzania. Is a revised finding likely to be forthcoming for Tanzania any time soon?

A. We are currently reviewing information provided by Tanzania and expect to make a finding in coming weeksmonths.

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Q. How do you know that hunting in these countries is well managed?

A. In order for U.S. citizens to bring elephant and lion trophies back from these countries into the U.S., we are obligated to determine that the activity enhances the conservation of the species in the wild. These are called enhancement findings and are made by Fish and Wildlife Service biologists. These findings are often made at a national level, based on information provided by the government of that country and other sources documenting that status of the species, population trends, how the species and hunting program is managed, how revenues generated from hunting are put back into conservation, and other relevant information.

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Q. Why did this Administration reverse the Obama-era ban on trophy elephant imports from Zimbabwe to begin with?

A. There was no Obama-era "ban" and it was not reversed. Fish and Wildlife Service biologists periodically review information from nations around the world to determine whether their hunting programs provide conservation benefits to the species that are being hunted. In 2014, the Service did not have sufficient information to demonstrate that Zimbabwe's elephant hunting program enhanced the survival of the species in the wild. As such, imports of elephant trophies were not authorized, as required under U.S. laws, pending subsequent review.

Since we made our negative findings, the country provided information demonstrating that their conservation and management program for elephants was providing a benefit, and so Service biologists were able to make a "positive enhancement finding" for elephants in that country. Unfortunately, between the time that this finding was made and the publication of the finding in the Federal Register, there was a change in the government in Zimbabwe leading to political instability, prompting the Service to suspend that positive finding until such time as we can be certain that the Zimbabwe government is able to carry out the conservation measures that formed the basis of the Service's finding.

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The vast majority of these permits apply to hunts that have already taken place.

Q. What is the elephant population/trend in Africa? Zimbabwe? Zambia?

A. According to the IUCN African Elephant Specialist Group, overall, the African elephant population has been declining, almost exclusively due to commercial poaching to supply the illegal ivory trade. Most of these losses have been in Tanzania and Central Africa. The Zambia elephant population was estimated at 18,000 in 1989, 25,000 in 2002; 26,400 +/- 4400 in 2008; and 21,760 +/- 4523 in 2014.

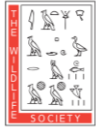
The Zimbabwe elephant population was estimated at 99,107, with 84,416 classified as definite in 2007; 100,291, with only 47,366 classified as definite in 2012; and 82,630 +/- 8,589 in 2016.

Q. Why is there no public process for enhancement findings?

A. The enhancement findings are made as part of the review of permit applications received by the Service and is based on information from applicants and the country where the proposed activity would take place. We verify that information, but there is no requirement for public input in this process. Enhancement findings are made for dozens of species from dozens of countries for a variety of reasons, including hunting, scientific research, museums, etc.

Q. At the same time that the Service made a negative finding for elephants hunted in Zimbabwe in 2014 and 2015, it also made a negative finding for elephants from Tanzania. Is a revised finding likely to be forthcoming for Tanzania any time soon?

A. We are currently reviewing information provided by Tanzania and expect to make a finding in coming weeks.



THE WILDLIFE SOCIETY

Leaders in Wildlife Science, Management and Conservation

22 November 2017

Mr. Donald J. Trump, President
United States of America
1600 Pennsylvania Ave.
Washington, D.C. 20006

RE: Conservation of African Elephants in Zimbabwe, Zambia, and other African countries

President Trump,

The conservation of threatened and endangered species is one of the most formidable challenges facing professional wildlife managers. Conservation of these species requires biological expertise and effective engagement of stakeholders. The Wildlife Society supports cooperative programs, both nationally and internationally, that are designed to manage and conserve threatened and endangered populations.

(Threatened & Endangered Species Standing Position)

The Wildlife Society also believes that human-wildlife interactions should enhance the overall value of wildlife resources—creating incentives to conserve and perpetuate wildlife through enhanced economic, cultural, and social importance *(Responsible Human Use of Wildlife Standing Position)*. Hunting and other means of harvest, when based on biological principles and properly regulated, has clearly been shown to enhance wildlife conservation efforts and be an appropriate human use of wildlife. *(Hunting Standing Position)*

Importation to the U.S. of hunter-harvested African elephants is permitted under the U.S. Endangered Species Act's Section 4(d) rule, where such activities are determined to enhance the survival of the population; such imports are currently permitted from Namibia and South Africa. The U.S. Fish & Wildlife Service has undertaken a rigorous review of the African elephant management plans for Zambia and Zimbabwe and has determined these plans, and their restrictive harvest components, will enhance conservation efforts for those populations.

The Wildlife Society supports sustainable harvest of wildlife and the concept that such hunting in Africa can be a source of funding that otherwise would not be available for local conservation efforts. Fees paid by foreign hunters provide funding that can create incentives for local communities to maintain large and potentially dangerous wildlife on the landscape, rather than kill them as pests, and retain their habitats, rather than convert them to agriculture or pasture. Hunter-generated funds are used to help resolve local human-wildlife conflicts, support anti-poaching and wildlife trafficking efforts, and secure tracts of suitable habitat.

We support and applaud the U.S. Fish & Wildlife Service's science-based process for evaluating African elephant management plans, and for determining that any harvest components will contribute to the survival of the species. Given the apparent political transition underway in Zimbabwe, we recommend the Service determine if the plans it has already reviewed for Zimbabwe are supported by the country's new leadership before a final decision is rendered regarding elephant imports from that country. We encourage your administration to advance science-based policies that will conserve and enhance African elephant populations and support sustainable use of wildlife resources.

Sincerely,

Dr. John E. McDonald, Jr.
President

Cc: Ryan Zinke, David Bernhardt, Greg Sheehan, Jim Kurth, Steve Guertin

The Wildlife Society, founded in 1937, represents more than 10,000 professional wildlife biologists and managers dedicated to excellence in wildlife stewardship through science and education. Our mission is to inspire, empower, and enable wildlife professionals to sustain wildlife populations and habitats through science-based management and conservation.



U.S. CITES Implementation Report

(for the period 1 January 2013 to 30 June 2015)

PREPARED BY:

**DIVISION OF MANAGEMENT AUTHORITY
U.S. FISH AND WILDLIFE SERVICE
DEPARTMENT OF THE INTERIOR**

COMPLETED 23 SEPTEMBER 2015

U.S. CITES Implementation Report
(for the period 1 January 2013 through 30 June 2015)

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INTRODUCTION

Article VIII of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) prescribes that each Party shall prepare periodic reports on its implementation of CITES and shall transmit to the Secretariat, in addition to an annual report, a biennial report on legislative, regulatory, and administrative measures taken to enforce the provisions of CITES.

However, at the 16th meeting of the Conference of the Parties to CITES (CoP 16; March 2013), Resolution Conf. 11.17 was revised with respect to Parties' submissions of CITES biennial reports. The resolution now recommends that these reports be submitted "one year before each meeting of the Conference of the Parties." CoP17 is scheduled to begin on 24 September 2016. Therefore, the deadline for submission to the CITES Secretariat of the first "implementation report" is 24 September 2015. This U.S. report covers the time period from 1 January 2013 (the date immediately following the time period covered in the 2011-2012 biennial report), through 30 June 2015.

Work is underway to revise the reporting format under Decision 16.44, but until the new format is adopted, Parties are requested to submit their reports in accordance with the *Biennial Report Format* adopted by the Parties at CoP13 (October 2004) and distributed by the Secretariat in CITES Notification to the Parties No. 2005/035. Therefore, the United States submits this 2013-2015 report in accordance with that recommended format.

The original regulations implementing CITES in the United States were issued on 22 February 1977. On 23 August 2007, the U.S. Fish and Wildlife Service (USFWS) published a final rule in the *Federal Register* substantially updating the U.S. CITES-implementing regulations. These updates reflected measures adopted by the Parties at their regular meetings through CoP13. In 2008, USFWS published revisions to the regulations to include provisions related to international trade in sturgeon and paddlefish caviar adopted by the Parties at CoP14. In 2014, we published revisions that incorporated into the U.S. CITES-implementing regulations relevant provisions from Resolutions adopted by the Parties at CoP14 and CoP15. We are currently at work on revisions to incorporate relevant changes adopted at CoP16. U.S. CITES implementing regulations are found in Part 23 of Title 50 in the U.S. Code of Federal Regulations (50 CFR Part 23).

On the following pages, using the tabular *Biennial Report Format*, we report on the major legislative, regulatory, and administrative measures for implementation of the Convention taken during the reporting period (1 January 2013 – 30 June 2015). Attached to the tabular report are three Annexes providing narrative highlights of some of these measures with respect to Sections B, C, and D of the tabular report.

**REPORT IN TABULAR FORM OF ACTIVE MEASURES TAKEN BY
THE UNITED STATES 1 JANUARY 2013 THROUGH
30 JUNE 2015 IN ITS IMPLEMENTATION OF CITES**

A. General information

Party	United States of America
Period covered in this report:	1 January 2013 to 30 June 2015
Details of agency preparing this report	<p>U.S. Fish and Wildlife Service Division of Management Authority 5275 Leesburg Pike, MS:IA Falls Church, Virginia 22041 United States of America Tel: + 1 (703) 358 2095 Fax: + 1 (703) 358 2280 Email: managementauthority@fws.gov Web: http://www.fws.gov/international</p>
Contributing agencies, organizations or individuals	<p>U.S. Fish and Wildlife Service Division of Scientific Authority 5275 Leesburg Pike, MS:IA Falls Church, Virginia 22041 United States of America Tel: + 1 (703) 358 1708 Fax: + 1 (703) 358 2276 Email: scientificauthority@fws.gov Web: http://www.fws.gov/international</p> <p>U.S. Fish and Wildlife Service Office of Law Enforcement 5275 Leesburg Pike, MS:LE Falls Church, Virginia 22041 United States of America Tel: + 1 (703) 358 1949 Fax: + 1 (703) 358 2271 Email: lawenforcement@fws.gov Web: http://www.fws.gov/le</p>

B. Legislative and regulatory measures

1	<p>Has information on CITES-relevant legislation already been provided under the CITES National Legislation Project? If yes, ignore questions 2, 3 and 4.</p>	<p>Yes (fully) <input checked="" type="checkbox"/> Yes (partly) <input type="checkbox"/> No <input type="checkbox"/> No information/unknown <input type="checkbox"/></p>																																																
2	<p>If any CITES-relevant legislation has been planned, drafted or enacted, please provide the following details:</p> <p>Title and date: _____ Status: _____</p> <p>Brief description of contents: _____</p>																																																	
3	<p>Is enacted legislation available in one of the working languages of the Convention?</p>	<p>Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> No information <input type="checkbox"/></p>																																																
4	<p>If yes, please attach a copy of the full legislative text or key legislative provisions that were gazetted.</p>	<p>legislation attached <input type="checkbox"/> provided previously <input checked="" type="checkbox"/> not available, will send later <input type="checkbox"/></p>																																																
5	<p>Which of the following issues are addressed by any stricter domestic measures adopted for CITES-listed species (in accordance with Article XIV of the Convention)? Tick all applicable</p>																																																	
	<table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th rowspan="2">Issue</th> <th colspan="3">The conditions for:</th> <th colspan="3">The complete prohibition of:</th> </tr> <tr> <th>Yes</th> <th>No</th> <th>No information</th> <th>Yes</th> <th>No</th> <th>No information</th> </tr> </thead> <tbody> <tr> <td>Trade</td> <td align="center"><input checked="" type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> </tr> <tr> <td>Taking</td> <td align="center"><input checked="" type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> </tr> <tr> <td>Possession</td> <td align="center"><input checked="" type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> </tr> <tr> <td>Transport</td> <td align="center"><input checked="" type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> </tr> <tr> <td>Other (specify)</td> <td align="center"><input type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> <td align="center"><input type="checkbox"/></td> </tr> </tbody> </table>		Issue	The conditions for:			The complete prohibition of:			Yes	No	No information	Yes	No	No information	Trade	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Taking	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Possession	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Transport	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Other (specify)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
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	<p>Additional comments:</p> <p>Major stricter domestic measures in the United States that in many instances affect CITES-listed species include the Endangered Species Act (ESA), the Lacey Act, the Wild Bird Conservation Act, the Migratory Bird Treaty Act, the Marine Mammal Protection Act, the Bald and Golden Eagle Protection Act, the African Elephant Conservation Act, the Rhinoceros and Tiger Conservation Act, and State natural resource and wildlife laws, and State and Federal regulations associated with these laws.</p>																																																	

6	What were the results of any review or assessment of the effectiveness of CITES legislation, with regard to the following items?				Tick all applicable	
	Item	Adequate	Partially Inadequate	Inadequate	No information	
	Powers of CITES authorities	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Clarity of legal obligations	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Control over CITES trade	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Consistency with existing policy on wildlife management and use	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Coverage of law for all types of offences	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Coverage of law for all types of penalties	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Implementing regulations	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Coherence within legislation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Other (please specify):	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
Please provide details if available:						
During previous and current efforts to revise the U.S. CITES-implementing regulations, USFWS reviewed U.S. legislation with regard to each of the above subjects related to the effectiveness of CITES implementation.						
In May 2014, USFWS published a final rule incorporating into the U.S. CITES-implementing regulations relevant provisions adopted at CoP14 and CoP15. Revisions to incorporate relevant changes adopted at CoP16 are currently under development.						
7	If no review or assessment has taken place, is one planned for the next reporting period?			Yes <input type="checkbox"/>	No <input type="checkbox"/>	No information <input type="checkbox"/>
Please provide details if available:						
8	Has there been any review of legislation on the following subjects in relation to implementation of the Convention?				Tick all applicable	
	Subject	Yes	No	No information		
	Access to or ownership of natural resources	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
	Harvesting	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
	Transporting of live specimens	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
Handling and housing of live specimens	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			
Please provide details if available:						
During previous and current efforts to revise the U.S. CITES-implementing regulations, USFWS reviewed U.S. legislation with regard to each of the above subjects related to CITES implementation.						

9 Please provide details of any additional measures taken:
 See ANNEX 1 for highlights of some of the major legislative and regulatory measures taken by the United States from 1 January 2013 through 30 June 2015.

C. Compliance and enforcement measures

		Yes	No	No information
1	Have any of the following compliance monitoring operations been undertaken?			
	Review of reports and other information provided by traders and producers:	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inspections of traders, producers, markets	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Border controls	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Other (specify): In addition to the routine compliance monitoring noted above, USFWS wildlife inspectors and special agents have also conducted random or intelligence-based intensified inspection “blitzes” to check cargo, mail shipments, passengers, and vehicles at the border. Special enforcement operations focused on internet-based wildlife trafficking have also been undertaken.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2	Have any administrative measures (e.g. fines, bans, suspensions) been imposed for CITES-related violations?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3	<p>If Yes, please indicate how many and for what types of violations? If available, please attach details.</p> <p>Fines were assessed and collected for CITES-related violations on numerous occasions. However, the structure of U.S. enforcement databases and the latitude for citing CITES-related violations under different statutes make it impossible to compile totals for the “number and type of violations” for which the United States took administrative measures.</p>			
4	Have any significant seizures, confiscations and forfeitures of CITES specimens been made?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5	<p>If information available:</p> <p><input type="checkbox"/> Significant seizures/confiscations</p> <p><input type="checkbox"/> Total seizures/confiscations</p> <p>If possible, please specify per group of species or attach details.</p> <p>Please note that seizure totals at right address the number or weight of CITES specimens seized, not the number of shipments seized for CITES violations. Some specimens included in this total may have been</p>	<p>Number</p> <p>In 2013, USFWS seized 166,852 CITES specimens (including live wildlife, parts, and products) as well as 21,424 kilograms of “commodities” representing CITES species. In 2014, USFWS seized 255,667 CITES specimens and 86,830 kilograms of CITES</p>		

	seized for violations of U.S. wildlife laws and regulations other than CITES. Each year, the United States submits detailed data on seizures as part of its CITES Annual Report.	“commodities.” See ANNEX 2 under the category “CITES ENFORCEMENT MEASURES,” for details on representative seizures.		
6	Have there been any criminal prosecutions of significant CITES-related violations?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7	<p>If Yes, how many and for what types of violations? If available, please attach details as Annex.</p> <p>USFWS inspections and investigations resulted in multiple criminal prosecutions involving the smuggling of CITES-listed species and other significant violations. However, the structure of U.S. enforcement databases and the latitude for citing CITES violations under other U.S. laws (laws that often authorize higher penalties) make it impossible to compile totals for the “numbers and types of CITES violations” that resulted in criminal prosecution.</p> <p>See ANNEX 2, under the category “CITES ENFORCEMENT MEASURES,” for summaries of some of the major criminal prosecutions of CITES-related violations in the United States from 1 January 2013 through 30 June 30 2015.</p>			
8	Have there been any other court actions of CITES-related violations?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
9	If Yes, what were the violations involved and what were the results? Please attach details as Annex.			
10	How were the confiscated specimens usually disposed of?	Tick if applicable		
	– Return to country of export	<input checked="" type="checkbox"/>		
	– Public zoos or botanical gardens	<input checked="" type="checkbox"/>		
	– Designated rescue centres	<input checked="" type="checkbox"/>		
	– Approved, private facilities	<input checked="" type="checkbox"/>		
	– Euthanasia	<input type="checkbox"/>		
	– Other (specify)	<input checked="" type="checkbox"/>		
	<p>Comments:</p> <p>U.S. Ivory Crushes: On 14 November 2013, at the USFWS’ National Wildlife Property Repository on Rocky Mountain Arsenal National Wildlife Refuge near Denver, Colorado, USFWS destroyed its 6-ton stock of confiscated elephant ivory in the first U.S. ivory crush. USFWS took this action to send a clear message that the United States will not tolerate ivory trafficking and is committed to protecting elephants from extinction. A second ivory crush was held on 19 June 2015, in Times Square, New York City, to destroy ivory from seizures and cases that had been resolved since 2013. Approximately one ton of elephant ivory was destroyed including full tusks, carved tusks, hundreds of smaller carvings, and other objects. Both ivory crushes generated a significant amount of media coverage and ignited conversation on social media. On the day of the first U.S. ivory crush, #IvoryCrush was the top trending topic in the United States, Canada, South Africa, and the United Kingdom. In addition, some confiscated specimens were also donated to educational facilities for use in conservation education to improve public</p>			

	understanding of wildlife conservation and trade issues.		
11	Has detailed information been provided to the Secretariat on significant cases of illegal trade (e.g. through an ECOMESSAGE or other means), or information on convicted illegal traders and persistent offenders?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Not applicable <input type="checkbox"/> No information <input type="checkbox"/>	
	Comments:		
12	Have there been any cooperative enforcement activities with other countries (e.g. exchange of intelligence, technical support, investigative assistance, joint operation, etc.)?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> No information <input type="checkbox"/>	
13	<p>If Yes, please give a brief description:</p> <p>USFWS routinely shared intelligence on potential CITES violations with the CITES Secretariat, appropriate enforcement authorities in other CITES Party nations, and Interpol.</p> <p>USFWS cooperative enforcement efforts during the reporting period included:</p> <ul style="list-style-type: none"> • Conducting cooperative inspection blitzes with Canadian wildlife and customs authorities at various ports of entry along the U.S.-Canada land border; • Conducting cooperative U.S., Canada, and Mexico investigations of illegal reptile trafficking and smuggling of totoaba and Asian arowanas; • Participating in wildlife trafficking workshop in Mexico focusing on totoaba, sea cucumber, and coral; • Stationing an international special agent attaché in Bangkok, Thailand, to build enforcement capacity; participating in multinational enforcement operations targeting illegal trade in wildlife; working to dismantle trafficking networks and prevent others from resuming their illegal activities; increasing coordination and cooperation across U.S. enforcement and intelligence agencies to detect, interdict, and investigate wildlife trafficking; enhancing information gathering and sharing; and providing support to regional Wildlife Enforcement Networks; and • Continuing the Trilateral meetings with Canada and Mexico to support the information exchange between international law enforcement officers, expand collaboration for measuring and sampling endangered wildlife, and develop joint operational plans. 		
14	Have any incentives been offered to local communities to assist in the enforcement of CITES legislation, e.g. leading to the arrest and conviction of offenders?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> No information <input type="checkbox"/>	
15	<p>If Yes, please describe:</p> <p>The ESA (which implements CITES in the United States) and other U.S. wildlife laws that regulate international trade (such as the Lacey Act, African Elephant Conservation Act, and Wild Bird Conservation Act) authorize the use of fine money to pay rewards to individuals who provide information that leads to the arrest and conviction of offenders.</p>		

16	Has there been any review or assessment of CITES-related enforcement?	Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> Not applicable <input type="checkbox"/> No information <input type="checkbox"/>
Comments:		
17	<p>Please provide details of any additional measures taken:</p> <p>USFWS worked proactively to improve CITES compliance by maintaining and improving communication with the U.S. wildlife import/export community and working directly with key groups and individual companies involved in wildlife trade. Specific compliance assistance activities from 1 January 2013 through 30 June 2015 include:</p> <ul style="list-style-type: none"> • Utilization of web and port-posted public bulletins to inform the import/export community about changes in CITES requirements and U.S. wildlife trade rules; • One-on-one CITES compliance guidance to company representatives and individuals engaged in wildlife trade; • Operation of an e-mail-based “contact” service to answer specific questions on wildlife import/export requirements and other enforcement issues; • Presentations and training on CITES and U.S. wildlife import/export requirements to other Federal agency officials, brokers, airlines, state game wardens, and international officials; and • Leveraged resources by combining a “Report Wildlife Trafficking” tip line (email address and toll free phone number) with USFWS’ Law Enforcement Office within the Refuge program. 	

D. Administrative measures

D1 Management Authority (MA)

1	Have there been any changes in the designation of or contact information for the MA(s) which are not yet reflected in the CITES Directory?	Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> No information <input type="checkbox"/>
2	If Yes, please use the opportunity to provide those changes here.	
3	If there is more than one MA in your country, has a lead MA been designated?	Yes <input type="checkbox"/> No <input type="checkbox"/> No information <input type="checkbox"/>
4	If Yes, please name that MA and indicate whether it is identified as the lead MA in the CITES Directory.	
5	How many staff work in each MA? The USFWS Division of Management Authority (DMA) is the only CITES Management Authority in the United States. Currently, 33 staff work in the Division of Management Authority.	

6	Can you estimate the percentage of time they spend on CITES-related matters? If yes, please give estimation: About 75 percent.	Yes No No information	<input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
7	What are the skills/expertise of staff within the MA(s)?	Tick if applicable	
	- Administration		<input checked="" type="checkbox"/>
	- Biology		<input checked="" type="checkbox"/>
	- Economics/trade		<input type="checkbox"/>
	- Law/policy		<input checked="" type="checkbox"/>
	- Other (Outreach/Education)		<input checked="" type="checkbox"/>
	- No information		<input type="checkbox"/>
8	Have the MA(s) undertaken or supported any research activities in relation to CITES species or technical issues (e.g. labelling, tagging, species identification) not covered in D2(8) and D2(9)?	Yes No No information	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>
9	If Yes, please give the species name and provide details of the kind of research involved.		
10	Please provide details of any additional measures taken: See ANNEX 3, Section "D1 and D2," for highlights of some of the major CITES-related administrative measures taken by the United States for the period 1 January 2013 to 30 June 2015, for which the U.S. Management and/or Scientific Authorities were integral parts.		

D2 Scientific Authority (SA)

1	Have there been any changes in the designation of or contact information for the SA(s) which are not yet reflected in the CITES Directory?	Yes No No information	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>
2	If Yes, please use the opportunity to provide those changes here.		
3	Is the designated Scientific Authority independent from the Management Authority?	Yes No No information	<input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
4	What is the structure of the SA(s)?	Tick if applicable	
	- Government institution		<input checked="" type="checkbox"/>
	- Academic or research institution		<input type="checkbox"/>
	- Permanent committee		<input type="checkbox"/>
	- Pool of individuals with certain expertise		<input type="checkbox"/>
	- Other (specify)		<input type="checkbox"/>
5	How many staff work in each SA on CITES issues? The USFWS Division of Scientific Authority is the only CITES Scientific Authority in		

	the United States. Currently, 10 staff in the Division of Scientific Authority work on CITES issues.						
6	Can you estimate the percentage of time they spend on CITES-related matters			Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
	If yes, please give estimation: About 80 percent.			No information	<input type="checkbox"/>		
7	What are the skills/expertise of staff within the SA(s)?						Tick if applicable
	– Botany						<input checked="" type="checkbox"/>
	– Ecology						<input checked="" type="checkbox"/>
	– Fisheries						<input checked="" type="checkbox"/>
	– Forestry						<input checked="" type="checkbox"/>
	– Welfare						<input type="checkbox"/>
	– Zoology						<input checked="" type="checkbox"/>
	– Other (specify)						<input type="checkbox"/>
	– No information						<input type="checkbox"/>
8	Have any research activities been undertaken by the SA(s) in relation to CITES species?			Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
				No information	<input type="checkbox"/>		
9	If Yes, please give the species name and provide details of the kind of research involved.						
	Species name	Populations	Distribution	Off take	Legal trade	Illegal trade	Other (specify)
	Polyodon spathula	Rangewide	United States		X		In partnership with the Association of Fish and Wildlife Agencies (AFWA) and the U.S. States, the U.S. Scientific Authority is examining the sustainable management practice for this species and has recently undertaken research into age structure.
	Hydrastis Canadensis	Rangewide	United States and Canada				Updated the NatureServe Global and State rankings for this species, including economic uses, IUCN Red List assessment, and Climate Change Vulnerability Index ranking (2012-2013). The IUCN Red List assessment pending review and publication by IUCN.
	No information						<input type="checkbox"/>

10	Have any project proposals for scientific research been submitted to the Secretariat under Resolution Conf. 12.2?	Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> No information <input type="checkbox"/>
11	<p>Please provide details of any additional measures taken:</p> <p>See ANNEX 3, Section “D1 and D2,” for highlights of some of the major CITES-related administrative measures taken by the United States for the period 1 January 2013 to 30 June 2015, for which the U.S. Management and/or Scientific Authorities were integral parts.</p>	

D3 Enforcement Authorities

1	Has the Secretariat been informed of any enforcement authorities that have been designated for the receipt of confidential enforcement information related to CITES?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> No information <input type="checkbox"/>
2	If No, please designate them here (with address, phone, fax and email).	
3	Is there a specialized unit responsible for CITES-related enforcement (e.g. within the wildlife department, Customs, the police, public prosecutor’s office)?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Under consideration <input type="checkbox"/> No information <input type="checkbox"/>
4	<p>If Yes, please state which is the lead agency for enforcement:</p> <p>U.S. Fish and Wildlife Service Office of Law Enforcement 5275 Leesburg Pike MS: LE Falls Church, Virginia 22041 United States of America Tel: + 1 (703) 3581949 Fax: + 1 (703) 3582271 Email: lawenforcement@fws.gov Web: http://www.fws.gov/le</p>	
5	<p>Please provide details of any additional measures taken:</p> <p>See ANNEX 2, under the category “CITES ENFORCEMENT MEASURES,” for information on criminal prosecutions and seizures of specimens of CITES-listed species.</p>	

D4 Communication, information management and exchange

1	To what extent is CITES information computerized?						Tick if applicable	
	– Monitoring and reporting of data on legal trade						<input checked="" type="checkbox"/>	
	– Monitoring and reporting of data on illegal trade						<input checked="" type="checkbox"/>	
	– Permit issuance						<input checked="" type="checkbox"/>	
	– Not at all						<input type="checkbox"/>	
– Other (specify)						<input type="checkbox"/>		
2	Do the following authorities have access to the Internet?						Tick if applicable	
	Authority	Yes, continuous and unrestricted	Yes, but only through a dial-up connection	Yes, but only through a different office	Some offices only	Not at all	Please provide details where appropriate	
	Management Authority	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
	Scientific Authority	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
	Enforcement Authority	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
3	Is there an electronic information system providing information on CITES species?						Yes	<input checked="" type="checkbox"/>
							No	<input type="checkbox"/>
							No information	<input type="checkbox"/>

4	<p>If Yes, does it provide information on:</p> <ul style="list-style-type: none"> - Legislation (national, regional or international)? <input type="checkbox"/> - Conservation status (national, regional, international)? <input type="checkbox"/> - Other (please specify)? The U.S. Combined Species database provides the CITES listing status of CITES-listed species, as well as their protected status under U.S. stricter domestic measures, such as the ESA, Wild Bird Conservation Act, Migratory Bird Treaty Act, and Marine Mammal Protection Act. <input checked="" type="checkbox"/> 	<p>Tick if applicable</p>		
5	<p>Is it available through the Internet: Note: USFWS is currently working on reprogramming the U.S. Combined Species database to make it available via the Internet. Please provide URL:</p>	<p>Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> Not applicable <input type="checkbox"/> No information <input type="checkbox"/></p>		
6	<p>Do the authorities indicated have access to the following publications? Tick if applicable</p>			
<p style="text-align: center;">Publication</p>		<p style="text-align: center;">Management Authority</p>	<p style="text-align: center;">Scientific Authority</p>	<p style="text-align: center;">Enforcement Authority</p>
<p>2005 Checklist of CITES Species (book)</p>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
<p>2008 Checklist of CITES Species and Annotated Appendices (CD-ROM)</p>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
<p>Identification Manual</p>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
<p>CITES Handbook</p>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
7	<p>If not, what problems have been encountered to access this information?</p>			
8	<p>Have enforcement authorities reported to the Management Authority on:</p> <ul style="list-style-type: none"> - Mortality in transport? <input type="checkbox"/> - Seizures and confiscations? <input checked="" type="checkbox"/> - Discrepancies in number of items in permits and number of items actually traded? <input type="checkbox"/> <p>Comments:</p>	<p>Tick if applicable</p>		
9	<p>Is there a government website with information on CITES and its requirements?</p> <p>If Yes, please give the URL: http://www.fws.gov/international; http://www.fws.gov/le; and</p>	<p>Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> No information <input type="checkbox"/></p>		

http://www.aphis.usda.gov/import_export/plants/plant_imports/cites_endangered_plants.shtml
http://www.ecfr.gov/cgi-bin/text-idx?c=ecfr&tpl=/ecfrbrowse/Title50/50cfr23_main_02.tpl

10	<p>Have CITES authorities been involved in any of the following activities to bring about better accessibility to and understanding of the Convention's requirements to the wider public?</p> <ul style="list-style-type: none"> - Press releases/conferences - Newspaper articles, radio/television appearances - Brochures, leaflets - Presentations - Displays - Information at border crossing points - Telephone hotline - Other (specify) <p>Please attach copies of any items.</p> <p>Note: These items are too numerous to gather together and attach to this report.</p>	<p>Tick if applicable</p> <p><input checked="" type="checkbox"/></p> <p><input checked="" type="checkbox"/></p> <p><input checked="" type="checkbox"/></p> <p><input checked="" type="checkbox"/></p> <p><input checked="" type="checkbox"/></p> <p><input checked="" type="checkbox"/></p> <p><input checked="" type="checkbox"/></p> <p><input type="checkbox"/></p>
11	<p>Please provide details of any additional measures taken:</p> <ul style="list-style-type: none"> • USFWS Law Enforcement and DMA representatives staffed a compliance outreach booth at the national convention of Safari Club International in Nevada in 2013. USFWS also attended the Dallas, Texas, Safari Club Convention in January, 2015. USFWS participation at these events raises hunter awareness about CITES import/export permit requirements and helps improve compliance with the Convention by global big game hunters. • In November 2013 (Denver, Colorado) and June 2015 (Times Square, New York City), USFWS Law Enforcement crushed over 7 tons of confiscated ivory to send a message to ivory traffickers and their customers that the United States will not tolerate this illegal trade. It is hoped these crushes will also educate consumers in the United States and around the world, and encourage them not to buy products made with ivory that could be contributing to the poaching crisis. The events were viewed over social media, and other Internet technologies, by tens of thousands around the world. • In partnership with the Association of Zoos and Aquariums (AZA), USFWS issued a global design challenge seeking creative ideas on how best to use the crushed ivory from the U.S. Ivory Crushes to raise public awareness of wildlife trafficking and help reduce demand for elephant ivory and other illegal wildlife products. The art produced by the global design challenge will be part of a Demand Reduction Campaign. The Demand Reduction Campaign outreach displays will be updated and modernized. 	

	<ul style="list-style-type: none"> • The Suitcase for Survival program (collaboration between USFWS and TRAFFIC) is being restructured with newer technologies and an updated curriculum that will be circulated throughout the U.S. educational system. The program supplies materials, including confiscated specimens, to build awareness of the illegal wildlife trade. • USFWS law enforcement officers, forensic laboratory scientists, and the wildlife repository personnel are regularly interviewed by U.S. and international print, television, and online journalists and production companies and the final articles and shows are circulated worldwide. • USFWS law enforcement officers present educational outreach programs to elementary, middle, and high school students; environmental, conservation, and law enforcement university students; law school students; Federal agency staff; and private industry professionals highlighting wildlife conservation and ways the public can help reduce wildlife crime, trafficking, and take. <p>See ANNEX 3, Section “D4,” for highlights of some of the other major CITES-related administrative measures taken by the United States for the period 1 January 2013 to 30 June 2015, with respect to communication, information management, and information exchange.</p>
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D5 Permitting and registration procedures

1	<p>Have any changes in permit format or the designation and signatures of officials empowered to sign CITES permits/certificates been reported previously to the Secretariat?</p> <p>If no, please provide details of any:</p> <p>Changes in permit format:</p> <p>Changes in designation or signatures of relevant officials:</p>	Yes	<input checked="" type="checkbox"/>		
		No	<input type="checkbox"/>		
		Not applicable	<input type="checkbox"/>		
		No information	<input type="checkbox"/>		
2	<p>To date has your country developed written permit procedures for any of the following?</p>	Tick if applicable			
			Yes	No	No information
		Permit issuance/acceptance	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		Registration of traders	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Registration of producers	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Please indicate how many CITES documents were issued and denied in the two year period? (Note that actual trade is reported in the Annual Report by some Parties. This question refers to issued documents).					
Year 1 (2013)	Import or introduction from the sea	Export	Re-export	Other	Comments
How many documents were issued?	549	11,515	7,439	833	A total of 20,336 CITES documents were issued during 2013. Of the import permits issued, the vast majority were for sport-hunted trophies. Of the 833 "other" documents, 307 were for either export or re-export (cannot differentiate for these) and 526 were certificates (e.g., travelling exhibition, certificates of ownership).
How many applications were denied because of serious omissions or misinformation?	0	9	3	1	A total of 14 applications were denied, either in whole or partially, during 2013.
Year 2 (2014) How many documents were issued?	562	11,638	7,865	441	A total of 20,506 CITES documents were issued during 2014. Of the import permits issued, the vast majority were for sport-hunted trophies. Of the 441 "other" documents, 34 were for either export or re-export (cannot differentiate for these) and 407 were certificates (e.g., travelling exhibition, certificate of ownership).
How many applications were denied because of serious omissions or misinformation?	0	7	0	2	A total of 3 applications were denied, either in whole or partially, during 2014.

<p>Year 3 (1st 6 months of 2015) How many documents were issued?</p>	254	6,176	3,248	234	<p>A total of 9,912 CITES documents were issued during the first 6 months of 2015. Of the import permits issued, the vast majority were for sport-hunted trophies. Of the 234 "other" documents, 31 were for either export or re-export (cannot differentiate for these) and 203 were certificates (e.g., travelling exhibition, certificate of ownership).</p>
<p>How many applications were denied because of serious omissions or misinformation?</p>	0	2	2	0	<p>A total of 4 applications were denied, either in whole or partially, during the first 6 months of 2015.</p>
4	<p>Were any CITES documents that were issued later cancelled and replaced because of serious omissions or misinformation?</p>				<p>Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> No information <input type="checkbox"/></p>
5	<p>If Yes, please give the reasons for this.</p>				
6	<p>Please give the reasons for rejection of CITES documents from other countries.</p>				<p>Tick if applicable</p>
<p style="text-align: center;">Reason</p>					<p style="text-align: center;">Yes No No information</p>
<p>Technical violations</p>					<p style="text-align: center;"><input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/></p>
<p>Suspected fraud</p>					<p style="text-align: center;"><input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/></p>
<p>Insufficient basis for finding of non-detriment</p>					<p style="text-align: center;"><input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/></p>
<p>Insufficient basis for finding of legal acquisition</p>					<p style="text-align: center;"><input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/></p>
<p>Other (specify)</p>					<p style="text-align: center;"><input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/></p>
7	<p>Are harvest and/or export quotas used as a management tool in the procedure for issuance of permits?</p> <p>Comments</p>				<p>Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> No information <input type="checkbox"/></p>
8	<p>How many times has the Scientific Authority been requested to provide opinions?</p> <p>Between 1 January 2013 and 30 June 2015, the U.S. Scientific Authority provided individual findings in response to 460 CITES permit applications. During this time frame, the U.S. Scientific Authority also issued 22 programmatic findings that are valid for at least one year and authorize or deny import or export of specimens. The programmatic findings eliminate the need for individual findings, provided documentation requirements are met. Permit applications covered a wide range of activities including import and export of biological specimens, import of sport-hunted trophies, import of live animals, export of wild-sourced native species, certificates of artificially propagated plants, export of non-native captive-born animals, and bred-in-captivity certificates.</p>				

9	<p>Has the MA charged fees for permit issuance, registration or related CITES activities?</p> <ul style="list-style-type: none"> - Issuance of CITES documents: <input checked="" type="checkbox"/> - Licensing or registration of operations that produce CITES species: <input checked="" type="checkbox"/> - Harvesting of CITES-listed species : <input type="checkbox"/> - Use of CITES-listed species: <input type="checkbox"/> - Assignment of quotas for CITES-listed species: <input type="checkbox"/> - Importing of CITES-listed species: <input checked="" type="checkbox"/> - Other (specify): <input type="checkbox"/> 	<p>Tick if applicable</p>
10	<p>If Yes, please provide the amounts of such fees.</p> <p>U.S. permit fees vary depending on the activity requested. The fees are listed in the U.S. Code of Federal Regulations Title 50, Part 13, Section 13.11.</p>	
11	<p>Have revenues from fees been used for the implementation of CITES or wildlife conservation?</p> <ul style="list-style-type: none"> - Entirely: <input checked="" type="checkbox"/> - Partly: <input type="checkbox"/> - Not at all: <input type="checkbox"/> - Not relevant: <input type="checkbox"/> <p>Comments:</p>	<p>Tick if applicable</p>
12	<p>Please provide details of any additional measures taken:</p> <p>See ANNEX 3, Section "D5," for highlights of some of the other major CITES-related administrative measures taken by the United States for the period 1 January 2013 to 30 June 2015, with respect to permitting and registration procedures.</p>	

D6 Capacity building

1	<p>Have any of the following activities been undertaken to enhance effectiveness of CITES implementation at the national level?</p>		<p>Tick if applicable</p>
Increased budget for activities		<input type="checkbox"/>	Improvement of national networks <input checked="" type="checkbox"/>
Hiring of more staff		<input checked="" type="checkbox"/>	Purchase of technical equipment for monitoring/enforcement <input checked="" type="checkbox"/>
Development of implementation tools		<input checked="" type="checkbox"/>	Computerization <input checked="" type="checkbox"/>
<p>Other (specify):</p> <ul style="list-style-type: none"> • USFWS is participating in the development of the Automated Customs Environment/International Trade Data System (ITDS) – a U.S. Government-wide project to centralize the policing and processing of all international trade entering or exiting the United States. The system, which is being designed and 			<input checked="" type="checkbox"/>

deployed over a multi-year period, will improve U.S. CITES enforcement and USFWS efforts to detect and interdict illegal wildlife trade by providing access to integrated trade and law enforcement intelligence information, as well as selectivity and targeting mechanisms.

- On 15 March 2014, the U.S. Food and Drug Administration, USFWS, and National Marine Fisheries Service (NMFS) joined the Commercial Targeting and Analysis Center (CTAC) in Washington, D.C., to partner with U.S. Customs and Border Protection (CBP) and seven other participating Federal agencies to enhance targeting efforts on commercial imports posing a threat to the health and safety of the American public or other border management goals such as conservation of species.
- In 2013, USFWS launched its first ever professional wildlife detector dog program, stationing professionally trained wildlife inspector/canine teams at the ports of Miami, Florida, Louisville, Kentucky, Chicago, Illinois, and Los Angeles, California. The dogs and their handlers reported for duty in April 2013 after completing a rigorous training program at a U.S. Department of Agriculture (USDA) training center near Atlanta, Georgia.
- In early 2015, USFWS Law Enforcement hired 24 additional special agents and several of the open positions, frozen by the Federal Government's hiring freeze, have been or will be filled.

2 Have the CITES authorities received or benefited from any of the following capacity building activities provided by external sources?

Please tick boxes to indicate which target group and which activity.	Oral or written advice/guidance	Technical assistance	Financial assistance	Training	Other (specify)	What were the external sources?
Target group						
Staff of Management Authority	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Other U.S. Government agencies, traders, nongovernmental organizations (NGOs), scientific experts, and the public.
Staff of Scientific Authority	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Staff of enforcement authorities	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Other (specify)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

3

Have the CITES authorities been the providers of any of the following capacity building activities?

Please tick boxes to indicate which target group and which activity.

Target group	Oral or written advice/guidance	Technical assistance	Financial assistance	Training	Other (specify)	Details
Staff of Management Authority	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Staff of Scientific Authority	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Staff of enforcement authorities	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Traders	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
NGOs	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Public	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Other parties/International meetings	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Other (specify)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

4

Please provide details of any additional measures taken:

- USFWS wildlife inspectors nationwide conducted wildlife import/export training sessions for CBP Protection enforcement officers at U.S. ports of entry and border crossings.
- In 2013, USFWS Law Enforcement placed four wildlife detector dogs at four U.S. ports of entry.
- In response to the wildlife poaching crisis in Africa and Southeast Asia, USFWS presented comprehensive criminal investigations training programs in 2013, 2014, and 2015 at the U.S. State Department's International Law Enforcement Academy in Botswana and Thailand. Officers from sub-Saharan African nations (Botswana, Cameroon, Democratic Republic of the Congo, Gabon, Kenya, Namibia, South Africa, Republic of the Congo, Tanzania, Uganda, Rwanda, Malawi, and Zambia) and from Southeast Asia (China, Thailand, Brunei, Malaysia, Indonesia, Philippines, Timor-Leste, Hong Kong, Macau, Singapore, Laos, Cambodia, Myanmar, and Viet Nam) completed the intensive two-week course, which included both classroom studies and a mock investigation.
- In January 2014, the first international special agent attaché was stationed in Bangkok, Thailand. Three additional attachés have been selected for Peru, Botswana, Tanzania, and one additional attaché for Asia has been approved.
- USFWS Law enforcement staff completed a 3-month detail in Bangkok, Thailand, focused on investigative coordination; spent three weeks in Togo providing investigative assistance to authorities on ivory trafficking; and made multiple trips to the Philippines to help develop a wildlife law enforcement database.
- USFWS Law enforcement staff represented the United States at conferences on timber trafficking in Brussels, Belgium, and London, the United Kingdom; a global meeting on corruption and wildlife trafficking in Thailand; the 12th African Wildlife Consultative Forum in Zambia; and, in Kenya, the CITES Rhinoceros Enforcement Task Force meeting, the INTERPOL Wildlife Crime Working Group, and TRAFFIC's workshop addressing wildlife trafficking.
- The USFWS National Fish and Wildlife Forensics Laboratory in Ashland, Oregon, hosted a one-week training program for forensic experts from Southeast Asia in August 2013. During the reporting period, Laboratory scientists also provided forensics training and consultation in Vietnam and Australia.
- In June 2013, the USDA's Animal and Plant Health Inspection Service (APHIS) and USFWS conducted a CITES training workshop in Brownsville, Texas, for APHIS and CBP inspectors of the Southwestern region of the United States.
- In June 2014, APHIS and USFWS conducted a CITES training workshop in Seattle, Washington, for APHIS and CBP inspectors of the Western region of the United States. In addition, several inspectors from Canada's Food inspection Agency were attendance.
- In June 2015, APHIS and USFWS conducted a CITES training workshop in Linden, New Jersey, for APHIS and CBP inspectors of the Northeastern region of the United States.

See ANNEX 3, Section “D6,” for highlights of some of the other major CITES-related administrative measures taken by the United States for the period 1 January 2013 to 30 June 2015, with respect to capacity building.

D7 Collaboration/co-operative initiatives

1	<p>Is there an interagency or inter-sectoral committee on CITES?</p> <p>Yes <input checked="" type="checkbox"/></p> <p>No <input type="checkbox"/></p> <p>No information <input type="checkbox"/></p>
2	<p>If Yes, which agencies are represented and how often does it meet?</p> <p>The U.S. interagency CITES Coordination Committee (CCC) meets 3-4 times a year. The following agencies are represented in the CCC:</p> <p>U.S. Department of the Interior U.S. Fish and Wildlife Service Division of Management Authority</p> <p>U.S. Department of the Interior U.S. Fish and Wildlife Service Division of Scientific Authority</p> <p>U.S. Department of the Interior U.S. Fish and Wildlife Service Office of Law Enforcement</p> <p>U.S. Department of the Interior Office of the Solicitor</p> <p>U.S. Department of the Interior International Technical Assistance Program</p> <p>U.S. Department of Commerce National Oceanic and Atmospheric Administration National Marine Fisheries Service</p> <p>U.S. Department of Agriculture Animal and Plant Health Inspection Service</p> <p>U.S. Department of Agriculture Forest Service</p> <p>U.S. Department of Agriculture Foreign Agriculture Service</p>

	<p>U.S. Department of Justice</p> <p>U.S. Department of State</p> <p>Office of the U.S. Trade Representative</p> <p>U.S. Department of Commerce</p> <p>U.S. Agency for International Development</p> <p>Association of Fish and Wildlife Agencies</p> <p>U.S. Department of Homeland Security Customs and Border Protection</p> <p>Smithsonian Institution National Museum of Natural History</p>																														
3	<p>If No, please indicate the frequency of meetings or consultancies used by the Management Authority to ensure co-ordination among CITES authorities (e.g. other MAs, SAs, Customs, police, others):</p> <table border="1"> <thead> <tr> <th></th> <th>Daily</th> <th>Weekly</th> <th>Monthly</th> <th>Annually</th> <th>None</th> <th>No information</th> <th>Other (specify)</th> </tr> </thead> <tbody> <tr> <td>Meetings</td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> <td></td> </tr> <tr> <td>Consultations</td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> <td></td> </tr> </tbody> </table>								Daily	Weekly	Monthly	Annually	None	No information	Other (specify)	Meetings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		Consultations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Daily	Weekly	Monthly	Annually	None	No information	Other (specify)																								
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Consultations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>																									
4	<p>At the national level have there been any efforts to collaborate with:</p>				<p>Tick if applicable</p>		<p>Details if available</p>																								
	<p>Agencies for development and trade</p>				<p><input checked="" type="checkbox"/></p>																										
	<p>Provincial, state or territorial authorities</p>				<p><input checked="" type="checkbox"/></p>																										
	<p>Local authorities or communities</p>				<p><input checked="" type="checkbox"/></p>																										
	<p>Indigenous peoples</p>				<p><input checked="" type="checkbox"/></p>																										
	<p>Trade or other private sector associations</p>				<p><input checked="" type="checkbox"/></p>																										
	<p>NGOs</p>				<p><input checked="" type="checkbox"/></p>																										
	<p>Other (specify)</p>				<p><input type="checkbox"/></p>																										

5	<p>To date, have any Memoranda of Understanding or other formal arrangements for institutional cooperation related to CITES been agreed between the Management Authority and the following agencies?</p> <p>Scientific Authority <input checked="" type="checkbox"/></p> <p>Customs <input checked="" type="checkbox"/></p> <p>Police <input type="checkbox"/></p> <p>Other border authorities (specify): USFWS Law Enforcement; U.S. Department of Agriculture Animal and Plant Health Inspection Service (USDA-APHIS); and U.S. Department of Homeland Security Customs and Border Protection (DHS-CBP) <input checked="" type="checkbox"/></p> <p>Other government agencies <input checked="" type="checkbox"/></p> <p>Private sector bodies <input type="checkbox"/></p> <p>NGOs <input checked="" type="checkbox"/></p> <p>Other (specify) <input type="checkbox"/></p>	<p>Tick if applicable</p>
6	<p>Has Government staff participated in any regional activities related to CITES?</p> <p>Workshops <input checked="" type="checkbox"/></p> <p>Meetings <input checked="" type="checkbox"/></p> <p>Other (specify) <input type="checkbox"/></p>	<p>Tick if applicable</p>
7	<p>Has there been any effort to encourage any non-Party to accede to the Convention?</p>	<p>Yes <input type="checkbox"/></p> <p>No <input checked="" type="checkbox"/></p> <p>No information <input type="checkbox"/></p>
8	<p>If Yes, which one(s) and in what way?</p>	
9	<p>Has technical or financial assistance been provided to another country in relation to CITES?</p>	<p>Yes <input checked="" type="checkbox"/></p> <p>No <input type="checkbox"/></p> <p>No information <input type="checkbox"/></p>
10	<p>If Yes, which country(ies) and what kind of assistance was provided?</p> <p>From 2 January 2013 – 30 June 2015: USFWS Law Enforcement personnel:</p> <ul style="list-style-type: none"> • Presented seven comprehensive criminal investigations training programs at the U.S. State Department’s International Law Enforcement Academy in Botswana and Thailand. Officers from sub-Saharan African nations (Botswana, Cameroon, Democratic Republic of the Congo, Gabon, Kenya, Namibia, South Africa, Republic of the Congo, Tanzania, Uganda, Rwanda, Malawi, and Zambia) and from Southeast Asia (China, Thailand, Brunei, Malaysia, Indonesia, Philippines, Timor-Leste, Hong Kong, Macau, Singapore, Laos, Cambodia, Myanmar, and Vietnam) completed the intensive two-week course, which included both classroom studies and a mock investigation. • Presented training for forensic specialists from Southeast Asia and Australia • Participated in the conference of the Central American Dominican Republic 	

	<p>Wildlife Enforcement Network in Costa Rica.</p> <ul style="list-style-type: none"> • Conducted an anti- smuggling training program hosted by the Department of Homeland Security in Bangkok, Thailand, providing courses on CITES, surveillance, controlled deliveries, and crime scene processing to 40 participants from Thailand, Laos, and Myanmar. • Met with United States Africa Command (AFRICOM) representatives in Stuttgart, Germany, to conduct in-person classified briefings on wildlife trafficking intelligence and establish protocols and persons which would disseminate and receive intelligence intercepts. • Completed a 3-month detail in Bangkok, Thailand, focused on investigative coordination; spent three weeks in Togo providing investigative assistance to authorities on ivory trafficking; and made multiple trips to the Philippines to help develop a wildlife law enforcement database. • Represented the United States at conferences on timber trafficking in Brussels, Belgium, and London, the United Kingdom; a global meeting on corruption and wildlife trafficking in Thailand; the 12th African Wildlife Consultative Forum in Zambia; and, in Kenya, the CITES Rhinoceros Enforcement Task Force meeting, the INTERPOL Wildlife Crime Working Group, and TRAFFIC's workshop addressing wildlife trafficking. • U.S. CITES delegation visit to China: As part of the U.S.-China Nature Conservation protocol, in June-July 2013, the U.S. CITES Management and Scientific Authorities sent a delegation to China to meet with the State Forestry Administration of the People's Republic of China. U.S. and Chinese officials discussed results of CoP16 and strategies for reducing consumer demand for products from threatened and endangered wildlife species. In addition, they participated in a turtle identification workshop with Chinese Customs officers and had the opportunity to visit a turtle farm and an ivory carving facility.
11	<p>Has any data been provided for inclusion in the CITES Identification Manual?</p> <p>Yes <input checked="" type="checkbox"/></p> <p>No <input type="checkbox"/></p> <p>No information <input type="checkbox"/></p>
12	<p>If Yes, please give a brief description:</p> <p>The United States has taken an active role in improving the Wiki ID Manual, which currently presents challenges with respect to accessibility and content, and in its utility for inspection and enforcement officers. The United States led the Drafting Group for Decisions 16.59-16.61, adopted by the CITES Parties at CoP16, directing the Animals and Plants Committees and the Secretariat to survey existing and needed identification materials, and explore improvements and dissemination of these materials. During the reporting period, ID sheets for all species of North American map turtles (<i>Graptemys</i> spp.) and the alligator snapping turtle (<i>Macrochelys temminckii</i>) have been completed, and are ready for submission.</p> <p>This material has not been uploaded to the Wiki Manual because the Wiki platform is unable to accommodate identification materials that are produced on a genus level or that are based on a dichotomous key format. This problem will be explored as part of the Joint Intersessional Working Group on the Identification Manual. The United States</p>

	is also developing ID Sheets for three turtle species that were listed in Appendix II at CoP 16: Blanding's turtle (<i>Emydoidea blandingii</i>), spotted turtle (<i>Clemmys guttata</i>), and diamondback terrapin (<i>Malaclemys terrapin</i>). Drafts are currently being reviewed internally and the completed pages will be ready for distribution by fall 2015.
13	<p>Have measures been taken to achieve co-ordination and reduce duplication of activities between the national authorities for CITES and other multilateral environmental agreements (e.g. the biodiversity-related Conventions)?</p> <p>Yes <input checked="" type="checkbox"/></p> <p>No <input type="checkbox"/></p> <p>No information <input type="checkbox"/></p>
14	<p>If Yes, please give a brief description.</p> <p>For an example, see ANNEX 3, Section "D7," under "Cooperation between CITES and the International Tropical Timber Organization (ITTO)."</p>
15	<p>Please provide details of any additional measures taken:</p> <p>See ANNEX 3, Section "D7," for highlights of some of the major CITES-related administrative measures taken by the United States for the period 1 January 2013 to 30 June 2015, with respect to collaboration and cooperative initiatives.</p>

D8 Areas for future work

1	Are any of the following activities needed to enhance effectiveness of CITES implementation at the national level and what is the respective level of priority?			
	Activity	High	Medium	Low
	Increased budget for activities	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Hiring of more staff	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Development of implementation tools	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Improvement of national networks	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Purchase of new technical equipment for monitoring and enforcement	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Computerization	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Other (specify)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
2	Were any difficulties encountered in implementing specific Resolutions or Decisions adopted by the Conference of the Parties?		Yes	<input checked="" type="checkbox"/>
			No	<input type="checkbox"/>
			No information	<input type="checkbox"/>
3	If Yes, which one(s) and what is the main difficulty?			
	Resolution Conf. 10.14 (Rev. CoP14) on Quotas for leopard hunting trophies and skins for personal use: The United States worked with leopard (<i>Panthera pardus</i>) range countries to resolve problems associated with the import of some leopard hunting trophies. We developed a discussion document for consideration at the 62 nd meeting of the CITES Standing Committee (SC62) in July 2012 (Document SC62 Doc. 35), and draft revisions to the Resolution for consideration at CoP16. The draft			

	revisions to Resolution Conf. 10.14 (Rev. CoP14) were adopted, with minor changes, at CoP16 in March 2013.		
4	Have any constraints to implementation of the Convention arisen in your country requiring attention or assistance?	Yes No No information	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>
5	If Yes, please describe the constraint and the type of attention or assistance that is required.		
6	Have any measures, procedures or mechanisms been identified within the Convention that would benefit from review and/or simplification?	Yes No No information	<input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>
7	If Yes, please give a brief description.		
8	Please provide details of any additional measures taken:		

E. General feedback

Please provide any additional comments you would like to make, including comments on this format.

Thank you for completing the form. Please remember to include relevant attachments, referred to in the report. For convenience these are listed again below:

Question	Item		
B4	Copy of full text of CITES-relevant legislation NOTE: Already provided.	Enclosed	<input type="checkbox"/>
		Not available	<input type="checkbox"/>
		Not relevant	<input checked="" type="checkbox"/>
C3	Details of violations and administrative measures imposed NOTE: See attached ANNEX 2.	Enclosed	<input checked="" type="checkbox"/>
		Not available	<input type="checkbox"/>
		Not relevant	<input type="checkbox"/>
C5	Details of specimens seized, confiscated or forfeited NOTE: See ANNEX 2.	Enclosed	<input checked="" type="checkbox"/>
		Not available	<input type="checkbox"/>
		Not relevant	<input type="checkbox"/>
C7	Details of violations and results of prosecutions NOTE: See ANNEX 2.	Enclosed	<input checked="" type="checkbox"/>
		Not available	<input type="checkbox"/>
		Not relevant	<input type="checkbox"/>
C9	Details of violations and results of court actions NOTE: See ANNEX 2.	Enclosed	<input checked="" type="checkbox"/>
		Not available	<input type="checkbox"/>
		Not relevant	<input type="checkbox"/>
D4(10)	Details of nationally produced brochures or leaflets on CITES produced for educational or public awareness purposes NOTE: These items are too numerous to gather together and attach to this report. Comments	Enclosed	<input type="checkbox"/>
		Not available	<input type="checkbox"/>
		Not relevant	<input checked="" type="checkbox"/>

HIGHLIGHTS OF LEGISLATIVE AND REGULATORY MEASURES TAKEN BY THE UNITED STATES WITH RESPECT TO SECTION B OF THIS REPORT

CITES-RELATED REGULATORY MEASURES

Revision to U.S. regulations implementing CITES: USFWS published revised CITES-implementing regulations in 2007, 2008, and 2014. The current regulations, which became effective in June 2014, incorporate provisions from Resolutions adopted by the Parties through CoP15. U.S. CITES-implementing regulations are found in the Code of Federal Regulations (in 50 CFR part 23) and are available at http://www.ecfr.gov/cgi-bin/text-idx?SID=2e690de335b377fb74df3b384594d09d&mc=true&tpl=/ecfrbrowse/Title50/50cfr23_main_02.tpl. Revisions to incorporate relevant changes adopted at CoP16 are currently under development.

U.S. regulation to list four native U.S. freshwater turtle species in Appendix III: On 30 October 2014, USFWS published a proposed rule in the *Federal Register* to include the common snapping turtle (*Chelydra serpentina*), Florida softshell turtle (*Apalone ferox*), smooth softshell turtle (*Apalone mutica*), and spiny softshell turtle (*Apalone spinifera*) in Appendix III of CITES. The proposed listing includes live and dead whole specimens, and all readily recognizable parts, products, and derivatives of these species. Including these species in Appendix III is necessary to allow the United States to adequately monitor international trade in these species and to determine whether further measures are required to conserve these species. After analysis of comments received on the proposed rule, we will publish our final decision in the *Federal Register*. If we decide to list these species in Appendix III, we will contact the CITES Secretariat prior to publishing the final rule to clarify the exact time period required by the Secretariat to inform the Parties of the listing, so that the effective date of the final rule coincides with the effective date of the listing in Appendix III. The listing would take effect 90 days after the CITES Secretariat informs the Parties of the listing.

STRICTER DOMESTIC MEASURES

Executive Order on Combatting Wildlife Trafficking and the National Strategy for Combating Wildlife Trafficking: On 1 July 2013, President Obama issued Executive Order 13648 (<https://www.whitehouse.gov/the-press-office/2013/07/01/executive-order-combating-wildlife-trafficking>), which established a Presidential Task Force on Wildlife Trafficking and recognized that the “poaching of protected species and the illegal trade in wildlife and their derivative parts and products...represent an international crisis that continues to escalate.” The Executive Order calls on U.S. Government agencies to take all appropriate actions within their authority to “enhance domestic efforts to combat wildlife trafficking, to assist foreign nations in building capacity to combat wildlife trafficking, and to assist in combating transnational organized crime.” In February 2014, the President issued the National Strategy for Combating Wildlife Trafficking (<https://www.whitehouse.gov/the-press-office/2014/02/11/fact-sheet-national-strategy-combating-wildlife-trafficking-commercial-b>), which established guiding principles and strategic priorities for U.S. efforts to stem illegal trade in wildlife. The National Strategy identified three strategic priorities for combating wildlife trafficking: strengthening enforcement; reducing demand for illegally traded wildlife; and expanding international cooperation and

commitment. Among other things, the National Strategy called for increased control of the U.S. market for elephant ivory.

Director's Order 210: Following issuance of the Executive Order and the National Strategy for Combating Wildlife Trafficking, and in response to the unprecedented poaching of African elephants (*Loxodonta africana*), the United States made changes to its stricter domestic measures governing the import of African elephant ivory. Under the new provisions, first issued in February 2014 and revised in May 2014, import into the United States of African elephant ivory is prohibited, except for ivory that meets the purposes and applicable criteria of one of the following categories: ivory for law enforcement purposes; ivory for genuine scientific purposes that will contribute to the conservation of the species; or worked, pre-Convention ivory that is either part of a musical instrument, a traveling exhibition, or a household move or inheritance, if specific conditions are met.

Amendments to the U.S. Endangered Species Act 4(d) rule for the African Elephant: The African elephant is listed as threatened under the U.S. ESA with a rule under section 4(d) of the Act regulating trade in the species. We have recently published a proposed rule to revise the African elephant 4(d) rule to more strictly control the U.S. market for elephant ivory. None of the changes proposed will go into effect until we have considered input received during the public comment period and published a final rule. *[The proposed rule was published in the Federal Register on 29 July 2015.]*

Certification of Iceland under the Pelly Amendment to the Fishermen's Protective Act: On 31 January 2014, Secretary of the Interior Jewell certified to President Obama that she had determined that the actions of Icelandic nationals were diminishing the effectiveness of CITES. The certification was based on an evaluation of Iceland's commercial whaling activities and international commercial trade in whale meat and products. In response to the certification, as well as a 2011 certification by the Secretary of Commerce, President Obama directed his Cabinet to take a number of diplomatic actions aimed at encouraging Iceland to cease its commercial whaling and international trade in whale meat.

Amendments to the U.S. Lacey Act regarding plants: The Lacey Act, first enacted in 1900, is the United States' oldest wildlife protection statute. It makes it illegal to import, export, transport, sell, receive, acquire, or purchase in interstate or foreign commerce any wildlife specimen taken or traded in violation of U.S. or foreign law. However, with regard to plants, until 2008 the Act only applied to plants that were U.S. native species and its application to those plants was limited. In May 2008, the U.S. Congress adopted significant amendments to the Lacey Act expanding its protection to a broader range of plants, including foreign plant and timber species. Now, in addition to its application to wildlife, the Act makes it unlawful to import, export, transport, sell, receive, acquire, or purchase in interstate or foreign commerce any plant specimen (with some limited exceptions) taken or traded in violation of foreign law or the laws or regulations of a U.S. State. The Act also now makes it unlawful to submit any false record of any covered plant and to import any covered plant or plant product without a declaration indicating the genus and species, quantity, value, and country of origin of the covered plant material. During the reporting period, the U.S. Government took a number of steps toward fully implementing the 2008 Lacey Act amendments including: submitting a report to the U.S. Congress in May 2013 examining the implementation of the 2008 amendments and how the import declaration assists with enforcement of the amendments; publishing a final rule in the *Federal Register* in July 2013 providing definitions of the terms "common cultivar" and "common food crop," as they apply in the Lacey Act; continuing its phased-in approach to the declaration requirement; and providing additional national and international outreach.

Endangered Species Act listings: During the reporting period, the United States published final rules in the *Federal Register* listing, delisting, or reclassifying the following CITES-listed species under the U.S. ESA (ESA):

Species	Publication Date	ESA Status	CITES Status
Yellow-billed parrot (<i>Amazona collaria</i>)	03/12/2013	Threatened	Appendix II
Argentina population of broad-snouted caiman (<i>Caiman latirostris</i>)	06/25/2013	Reclassified from Endangered to Threatened	Appendix II
Southern white rhinoceros (<i>Ceratotherium simum simum</i>)	09/11/2013	Threatened	Populations of South Africa and Swaziland = Appendix II (for certain purposes; other populations = Appendix I
Fickeisen plains cactus (<i>Pediocactus peeblesianus</i> var. <i>fickeiseniae</i>)	10/01/2013	Endangered	Appendix I
Acuna cactus (<i>Sclerocactus erectocentrus</i> var. <i>acunensis</i>)	10/01/2013	Endangered	Appendix I
Blue-throated macaw (<i>Ara glaucogularis</i>)	10/03/2013	Endangered	Appendix I
Florida semaphore cactus (<i>Consolea corallicola</i>)	10/24/2013	Endangered	Appendix II
Aboriginal prickly-apple (<i>Harrisia aboriginum</i>)	10/24/2013	Endangered	Appendix II
Esmeraldas woodstar (<i>Chaetocercus berlepschi</i>)	10/29/2013	Endangered	Appendix III
Blue-billed curassow (<i>Crax alberti</i>)	10/29/2013	Endangered	Appendix III
Sakhalin sturgeon (<i>Acipenser mikadoi</i>)	06/02/2014	Endangered	Appendix II
Adriatic sturgeon (<i>Acipenser naccarii</i>)	06/02/2014	Endangered	Appendix II

Chinese sturgeon (<i>Acipenser sinensis</i>)	06/02/2014	Endangered	Appendix II
Baltic sturgeon (<i>Acipenser sturio</i>)	06/02/2014	Endangered	Appendix I
Huso sturgeon (<i>Huso dauricus</i>)	06/02/2014	Endangered	Appendix II
White cockatoo (<i>Cacatua alba</i>)	06/24/2014	Threatened	Appendix II
Philippine cockatoo (<i>Cacatua haematuropygia</i>)	06/24/2014	Endangered	Appendix I
Yellow-crested cockatoo (<i>Cacatua sulphurea</i>)	06/24/2014	Endangered	Appendix I
Central and Southwest Atlantic Distinct Population Segment (DPS) and Indo-West Pacific DPS of scalped hammerhead shark (<i>Sphyrna lewini</i>)	07/03/2014	Threatened	Appendix II
Eastern Atlantic DPS and Eastern Pacific DPS of scalped hammerhead shark (<i>Sphyrna lewini</i>)	07/03/2014	Endangered	Appendix II
Staghorn coral (<i>Acropora crateriformis</i>)	09/10/2014	Threatened	Appendix II
Staghorn coral (<i>Acropora globiceps</i>)	09/10/2014	Threatened	Appendix II
Staghorn coral (<i>Acropora jacquelineae</i>)	09/10/2014	Threatened	Appendix II
Staghorn coral (<i>Acropora lokani</i>)	09/10/2014	Threatened	Appendix II
Staghorn coral (<i>Acropora pharaonis</i>)	09/10/2014	Threatened	Appendix II
Staghorn coral (<i>Acropora retusa</i>)	09/10/2014	Threatened	Appendix II
Staghorn coral (<i>Acropora rudis</i>)	09/10/2014	Threatened	Appendix II

Staghorn coral (<i>Acropora speciosa</i>)	09/10/2014	Threatened	Appendix II
Staghorn coral (<i>Acropora tenella</i>)	09/10/2014	Threatened	Appendix II
Coral (<i>Anacropora spinosa</i>)	09/10/2014	Threatened	Appendix II
Pillar coral (<i>Dendrogyra cylindrus</i>)	09/10/2014	Threatened	Appendix II
Trumpet coral (<i>Euphyllia paradivisa</i>)	09/10/2014	Threatened	Appendix II
Boulder star coral (<i>Montastrea annularis</i>)	09/10/2014	Threatened	Appendix II
Mountainous star coral (<i>Montastrea faveolata</i>)	09/10/2014	Threatened	Appendix II
Boulder star coral (<i>Montastrea franksi</i>)	09/10/2014	Threatened	Appendix II
Coral (<i>Montipora australiensis</i>)	09/10/2014	Threatened	Appendix II
Rough cactus coral (<i>Mycetophyllia ferox</i>)	09/10/2014	Threatened	Appendix II
Cactus coral (<i>Pavona diffluens</i>)	09/10/2014	Threatened	Appendix II
Coral (<i>Porites napopora</i>)	09/10/2014	Threatened	Appendix II
Birds nest coral (<i>Seriatopora aculeata</i>)	09/10/2014	Threatened	Appendix II
Straight-horned markhor (<i>Capra falconeri jerdoni</i>)	10/07/2014	Reclassified from Endangered to Threatened	Appendix I
Kabul markhor (<i>Capra falconeri megaceros</i>)	10/07/2014	Reclassified from Endangered to Threatened	Appendix I
Knifetooth sawfish (<i>Anoxypristis cuspidata</i>)	12/12/2014	Endangered	Appendix I

Dwarf sawfish (<i>Pristis clavata</i>)	12/12/2014	Endangered	Appendix I
Freshwater sawfish (<i>Pristis microdon</i>)	12/12/2014	Endangered	Appendix I
Smalltooth sawfish (<i>Pristis pectinata</i>)	12/12/2014	Endangered	Appendix I
Largetooth sawfish (<i>Pristis perotteti</i>)	12/12/2014	Endangered	Appendix I
Common sawfish (<i>Pristis pristis</i>)	12/12/2014	Endangered	Appendix I
Green sawfish (<i>Pristis zijsron</i>)	12/12/2014	Endangered	Appendix I
Mexican wolf (<i>Canis lupus baileyi</i>)	01/16/2015	Endangered	Appendix II
Southern Resident DPS of killer whale (<i>Orcinus orca</i>)	02/10/2015	Remove exclusion for captive members of the population	Appendix II
Wyoming and western Great Lakes populations of wolf (<i>Canis lupus</i>)	02/20/2015	Endangered	Appendix II
Captive population of chimpanzee (<i>Pan troglodytes</i>)	06/16/2015	Reclassified from Threatened to Endangered	Appendix I

For additional details and the *Federal Register* publications see: <http://www.fws.gov/policy/frsystem/default.cfm>.

Listing one python species and three anaconda species as Injurious: On 10 March 2015, USFWS published a final rule in the *Federal Register* listing the reticulated python (*Python reticulatus*), the Beni anaconda (*Eunectes beniensis*), the dark-spotted anaconda (*Eunectes deschauenseei*), and the green anaconda (*Eunectes murinus*) as Injurious. By this action, the importation into the United States and interstate transportation between U.S. States, the District of Columbia, the Commonwealth of Puerto Rico, or any territory of the United States of any live animal, gamete, viable egg, or hybrid of these four snake species is prohibited, except by permit for zoological, educational, medical, or scientific purposes. These four species are also listed under CITES.

HIGHLIGHTS OF COMPLIANCE AND ENFORCEMENT MEASURES TAKEN BY THE UNITED STATES WITH RESPECT TO SECTION D OF THIS REPORT

CITES COMPLIANCE MEASURES

U.S. efforts related to Peruvian mahogany: During the reporting period, USFWS continued to work closely with Peru regarding Peru's implementation of the Appendix-II listing of bigleaf mahogany (*Swietenia macrophylla*). For 2013, Peru did not set a voluntary bigleaf mahogany export quota and has not yet established one for 2015. However, for 2014, Peru established a voluntary bigleaf mahogany export quota of 801.143 cubic meters. USFWS closely monitored the volume of bigleaf mahogany imported into the United States from Peru during the reporting period and provided Peru with periodic reports on those imports, which totalled 224 cubic meters of wood in 2013, 72 cubic meters of wood in 2014, and 230 cubic meters of between 1 January 2015, and 30 June 2015. USFWS continues to monitor the volume of bigleaf mahogany imported into the United States from Peru and provides this information to Peru, as well as the CITES Secretariat and other major mahogany importing countries, on a regular basis to assist Peru in monitoring its exports of mahogany to the United States.

CITES ENFORCEMENT MEASURES

Seizures, confiscations, and forfeitures of CITES wildlife specimens: The USFWS wildlife inspection program provides front-line enforcement of the CITES treaty at U.S. ports of entry. Selected seizures of unlawfully imported CITES specimens for 2013 and 2014 are provided below (seizure data for 2015 will not be compiled until 2016):

- In Los Angeles, California, USFWS wildlife inspectors intercepted multiple shipments of CITES corals from Tonga, Viet Nam, and Australia. Other live wildlife seized included 800 emperor scorpions from Togo; a shipment of Sulawesi forest turtles from Hong Kong; 20 Indian star tortoises shipped from Slovenia; 10 superb parrots imported from the Netherlands; 86 chameleons and 600-plus spiders from Tanzania; and 120 seahorses from Brazil.
- Interceptions in Los Angeles also included a 12,000-pound ocean cargo shipment of live rock from Fiji; 518 CITES leather products smuggled by a traveler from Nigeria; and international mail parcels containing primate skulls from Indonesia, 737 pangolin scales from Hong Kong, iguana meat from Mexico and El Salvador, and big cat teeth from Malaysia.
- USFWS inspectors in Chicago, Illinois, uncovered a large-scale smuggling scheme involving live CITES-listed giant clams exported from Vietnam. Shipments were also seized in Los Angeles, California, and New York, New York.
- A USFWS wildlife inspector at John F. Kennedy (JFK) International Airport in New York, New York, caught a paid courier smuggling hundreds of caiman products from Columbia; the company involved paid a 13,475 USD penalty and abandoned 10,000 USD worth of wildlife.

- An air cargo shipment seized in New York, New York, contained 24 endangered Asian arowanas and 20 endangered catfish from Thailand worth 70,000 USD. USFWS inspectors stopped a shipment of gloves made from the broad-snouted caiman and intercepted a shipment of blue coral live rock being smuggled by a company that was already awaiting sentencing for coral trafficking.
- In Dallas-Fort Worth, USFWS inspectors interdicted the smuggling of seven endangered Asian arowana fish from Vietnam. In Houston, Texas, USFWS inspectors found an import from the United Arab Emirates that contained over 360 smuggled boots, shoes, and handbags made from sea turtle, African elephant, and other species.
- USFWS inspectors in Atlanta, Georgia, intercepted a cargo shipment from France containing Siberian sturgeon without CITES documents and caught a passenger from Nigeria smuggling ivory and undeclared currency. They also seized live corals from Fiji and 5,000 USD worth of hippopotamus knives from South Africa. In Seattle, Washington, USFWS inspectors seized 268 pieces of live coral that arrived from Indonesia without valid CITES permits.
- USFWS wildlife inspectors in San Francisco, California, seized multiple shipments containing Asian medicinals made from CITES species. These interceptions included an ocean shipment of raw herbs from China; an 88-box shipment (also from China) of products made from seahorse, seal, and turtle shell; a 300-box shipment of similar products from Hong Kong; 400 boxes of medicinals made from tiger, musk deer, seal, and orchids being smuggled by a traveler from Vietnam; and 1,440 bottles of medicine made from Appendix-III Chinese pond turtle.
- Other interceptions in San Francisco included a mail parcel containing 12 CITES Appendix-I serow horns; 10 parcels containing wildlife skulls and skeletons that all arrived in a single month; and 451 key chains made from dried seahorses from China.
- Inspections in New Orleans, Louisiana, resulted in the seizure of a shipment of crocodilian leather goods from Singapore; a crate of “handicrafts” from the Ivory Coast containing CITES reptile handbags; and two commercial shipments of river otter skins headed for Canada and Hong Kong.
- In Miami, Florida, USFWS inspectors stopped a shipment from Paraguay that arrived with false export permits and returned 2,272 live amphibians and tarantulas to that country. They refused clearance of four illegal shipments from Benin containing 6,660 pythons and 1,600 monitor lizards.
- Interceptions of live wildlife in Miami also included CITES tortoises and mammals from Guyana; 500-plus reptiles and amphibians from Madagascar; 90 Appendix-II pancake tortoises from Tanzania; and 40 CITES-listed giant clams re-exported from Viet Nam with altered permits; and a shipment from Ghana of 2,000 emperor scorpions falsely identified as to country of origin.
- USFWS inspectors in Miami turned back a 2,500 pound shipment of queen conch meat from the Bahamas. Other seizures included a shipment of over 200 live hard corals from Indonesia; 128 caviar-based cosmetic products from Spain that lacked CITES permits; 6,000 Queen conch shells from Belize and 12,000 from the Bahamas; and 4 crates from Jamaica containing 15 live birds.

- In Newark, New Jersey, USFWS inspectors seized over 588 musk deer pills from a shipment of traditional Chinese medicines and caught a dog food company importing 1,000 pounds of endangered saltwater crocodile bone parts from Australia. Other interceptions included a 50,670 USD shipment of saltwater crocodile handbags and 3,000 cartons of Chinese pond turtle medicinals.
- USFWS inspectors based in Baltimore, Maryland, seized an ocean container of Muscovy duck products and three container shipments packed with over 10,000 seahorse pills in Norfolk, Virginia.
- In San Juan, Puerto Rico, a USFWS inspector caught a crew member of a Hong Kong vessel smuggling elephant ivory carvings and stopped a shipment of 250 pounds of queen conch meat unlawfully imported by ocean ferry from the Dominican Republic.
- USFWS inspectors in Tampa, Florida, investigated a Florida company that illegally imported some 7,400 kilograms of frozen CITES II Amazonian cod (*Arapaima* species) from Brazil.
- Proactive inspections at Dulles International Airport outside of Washington, D.C., resulted in the seizure of a 3,500 USD shipment of Appendix-II agarwood chips and an air cargo export of CITES reptilian leather goods headed for Saudi Arabia.
- USFWS inspectors working the U.S./Mexico border in Texas seized two large shipments of wildlife leather products crossing via Laredo and caught a manufacturer smuggling more than 10,700 tegu lizard leather and skin pieces into El Paso.

Seizures of CITES plant parts and products in 2013 and 2014: During 2013 and 2014, U.S. plant inspection authorities seized the following specimens of CITES-listed non-living plant parts and products upon import into the United States (seizure data for 2015 will not be compiled until 2016):

2013

- 1 shipment of *Swietenia macrophylla*; imported from Mexico; containing 1,199 square meters of veneer.
- 2 shipments of *Cedrela odorata*; 1 imported from Ghana and 1 from an unknown country; containing a total of 37 cubic meters of sawn wood.
- 2 shipments of *Cedrela fissilis*; imported from Brazil; containing a total of 6,428 square meters of veneer.
- 4 shipments of *Dalbergia nigra*; 1 imported from Canada, 1 from Italy, and 2 from the United Kingdom; containing a total of 1 wood product and an unknown volume of sawn wood and veneer.
- 2 shipments of *Dalbergia retusa*; 1 imported from Canada and 1 from Mexico; containing an unknown volume of sawn wood.
- 1 shipment of *Dalbergia stevensonii*; imported from Belize; containing 10 cubic meters of sawn wood.
- 1 shipment of *Percopsis elata*; imported from Portugal; containing 4 cubic meters of sawn wood.
- 1 shipment of *Guaiacum officinale*; imported from Jamaica; containing 1 dried plant.
- 1 shipment of *Prunus africana*; imported from India; containing 450 grams of extract.

- 42 shipments of *Aquilaria* spp.; 1 imported from Canada, 7 from China, 4 from Kuwait, 1 from Pakistan, 1 from Qatar, 23 from Saudi Arabia, 2 from the United Arab Emirates, and 3 from unknown countries; containing a total of 29 wood chips and 18 kilograms of wood chips, 117 wood products and 2 kilograms of wood products, 310 medicinal products and 48 grams of medicinal products, 1 kilogram of powder, and 2.62 liters of essential oil.
- 1 shipment of *Bulnesia sarmientoi*; imported from Paraguay; containing 35 kilograms of essential oil.
- 6 shipments of *Panax quinquefolius*; 3 imported from Canada and 3 from unknown countries; containing a total of 29 kilograms of root.
- 57 shipments of *Saussurea costus*; 53 imported from China, 2 from Hong Kong, 1 from Thailand, and 1 from Viet Nam; containing a total of 773 medicinal products and 1 kilogram of medicinal products, and 1,200 unknown units of powder.
- 14 shipments of *Cibotium barometz*; 11 imported from China, 2 from Hong Kong, and 1 from Viet Nam; containing a total of 1 kilogram of extract, 492 medicinal products, and 3 kilograms of medicinal products.
- 21 shipments of *Cistanche deserticola*; 13 imported from China, 6 from Hong Kong, and 2 from Viet Nam; containing a total of 612 extracts, 999 medicinal products, and 8 kilograms of medicinal products.
- 1 shipment of *Cylindropuntia* cactus specimens; imported from Mexico; containing 14 kilograms of extract.
- 2 shipments of *Opuntia* cactus specimens; both imported from Mexico; containing 2 cactus skeletons.
- 22 shipments of *Gastrodia elata* orchid specimens; 2 imported from Cambodia, 16 from China, 1 from Hong Kong, and 3 from Viet Nam; containing a total of 240 extracts, 32 roots and 519 kilograms of root, and 2,014 medicinal products.
- 19 shipments of other orchid specimens; containing 1 dried plant and 185 grams of dried plants, 510 grams of extract, 2 kilograms of powder, 32 roots, 39 kilograms of stems, 131 medicinal products, and 1 kilogram of medicinal products.

2014

- 2 shipments of *Dalbergia nigra*; both imported from Brazil; containing an unknown volume of sawn wood and veneer.
- 1 shipment of *Gonystylus* spp.; imported from China; containing 3 cubic meters of wood products.
- 1 shipment of *Aquilaria* spp.; imported from the United Arab Emirates; containing an unknown number of wood chips.
- 24 shipments of *Panax quinquefolius*; 1 imported from Canada, 2 from China, and 21 from unknown countries; containing a total of 246 kilograms of root.
- 6 shipments of *Saussurea costus*; all 6 imported from China; containing a total 86 extracts and an unknown quantity of medicinal products.
- 7 shipments of *Cistanche deserticola*; 5 imported from China, 1 from Malaysia, and 1 from Thailand; containing a total of 4,200 extracts and 9 envelopes of extract, and an unknown quantity of powder.
- 3 shipments of *Opuntia* cactus specimens; all 3 imported from Mexico; containing 10 cactus skeletons.
- 2 shipments of other cactus specimens; containing 6 cactus skeletons.

- 4 shipments of *Gastrodia elata* orchid specimens; 2 imported from China and 2 from Hong Kong; containing a total of 300 medicinal products.
- 11 shipments of other orchid specimens; containing an unknown quantity of dried plants, 1 kilogram of leaves, 500 grams of powder, 9,588 stems, and 254 kilograms of stems.

Criminal prosecutions of CITES-related violations: USFWS investigations of CITES violations resulted in criminal prosecutions for illegal trafficking in CITES-listed species. Key cases from 1 January 2013 through 30 June 2015 are summarized below:

Operation Crash – Special agents with the USFWS Division of Law Enforcement continued their work on Operation Crash – a comprehensive nationwide investigation of trafficking in rhinoceros horn that, by the close of the reporting period, had multiple individuals and/or companies sentenced in addition to the disruption of two large-scale rhino horn smuggling networks.

- In May 2015, a Florida businessman and his company were sentenced to 36 months in prison followed by 2 years of supervised release. The company was ordered to pay a 1.5 million USD criminal fine and the corporation was banned from trading in wildlife during a five year term of probation.
- In May 2015, a Texas man was sentenced to 25 months in prison, followed by 3-years supervised release, and assessed a fine of 150,000 USD. He had previously pleaded guilty to a 1-count information charging conspiracy to smuggle and violate the Lacey Act for his participation in an illegal wildlife smuggling ring, during which rhinoceros horns and objects made from rhino horn and elephant ivory worth nearly 1 million USD were smuggled from the United States to China.
- In April 2015, a Chinese national was sentenced to time served, 4 months home confinement in the United States, and 2 years supervised release for his role in a scheme to smuggle protected rhinoceros carvings, ivory carvings, and other protected wildlife from the United States.
- In March 2015, a British Columbia, Canada, antiques dealer was sentenced to 30 months in prison in the Southern District of New York, New York, for his role in smuggling and attempting to smuggle rhinoceros horns, as well as items carved from elephant ivory and coral, from auction houses throughout the United States to Canada. He and his co-conspirators smuggled more than 500,000 USD worth of horns and sculptures from the United States to Canada, and attempted to smuggle two black rhinoceros horns he purchased from undercover USFWS agents.
- In May 2013, two Los Angeles, California, businessmen who ran one of these networks were sentenced to serve 42 months and 46 months in prison and pay 20,000 USD in criminal fines and a 185,000 USD tax penalty and assessment after having each pleaded guilty to five felony counts. Between January 2010 and February 2012 (when they were arrested), these men bought up rhino horns valued at as much as 2.5 million USD from suppliers across the country so they could export them overseas. These defendants abandoned their interest in 2 million USD worth of rhino horns and two seized vehicles. The judge also ordered that some 800,000 USD in cash, gold, jewelry, and precious stones (all profits from rhino horn trafficking) be turned over to the USFWS Multinational Species Conservation Fund for use in protecting rhinos in Africa. A company run by one of these individuals also pleaded guilty to smuggling and wildlife violations and was sentenced to pay 100,000 USD in criminal fines.

- Arrests and indictments in 2013 included a group of Chinese and U.S. antiques dealers operating a rhino horn and elephant ivory smuggling network. One of these defendants, a New York businessman who pleaded guilty to conspiring to smuggle rhino horn and elephant ivory to Hong Kong, was sentenced to serve 37 months in Federal prison.
- The owner of an antiques business in China pleaded guilty in December 2013 to 11 felony counts in connection with having orchestrated the smuggling of more than 4.5 million USD worth of rhino horn and elephant ivory out of the United States. This defendant was the “boss” of three U.S. antiques dealers (including the New York man mentioned above) who made purchases at his direction and shipped the items to him via Hong Kong.
- In September 2013, USFWS special agents working on Operation Crash arrested an Irish national at Liberty International Airport in Newark, New Jersey, as he was boarding a flight to London. This man, known to be a member of a crime organization operating out of Ireland, pleaded guilty to conspiracy to violate the Lacey Act in connection with rhino horn trafficking. He was sentenced in January 2014 to serve 14 months in prison, pay a 10,000 USD fine, and forfeit 50,000 USD in illegal proceeds.
- In April 2014, two California residents were indicted by a Federal grand jury in Las Vegas, Nevada, on felony charges connected with their sale of two black rhinoceros horns to an undercover USFWS agent. The men were arrested by USFWS officers on March 19, 2014, after closing the deal in a Las Vegas hotel room.

Totoaba Trafficking – In the spring of 2013 (and continuing into 2014 and 2015), the USFWS Office of Law Enforcement teamed with Homeland Security Investigations and CBP to disrupt large-scale trafficking of swim bladders removed from totoaba (*Totoaba macdonaldi*) fish – a CITES Appendix I-listed species that lives off the coast of Mexico. Ten individuals (including two Canadian women) were indicted on Federal charges in San Diego, California, in connection with these smuggling operations. The more than 550 swim bladders seized are worth an estimated 3.5 million USD in Asian markets where they are prized as a culinary delicacy with alleged medicinal properties.

- A lead player in this trafficking, who coordinated cross-border smuggling from Mexico with plans to market totoaba swim bladders in Asia, pleaded guilty to Federal charges and was sentenced to four months in prison and two years of probation. He was ordered to forfeit his residence (where he stored the smuggled fish parts) to the Government, but subsequent negotiations changed this penalty to forfeiting a significant percentage of its value (138,750 USD) in cash. He must also pay 500,000 USD in restitution to support conservation programs in Mexico.

Coral Smuggler Convicted – A three-year USFWS investigation into the mislabeling and smuggling of rare CITES-protected stony corals resulted in the successful prosecution of a co-owner of one of the largest live coral import businesses in the United States. The defendant, who pleaded guilty to one felony count of smuggling in March 2013, was sentenced in July 2013 to spend one year in Federal prison and was barred from possessing CITES species for three years following completion of that sentence. He was also fined 6,000 USD and ordered to forfeit 523,835 USD in illegal proceeds from coral trafficking. This investigation, which started when a USFWS wildlife inspector

discovered corals hidden in a routine tropical fish shipment arriving at John F. Kennedy International Airport in New York, New York, documented extensive coral smuggling over a seven-year period.

Two-way Reptile Trafficker Sentenced – In January 2014, a former reptile store operator in Washington State was sentenced to 12 months in prison and three years of supervised release in connection with a wide-ranging conspiracy to illegally traffic in protected reptile species. This man and five co-defendants operated a two-way smuggling network that was responsible for the illegal export of domestic species and the unlawful importation of foreign reptiles, all via Hong Kong. Trafficked wildlife included Eastern box turtles, North American wood turtles, and Gulf Coast box turtles from the United States; foreign CITES-listed species included a critically endangered Arakan forest turtle, black-breasted leaf turtles, Chinese striped-necked turtles, and big-headed turtles.

Ivory Smuggler Pleads Guilty – On 4 June 2014, the owner of an African art store located in Philadelphia, Pennsylvania, who was arrested by USFWS special agents in July 2011, was sentenced for smuggling African elephant ivory to 30 months' imprisonment, to be followed by 2 years of supervised release for smuggling elephant ivory into the United States. As part of that sentence, the court ordered him to pay a fine of 7,500 USD and to forfeit 150,000 USD, along with the approximately one ton of elephant ivory that was seized by agents from the store in April 2009.

Giant Clam Smuggling – In a joint investigation involving USFWS Law Enforcement and HSI Agents, a man was indicted in Hawaii in 2013 on smuggling and CITES charges in connection with the unlawful importation of some 100 pounds of Appendix-II giant clam meat via passenger baggage at Honolulu International Airport in Hawaii. The investigation revealed that the man may have been a ringleader who had family members and associates smuggle the wildlife on his behalf.

Caviar Cosmetics Imported in Violation of CITES – In August 2013, a Miami, Florida, customs broker investigated by the USFWS Division of Law Enforcement pleaded guilty to a felony violation in connection with the illegal importation of 12 shipments of cosmetics made from Siberian sturgeon caviar which arrived in the United States without the required CITES permits and were not declared as wildlife. Another company involved in these transactions agreed to pay a 97,836 USD civil penalty.

Arowana Trafficking – Two men in Washington State, investigated in connection with the smuggling of endangered Asian arowanas, were ordered at sentencing to forfeit assets valued at over 150,000 USD and spend three months in home confinement and one year on probation. The property forfeited included four of the highly prized and valuable endangered fish, 300 live marijuana plants, and commercial-scale drug production and processing equipment.

Bear Gall Smuggler Sentenced – A foreign national from Canada who lives in Washington State was sentenced to 12 months in prison for felony obstruction of justice and wildlife trafficking. The defendant illegally purchased 18 CITES Appendix-II black bear gallbladders and smuggled them to China for sale in that country for their alleged medicinal properties. He was also ordered to pay an 8,000 USD fine and spend five years on probation.

Indictment in Reptile Case – A U.S. reptile dealer was indicted in California in 2013 on multiple felony charges of conspiring to smuggle wildlife (including native U.S. species) into and out of the United States. This individual is the first U.S. defendant to be prosecuted in Operation Flying

Turtle – a USFWS investigation that already secured the successful prosecution of three Japanese nationals for smuggling thousands of CITES-protected turtles, tortoises, lizards, and snakes to and from the United States and Japan from 2004 through 2011.

Narwhal Tusk Trafficking – The USFWS Division of Law Enforcement teamed with the National Oceanic and Atmospheric Administration and the Canadian Wildlife Service to investigate four individuals involved in the unlawful harvest, sale and export of 1.5 million USD worth of CITES-listed narwhal tusks from Canada into the United States. The investigation secured Federal felony indictments against three U.S. residents and their Canadian supplier; charges include conspiracy and money laundering as well as smuggling. The Canadian defendant, who was arrested in the province of New Brunswick on December 19, 2013, on an extradition warrant requested by the United States, was successfully prosecuted in Canada in connection with smuggling hundreds of narwhal tusks across the border to U.S. buyers. Convicted on seven counts, he was fined 385,000 Canadian dollars and given an 8-month conditional sentence. Two of the U.S. defendants (both Tennessee residents) pleaded guilty to felony conspiracy and wildlife trafficking charges in January 2013. The third defendant (a New Jersey man) stood trial in Maine in March 2014 and was found guilty of smuggling narwhal tusks from Canada and related money laundering crimes. A New Jersey resident was sentenced to 33 months in prison for illegally importing and trafficking in narwhal tusks and associated money laundering crimes, ordered to forfeit 85,089 USD, six narwhal tusks, and one narwhal skull, and fined 7,500 USD. His prison sentence will be followed by three years of supervised release.

Cross-Border Reptile Trafficking – In 2013, a 28-year-old New York woman who over a two-year period smuggled over 18,000 protected reptiles (many of them species requiring CITES permits) from the United States to Canada for the pet trade was sentenced to spend 18 months in prison after pleading guilty to felony Lacey Act and conspiracy charges. USFWS and Canadian investigators showed that the defendant transported the reptiles by boat across the St. Lawrence River from the U.S. side of the Mohawk Indian Reservation to the Canadian side and delivered them to a Canadian co-conspirator. Species smuggled included native U.S. reptiles such as live American alligators and red-footed tortoises, as well as foreign wildlife such as Hermann's tortoises, Russian tortoises, Jackson horned chameleons, and green iguanas. Market value of the smuggled reptiles in Canada exceeded 800,000 Canadian dollars.

- The Canadian co-conspirator in this reptile smuggling ring was successfully prosecuted in Canada, where he was found guilty of two counts of violating that country's major wildlife law. He was sentenced to serve 90 days in jail, spend three years on probation, and pay 50,000 Canadian dollars in restitution to Canada's Environmental Defense Fund. The smuggled reptiles were forfeited to the Crown.

U.S./Canada Wildlife Smuggling – In the fall of 2012, the USFWS Division of Law Enforcement, the Canadian Wildlife Service, the Ontario Ministry of Natural Resources, and New York State officers completed a successful investigation of the unlawful commercialization of CITES-protected Asian arowanas and injurious snakehead fish being smuggled into the United States from Canada. The main defendant – the owner of a commercial aquarium business in Toronto – pleaded guilty to violating U.S. and State wildlife laws and paid 13,000 USD in fines and restitution. He was also prosecuted in Canada on Federal and Provincial charges and was sentenced there to spend 60 days in prison and he and his business will pay some 75,000 Canadian dollars in fines.

Hummingbird Charms Trafficking – On 7 April 2015, a Texas man was sentenced to four years of supervised probation and ordered to pay 5,000 USD in fines and restitution for trafficking in dried hummingbird carcasses referred to as “chuparosas.”

HIGHLIGHTS OF ADMINISTRATIVE MEASURES TAKEN BY THE UNITED STATES WITH RESPECT TO SECTION D OF THIS REPORT

D1 and D2. Management Authority (MA) and Scientific Authority (SA)

COP-RELATED ACTIVITIES

Preparation for CoP16: North American Regional meeting: 4-8 February 2013. Canada, Mexico, and the United States met in Cuernavaca, Mexico, to discuss preparations for CoP16, including issues of shared interest and identification of issues on which there was agreement on a regional position.

Public participation in U.S. preparations for CoP16: CoP16 was held 3-14 March 2013 in Bangkok, Thailand. In addition to the five notices that USFWS published in the U.S. *Federal Register* in 2011 and 2012 leading up to CoP16, the USFWS published a notice on 28 February 2013, announcing the tentative negotiating positions of the United States on the issues on the agenda for CoP16.

U.S. approved 28 observers for CoP16: In accordance with CITES Article XI, paragraph 7, USFWS approved 66 individuals representing 28 national NGOs to attend CoP16 as observers.

Results of CoP16: The United States submitted 12 species listing proposals (10 animal proposals and two plant proposals) for consideration at CoP16 (March 2013), and also submitted two discussion documents, including a proposal for a new Resolution and revisions to an existing Resolution. The Parties adopted 10 of the species proposals submitted by the United States, which included: transferring from Appendix II to Appendix I the Roti Island snake-necked turtle (*Chelodina mccordi*), Burmese star tortoise (*Geochelone platynota*), and all big-headed turtles (family Platysternidae); listing in Appendix II the spotted turtle (*Clemmys guttata*), Blanding's turtle (*Emydoidea blandingii*), diamondback terrapin (*Malaclemys terrapin*), a number of pond, river, and wood turtles in the family Geoemydidae, and a number of softshell turtles in the family Trioychidae; listing in Appendix II the oceanic whitetip shark (*Carcharhinus longimanus*); removing from Appendix II the Laguna Beach live-forever (*Dudleya stolonifera*) and the Santa Barbara live-forever (*Dudleya traskiae*); and amending the annotation to the Appendix-II listings of America ginseng (*Panax quinquefolius*) and Asian ginseng (*Panax ginseng*). Additionally, the Parties adopted the new Resolution proposed by the United States, Resolution Conf. 16.8, on *Frequent cross-border non-commercial movements of musical instruments*, and, with minor changes, the amendments proposed by the United States to Resolution Conf. 10.14 (Rev. CoP14), on *Quotas for leopard hunting trophies and skins for personal use*.

Preparation for CoP17: In preparation for the CoP17 (scheduled to be held in Johannesburg, South Africa, in September-October 2016), USFWS published two *Federal Register* notices during the reporting period. The first notice, published on 27 June 2014, solicited public comments on amendments to Appendix I and Appendix II that the United States should consider proposing for consideration at CoP17. The second notice, published on 11 May 2015, solicited public comments on Resolutions, Decisions, and agenda items the United States should consider submitting for discussion at CoP17.

STANDING COMMITTEE-RELATED ACTIVITIES

65th meeting of the Standing Committee: The United States sent a 9-person delegation to the 65th meeting of the CITES Standing Committee (SC65), which was held 7-11 July 2013, in Geneva, Switzerland. The interagency U.S. delegation included five representatives from USFWS, one from the U.S. Department of State, one from NMFS, one from APHIS, and one from AFWA. The United States submitted two working documents for consideration at the meeting: the report of the interim working group on annotations for species listed in the CITES Appendices (submitted by the United States as chair of the interim working group); and the regional report for North America (submitted by the United States as the North American Regional Representative to the Standing Committee).

Communications with the Chair of the Standing Committee and the Secretariat: The United States served as both the North American Regional Representative and Vice-Chair of the Standing Committee throughout the reporting period, and in the capacity of Vice-Chair had regular communications with the Secretariat and the Chair of the Standing Committee, primarily by e-mail. These communications were largely for the purpose of the Secretariat providing informal updates on its activities, such as preparations for meetings (including CoP16 and SC65), interactions with UNEP, and further investigation into the GEF as a potential funding source for CITES.

Introduction from the sea: The United States was an active participant in the Introduction from the Sea Working Group established by the Standing Committee. Following CoP15, Fabio Hazin (Brazil) was elected Chair of the working group and Robert Gabel (United States) was elected Vice-Chair of the working group. The group developed a discussion document and draft revisions to Resolution Conf. 14.6 (Rev. CoP15), *Introduction from the sea*. The draft revisions to Resolution Conf. 14.6 (Rev. CoP15) developed by the working group were adopted by the Parties at CoP16 (March 2013). The United States was a strong supporter of these efforts to reach a common understanding of implementation of the Convention for specimens taken in the marine environment not under the jurisdiction of any State.

Implementation of the Convention relating to captive-bred and ranched specimens: At SC61 (August 2011), the United States and Hungary, on behalf of the European Union and its Member States, submitted a document on implementation of the Convention relating to captive-bred and ranched specimens. The resulting discussion led to the creation of an intersessional working group, chaired by the United States. The United States introduced a document at SC62 (July 2012) describing the working group's activities and presenting a series of recommendations, including several draft Decisions for CoP16 (March 2013). The Standing Committee accepted these recommendations and draft Decisions, with some revisions. The Secretariat prepared a document on behalf of the Standing Committee for CoP16. The Parties adopted the draft Decisions contained in Document CoP16 Doc. 48 Annex.

Working group on development and application of annotations: At SC61 in 2011, the Standing Committee formed an intersessional working group, under the chairmanship of the Regional Representative of North America (the United States), to explore the shared understanding among Parties of annotations, and to explore the adoption of appropriate and reasonable procedures for crafting plant annotations. In October 2012, the United States, as Chair of the working group, submitted a document for CoP16 on the development and application of annotations that proposed amendments to six Resolutions, adoption of three new Decisions, revisions to one existing Decision and the retention of one existing

Decision, and adoption of a definition of the term “extract” as it applies in existing annotations in the Appendices. These proposals were adopted by the Parties at CoP16, with several changes. Also at CoP16, the Parties adopted several Decisions related to continued work on annotations, including Decision 16.162 directing the Standing Committee to re-establish a working group on annotations at SC65.

The United States, as Chair of the interim working group, submitted a document for SC65 (July 2014) presenting the history of the use of annotations in CITES and a discussion of options for where to permanently include definitions of terms in annotations. The Standing Committee re-established the formal working group at SC65 and the United States was again designated as the Chair.

In 2015, leading up toward SC66, the United States worked electronically with the other members of the working group to prepare a discussion document for SC66.

Working group on Decision 16.39: At CoP16, the Parties adopted Decision 16.39, which called on the Standing Committee, at SC65, to initiate a process to assess implementation and enforcement of the Convention as it relates to the trade in species listed in Appendix I. The Standing Committee formed a working group at SC65, chaired by the United States as the North American regional representative, and developed terms of reference. Since that time, the working group has been working intersessionally to develop recommendations for consideration at SC66.

Working group to review the administrative hosting arrangements for the CITES Secretariat: At SC65, the Standing Committee formed a working group to work intersessionally on this issue. The working group was initially chaired by the Standing Committee Chair, but in May 2015, the United States, as Vice Chair of the Standing Committee, was asked to continue to chair the working group on the Chair’s behalf. Since that time, the United States has been consulting with the other working group members and the working group will develop recommendations for consideration at SC66.

Other Standing Committee working groups: In addition to the working groups discussed above, the United States was also an active member of the following intersessional Standing Committee working groups leading up to CoP16 (March 2013): 1) CITES strategic vision; 2) review of Resolutions; 3) purpose codes; 4) use of taxonomic serial numbers; 5) e-commerce of specimens of CITES-listed species; 6) personal and household effects; 7) humphead wrasse; 8) Asian snake trade management, conservation and enforcement; 9) conservation of and trade in African and Asian rhinoceroses; and, 10) review of Resolution Conf. 10.10 (Rev. CoP15), trade in elephant specimens; and, 11) Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services (IPBES).

The following working groups accomplished their mandates at CoP16 and were subsequently dissolved at the CoP: 1) introduction from the sea; 2) review of Resolutions; 3) personal and household effects; 4) humphead wrasse; and 5) transport. In addition to the working groups on which the United States is an active member that were in place prior to CoP16 and that have carried on their work after CoP16, following are the working groups on which the United States is an active member that were initiated after CoP16: 1) bushmeat; 2) disposal of seized specimens; 3) reporting on trade in artificially propagated plants; 4) decision-making mechanism for a process of trade in elephant ivory; 5) cooperation between CITES and FAO; 6) review of Resolution Conf. 12.7 (Rev. CoP16), conservation of and trade in sturgeons and paddlefish; and, 7) pangolin.

In addition, the United States is currently chairing a contact group discussing the issues raised in Document SC65 Inf. 4, regarding the smuggling of Bahamian rock iguanas, such as the issuance of permits for endemic species for which the country of origin does not report their lawful export.

CITES TECHNICAL COMMITTEE-RELATED ACTIVITIES

Regional Alternate Representative for North America to the Animals Committee: At CoP16, the North American Region selected Dr. Rosemarie Gnam, Chief of the U.S. Scientific Authority, to serve as the Alternate Regional Representative for North America to the Animals Committee for the intersessional period between CoP16 and CoP17.

27th Meeting of the Animals Committee: The United States sent a five-person delegation to the 27th meeting of the Animals Committee (AC27) (Veracruz, Mexico, 28 April - 3 May 2014). The U.S. delegation included four representatives from USFWS and one from NMFS. In addition, Dr. Gnam participated at AC27 as the Alternate Regional Representative for North America. The United States submitted six documents for the meeting: (i) species reviews of *Monachus tropicalis* (AC27 Doc. 24.3.4), *Pteropus tokudae* (AC27 Doc. 24.3.5), *Grus canadensis pulla* (AC27 Doc. 24.3.6) and *Epicrates inornatus* (AC27 Doc. 24.3.7); and (ii) two information documents: Final Report on Planning and Implementation of an International Meeting in Puerto Rico for the Conservation of Caribbean Iguanas (*Cyclura* spp. and *Iguana* spp.) (AC27 Inf. 13) and Report on Implementation of the United States National Plan of Action for the Conservation and Management of Sharks (AC27 Inf. 19). At AC27, the United States was a member of eight working groups, which included: (i) Review of Significant trade of Appendix-II species; (ii) Captive-bred and ranched specimens; (iii) Illegal trade in Cheetahs (*Acinonyx jubatus*) (Decision 16.72); (iv) Snake trade and conservation management (*Serpentes* spp.); (v) Sturgeons and paddlefish; (vi) Standard nomenclature; (vii) Conservation and management of sharks; and (viii) Periodic review of species included in Appendices I and II. As the Alternate Regional Representative for North America, Dr. Gnam co-chaired the working group on the Review of Significant trade of Appendix-II species.

Leading up to AC27, the United States participated intersessionally on the evaluation of the review of significant trade. To further the Committee's work on the Periodic Review of Species included in Appendices I and II, the United States offered to review *Epioblasma sampsonii* (AC27 WG8 Doc. 1). Leading up to AC28 (Tel Aviv 2015), the United States has agreed to work intersessionally on tortoises and freshwater turtles (*Testudines* spp.) (Decision 16.111), freshwater stingrays (*Potamotrygonidae* spp.) (Decisions 16.131 and 16.132), the Review of Significant Trade, and the Periodic Review of Species.

Joint sessions of the 27th meeting of the Animals Committee and 21st meeting of the Plants Committee: The United States sent a six-person delegation to the Joint sessions of the 27th meeting of the Animals Committee and the 21st meeting of the Plants Committee (AC26/PC20) (Veracruz, 2-3 May 2014). The U.S. delegation included four representatives from USFWS, one from NMFS, and one from APHIS. In addition, Dr. Gnam participated in AC27/PC21 as the Alternate Regional Representative for North America to the Animals Committee. The United States agreed to work intersessionally on capacity building (AC27/PC21 Doc. 9.1), extinct or possibly extinct species (Decision 16.164) (AC27/PC21 Doc.10), and review of identification and guidance material (Decision 16.59) (AC27/PC21 Doc.14). At AC27/PC21, the United States participated in the working group on review of reporting requirements (Decision 16.45) (AC27/PC21 Doc.11), and the evaluation of the review of significant trade (AC27/PC21 Doc. 12.1). The United States also participated in several

intersessional working groups leading up to AC27/PC21, including the periodic review of species, bigleaf mahogany and neotropical tree species, and evaluation of the review of significant trade.

21st meeting of the Plants Committee: The United States sent a six-person delegation to the 21st meeting of the CITES Plants Committee (PC21, Veracruz, 2-8 May 2014) The U.S. delegation included three representatives from USFWS, one from APHIS, and two from the U.S. Forest Service (USFS). Leading up to PC21, the United States chaired the interim Standing Committee working group on listing annotations (submitted AC27/PC21 Doc. 7.2 Annex 1), participated in working groups on evaluation of the review of significant trade (AC27/PC21 Doc. 12.1), and review of reporting requirements (Decision 16.45). The United States also participated in intersessional working groups on IPBES, standard nomenclature, and trade in artificially propagated plants. The United States submitted documents to the meeting, including a progress report on the periodic review of the genus *Sclerocactus* and *Lewisia serrata*, and four information documents: Distinguishing wild from cultivated agarwood (*Aguilaria* spp.) using direct analysis in real time and time-of-flight mass spectrometry (PC21 Inf.5), Evaluating agarwood products for 2-(2-Phenylethyl) chromones using direct analysis in real time time-of-flight mass spectrometry (PC21 Inf. 6), Analysis of select *Dalbergia* and trade timber using direct analysis in real time and time-of-flight mass spectrometry (PC21 Inf. 7), and Primer on Importing & Exporting CITES-Listed Species Used in the United States in Dietary Supplements, Traditional Herbal Medicines, and Homeopathic Products (PC21 Inf. 11). The U.S. delegation was active on numerous issues and participated in several working groups, including the review of significant trade in Appendix-II plants and the periodic review of the Appendices for plants for species selected following CoP16. The United States supported the preparation of a list of species for the current periodic review cycle (CoP16-CoP18).

At the request of the Plants Committee, the United States provided the Strategic Planning working group (PC21 WG1) a draft table it developed to show the work of the Plants Committee that supports the CITES Strategic Vision: 2008-2020 (Resolution Conf. 16.3) (PC21 Doc. 6.1).

Plants and Animals working groups: The United States worked cooperatively in the following intersessional Animals Committee working groups leading up to CoP16: 1) Asian snake trade management, conservation, and enforcement; 2) captive-bred and ranched specimens, and, 3) transport/IATA. Leading up to CoP16 there were also several working groups the United States worked cooperatively on that have application in both the Animals and Plants Committees: 1) evaluation of the review of significant trade; 2) periodic review of species, 3) capacity building; and, 4) annotations working group.

Several working groups have been created since CoP16. The United States is a member of the following new Animals Committee working groups: 1) tortoise and freshwater turtles (*Testudines* spp.); and, 2) freshwater stingrays (*Potamotrygonidae* spp.). The United States is a member of the following new Plants Committee working groups: 1) Global Strategy for Plant Conservation; and, 2) Neotropical tree species. The United States has also agreed to work intersessionally on the following new working groups that occur in both the Plants and Animals Committees: 1) extinct or possibly extinct species: and, 2) review of identification and guidance material

Periodic Reviews of the Appendices: Periodic Review is an evaluation of the status of CITES-listed species in order to determine if they need to have higher protection, remain the same or be removed from the Appendices. The United States conducted the following periodic reviews between 1 January 2013 and 30 June 2015:

- The United States conducted periodic reviews of the Caribbean monk seal (*Monachus tropicalis*), the Mississippi sandhill crane (*Grus canadensis pulla*), the Puerto Rican boa (*Epicrates inornatus*) and the Guam flying-fox/Guam fruit bat (*Pteropus tokudae*); these reviews were submitted to AC27.
- The United States conducted a periodic review of the Wabash riffleshell (*Epioblasma sampsonii*) (an extinct mollusk) and the results of the review will be submitted at AC28.
- The United States completed a periodic review of the native plant *Dudleya stolonifera*, and submitted a proposal to delist the species from Appendix II at CoP16, which was adopted by the Parties. The U.S. is completing periodic reviews of the genus *Sclerocactus* (Cactaceae); its range includes the United States and Mexico, and the native plant *Lewisia serrata*. A progress report on the periodic review of *Lewisia serrata* will be submitted to PC22.
- The United States is conducting a range-wide status review of Appendix-II-listed goldenseal (*Hydrastis canadensis*), native to the United States and Canada, which is harvested for its medicinal properties. In 2012, USFWS contracted with NatureServe, a U.S.-based non-profit conservation organization that maintains national conservation and status data on more than 70,000 species, to update the species' conservation status rankings and to complete assessments using the IUCN Red List Criteria and the Climate Change Vulnerability Index, as well as update information on economic botany of the species. The current phase of the review will include updating market and industry data.
- Canada and the United States are collaborating on the periodic review for *Puma concolor cougar* and *Puma concolor coryi* as part of the region's commitment toward the completion of the periodic review of the Felidae.

Review of Significant Trade: This is a review of the biological, trade, and other relevant information on Appendix-II species subject to levels of trade that are significant in relation to the population of the species, in order to identify problems concerning the implementation of Article IV paragraphs 2 (a), 3 and 6 (a) of the Convention, and possible solutions. The species subject to the Review of Significant Trade are selected by the Animals and Plants Committees. Non-compliance by any State with the solutions recommended by these Committees may ultimately lead to a recommendation by the Standing Committee to suspend trade with that State in specimens of the species concerned. The following Significant Trade Review activities concerning species native to the United States occurred between 1 January 2013 and 30 June 2015:

- At AC27, the Significant Trade Review Working group selected the polar bear (*Ursus maritimus*) and seahorse (*Hippocampus erectus*) for review. The United States subsequently responded to the Animals Committee concerning information on U.S. management and trade in these species.
- The U.S. Scientific Authority participated in a meeting of the Advisory Working Group on the Evaluation of the Review of Significant Trade, held at the USFWS National Conservation Training Center (NCTC) in Shepherdstown, West Virginia, in April 2015. The meeting facilitated further discussions of the working group and prepared documents for review by the Animals and Plants Committees.

OTHER CITES-RELATED ACTIVITIES

U.S. submits its 2012 and 2013 CITES annual reports: Article VIII of CITES prescribes that each Party shall prepare annual reports on its trade in CITES-listed species. On 5 November 2013, USFWS submitted, directly to UNEP-WCMC in electronic format, the U.S. CITES Annual Report data file for 2012 (148,594 data records), which contained data on all U.S. trade with the rest of the world in CITES-listed species of fauna and flora during 2012. On 22 October 2014, USFWS submitted, directly to UNEP-WCMC in electronic format, the U.S. CITES Annual Report data file for 2013 (148,287 data records), which contained data on all U.S. trade with the rest of the world in CITES-listed species of fauna and flora during 2013. The data in these files represent actual trade and not just numbers of CITES permits issued.

U.S. Contributions to CITES Activities: USFWS has worked continuously with the Secretariat to direct additional voluntary contributions of the United States to execute the Decisions of the Conference of the Parties taken at CoP15 and CoP16. The United States has funded a wide range of activities and issues including, but not limited to, those related to elephants and rhinoceros, Asian snakes, tortoises and freshwater turtles, the making of non-detriment findings, website maintenance, and the Secretariat's meetings and registration database.

Animal Transport for the Animal Care Professional Class: In February 2015, a representative from the U.S. Management Authority participated in the first AZA class “Animal Transport for the Animal Care Professional.” The three day class presented information of legal, regulatory, veterinary and best practice techniques for moving live wildlife and will be presented annually.

Reducing Opportunities for Unlawful Transport of Endangered Species Meeting: On the 3rd and 4th of June 2015, the U.S. Agency for International Development (USAID) convened a workshop in Washington, D.C., on Reducing Opportunities for Unlawful Transport of Endangered Species (ROUTES) to address the complex challenge of combating wildlife trafficking in transcontinental transportation and logistics supply chains. Participants included government agencies, NGOs, and transport industry representatives from Europe, Africa, and Asia.

Participants developed a joint understanding of the problems and challenges in order to clarify existing efforts and activities and identified key areas for collaborative action. Action plans for further cooperative efforts are in progress.

D4. Communication, information management and exchange

CITES 40th Anniversary: Leading up to CITES CoP16, USFWS launched a social media campaign highlighting facts about the Convention, as well as a representative sample of the animal and plant species that it protects. The 40-day campaign, which was anchored by a [blog](#) and subsequent posts on Facebook and Twitter, served as a countdown to CoP16 and also as a reminder that 2013 marked the 40th Anniversary of CITES. U.S. Department of State engaged on this campaign and a number of social media posts were shared or retweeted by U.S. Embassies around the globe. USFWS also wrote a series of articles on the history of the Convention and U.S. priorities for CoP16, all of which were prominently featured in the [Winter 2013 edition of Fish & Wildlife News](#)- a USFWS publication that is distributed to a variety of stakeholder groups and is available online.

Ivory Crush Design Challenge: In 2014, USFWS launched a “Crushed Ivory Design Challenge” calling on the public to submit ideas for a compelling, thought provoking, and informative display to increase awareness about the threats that poaching and illegal trade pose to elephants and other at-risk species. The goal is to use the crushed ivory from the U.S. ivory crushes to raise awareness, reduce the demand for illegal wildlife products, and ultimately protect wildlife from senseless killing and illegal trade. The Design Challenge closed on 31 March 2015, and submissions are currently under review by a panel of experts.

Online Presence and Social Media: USFWS continues to share information regarding CITES implementation and proceedings with interested stakeholder groups via the USFWS International Affairs website (www.fws.gov/international), Facebook (USFWS_International Affairs), Twitter (@USFWSInternatl), blogs, and email distribution list. Of particular note, USFWS launched a new webpage to educate and inform U.S. fishermen, exporters, and dealers about implementation of the shark and ray listings adopted at CoP16. This webpage can be viewed at <http://www.fws.gov/international/permits/by-species/sharks-and-rays.html>.

U.S. elephant seizure data: On 14 May 2013, USFWS submitted to TRAFFIC East/Southern Africa data files containing U.S. elephant part and product seizure data for the year 2012 for inclusion in the Elephant Trade Information System (ETIS). On 10 December 2014, in response to CITES Notification No. 2014/052, regarding the same issue, USFWS submitted to TRAFFIC East/Southern Africa data files containing U.S. elephant part and product seizure data for the year 2013 for inclusion in ETIS.

Poster on CITES-listed tree frogs: The CITES Authorities of the United States, Canada, and Mexico (CONABIO) developed the poster “Tree frogs of the genus *Agalychnis* protected by CITES,” published in April 2013, for the purpose of identifying the frog species included in the Appendices at CoP15 (Doha, 2010). The poster was distributed at Mexico’s main ports, airports and border crossings. The purpose of, and dissemination of, this material is to encourage the legality and sustainability of international trade in those species.

Ginseng brochure: In 2014, USFWS developed and published a brochure titled “Wild American ginseng Information for Dealers and Exporters.” The brochure promotes good stewardship harvest practices and observance of laws and regulations for the harvest and export of wild American ginseng (*Panax quinquefolius*).

Brochures were distributed to American ginseng dealers and exporters in the United States, and can be viewed or downloaded at the USFWS website:

<http://www.fws.gov/international/pdf/factsheet-american-ginseng-harvesters-dealers-exporters.pdf>.

D5. Permitting and registration procedures

Applications for CITES permits: The U.S. CITES Management Authority handled over 21,500 applications for CITES documents received during 2013, over 20,500 CITES applications received in 2014, and 9,900 applications received in the first half of 2015.

A large portion of the applications received during the reporting period related to the export or re-export of commercially traded Appendix-II specimens. The bulk of CITES import permits issued by the U.S. Management Authority are for the import of sport-hunted trophies from Southern Africa.

International cooperation: The U.S. Management Authority works closely with other CITES Management Authorities to identify concerns and problems before CITES documents are issued. Such coordination ranges from informing other Management Authorities what documents the United States has issued, to discussions of how and when documents can be issued.

State coordination: During the reporting period, as part of the requirement to determine legal acquisition of specimens, the U.S. Management Authority continued to consult with U.S. State wildlife management agencies regarding legal take of CITES-listed species. Such consultation also ensures that any permit issued will not conflict with State programs. For paddlefish (*Polyodon spathula*), for example, the U.S. Management Authority ensures that permit conditions on U.S. CITES permits comply with State regulations for take and transportation. This coordination with the States also extends to providing State wildlife agencies copies of CITES permit applications received from their residents. This allows the State wildlife agencies to better understand the paddlefish trade.. Both the U.S. Management Authority and the State wildlife agencies benefit from the maintenance of strong communication channels.

Non-Detriment Findings: A non-detriment finding is a conclusion by a Scientific Authority that the export of specimens of a particular species will not impact negatively on the survival of that species in the wild. The non-detriment finding by a Scientific Authority is required before an export or import permit or a certificate for an introduction from the sea may be granted for a specimen of an Appendix-I species, and before an export permit or a certificate for an introduction from the sea may be granted for a specimen of an Appendix-II species. The following are non-detriment findings conducted by the U.S. Scientific Authority during the reporting period:

- In August 2014, the U.S. Scientific Authority made a positive non-detriment finding for the export of wild American ginseng (*Panax quinquefolius*) legally harvested during the 2014 harvest season in 19 USFWS-approved States and for one Indian Tribal lands. The finding noted our continuing concern about illegal harvest of wild ginseng, including roots dug out of season and the harvest of under-sized/under-age plants, which puts additional harvest pressure on this species as plants are harvested before they produce seeds necessary for regeneration. Numerous States reported an increase in public interest in the harvest and selling of wild American ginseng resulting from the History Channel's television reality program "Appalachian Outlaws" that aired last winter.
- In August 2014 the U.S. Scientific Authority made a positive non-detriment finding for the export of porbeagle shark (*Lamna nasus*) legally harvested in the commercial fishery by U.S. fisherman in the 2014 harvest season. The finding was based on a species management plan produced by NMFS in 2006, which was developed to rebuild the porbeagle stock. The yearly harvest is based on a quota and all harvest is suspended when 80% of the quota is reported; all harvest must be reported within seven days of landing. The fishery was closed to harvest in 2015.
- In June 2015, the U.S. Scientific Authority made a positive non-detriment finding for the export of wild scalloped hammerhead shark (*Sphyrna lewini*), great hammerhead shark

(*Sphyrna mokarran*), and smooth hammerhead shark (*Sphyrna zygaena*) harvested in the commercial fisheries of the Atlantic and Gulf of Mexico by U.S. fisherman in the 2015 harvest season. The positive finding was based on a management plan, produced by NMFS in 2013, which was developed to rebuild the hammerhead stocks. There are two separate management groups, one in the Atlantic and one in the Gulf of Mexico; each group has a separate harvest quota. Each group is regulated separately and all harvest in the group is suspended when 80% of its quota is reported; all harvest must be reported within seven days of landing.

D6. Capacity building

Regional Workshop on Sharks Listed in Appendix II of CITES - Preparing for Implementation: This workshop was held in Recife, Brazil, during 3-4 December 2013. The United States helped with preparations for this workshop, hosted by Brazil, to prepare for implementation of CITES provisions for the five species of sharks added to CITES Appendix II at CoP16 (with an effective date of September 2014). The United States actively supported adoption of the proposals to list these sharks under CITES and considers effective implementation of the listings to be a priority for shark conservation. Representatives from both USFWS and NMFS participated in the workshop in Recife, which was attended by more than 70 representatives from 28 CITES Parties in Latin America and the Caribbean.

Cooperation between CITES and the International Tropical Timber Organization (ITTO): The United States continued to provide financial support to the ITTO-CITES Program, which supports work on CITES-listed tree species in all three tropical regions. The current work includes support to projects on the management, DNA traceability, timber tracking, and artificial propagation of a number of species, including *Aquilaria* spp., *Dalbergia* spp., *Gonystylus* spp., *Gyrinops* spp., *Pericopsis elata*, *Prunus africana*, *Swietenia macrophylla*, and *Cedrela odorata*.

Caribbean Iguana Conservation Workshop: USFWS hosted a Caribbean Iguana Conservation Workshop in San Juan, Puerto Rico, in December 2013. The workshop was intended to advance a regional approach to conservation and recovery problems for the Appendix-I Caribbean rock iguanas (*Cyclura* sp.) and the critically endangered Lesser Antillean iguana (*Iguana delicatissima*). While the main threats to the species include habitat destruction, predation, and competition from feral animals, hybridization with the Green iguana (*I. iguana*; Appendix II), a serious spike in poaching and trafficking of the animals to the western European and Asian pet markets is occurring. The workshop was attended by government and non-governmental islands across the insular Caribbean and a wide range of recommendations for actions were developed. USFWS is in the process of following-up on our commitments from the workshop.

First Pangolin Range States Meeting, De Nang, Viet Nam, 24-26 June 2015: Delegates from 14 Asian and 17 African pangolin range countries met 24-26 June 2015, for the First Pangolin Range States Meeting in De Nang, Viet Nam. The workshop provided an opportunity for delegates to develop a unified action plan with recommendations to protect pangolin species against over-exploitation as a result of international trade and resulted in enhanced connectivity between range states, heightened determination to tackle complex challenges, and progress towards CITES-prescribed calls for information and action. Experts from the International Union for the Conservation of Nature (IUCN), Species Survival Commission (SSC), and Pangolin Specialist Group shared expertise on pangolins through presentations and working group sessions. The final outcomes from the workshop were joint recommendations for the following critical actions to address: making of CITES non-detriment

findings for exports of pangolin species; pangolin biological data deficits; evaluation of pangolin species against the CITES species listing criteria; legal and illegal harvest and trade; the care and husbandry of pangolins; and enforcement. The recommendations will be presented in a report to the CITES Intersessional Pangolin Working group, which will be reviewed by the Standing Committee at SC66.

Polar Bear Stakeholder Forum: Canada and the United States hosted a Polar Bear Stakeholder Forum at the USFWS NCTC facility in Shepherdstown, West Virginia, in June 2015. Because Canada and the United States have shared responsibility for the management of polar bears in the respective countries, a Stakeholder Forum was convened to present information about polar bear conservation and management among a broad range of perspectives. Forum participants had the opportunity to ask questions and to improve understanding of the different perspectives to polar bear conservation and management.

Wildlife Enforcement Network: USFWS has been working to develop a plan for wildlife law enforcement networking, capacity building, and technical assistance in the Caribbean - for both terrestrial and marine species. USFWS is working cooperatively with the U.S. Department of State and NMFS, as well as the Secretariat and others, to develop a plan to convene a workshop and advance the prospects for the development of a Wildlife Enforcement Network (WEN) in the region. The development of improved enforcement coordination in the Caribbean was recommended by the Parties to the SPAW Protocol in 2014 and by an international workshop on iguana conservation in 2013. We hope to convene this enforcement workshop in early 2016.

Guide on Importing and Exporting CITES-Listed Species: The American Herbal Products Association (AHPA), a U.S. national trade association representing members of the herbal products industry, developed a “Primer on Importing & Exporting CITES-Listed Species” to provide guidance for U.S. importers and exporters of commonly traded CITES-listed species that are used as ingredients in traditional medicines and dietary supplements. The United States submitted the Primer as an information document (PC21 Inf. 11) to PC21. It is available on-line at: http://www.ahpa.org/Portals/0/pdfs/AHPA_CITES_Import_Export_Primer.pdf.

Central America, the Caribbean, Africa and Asian Regions: The United States participated in the following international workshops in an effort to enhance capacity in those countries/regions:

- Workshop to Strengthen the Capacity of Authorities to Implement CITES in the Republic of Panama (May 2013). Representatives from the U.S. Scientific Authority the U.S. Department of the Interior International Technical Assistance program (DOI-ITAP), and the CITES Secretariat conducted a workshop in Panama City to train Panamanian CITES officials in the making of non-detriment findings and general CITES matters. Approximately 35–40 officials, including government lawyers, military personnel, border patrol agents and environmental police, and plant and wildlife inspectors participated in the 3-day workshop.
- Sub-Saharan Africa Red List Workshop in Togo (August 2013). A U.S. Scientific Authority representative participated in the IUCN/SSC Tortoise and Freshwater Turtle Specialist Group's workshop on Conservation Status of the Tortoises and Freshwater Turtles of Sub-Saharan Africa, with other African CITES Authorities (Liberia, South Africa, Kenya, and Tanzania). This workshop was critically important because it included a discussion on the potential listing of African turtles, particularly soft-shelled turtles, for CoP17.

- Regional Workshop to Build Capacity to Undertake CITES Non-detriment Findings in Central America and the Dominican Republic (September 2013). Thirty-five experts from the CITES Scientific and Management Authorities, and national fisheries agencies of Colombia, Costa Rica, El Salvador, Ecuador, Guatemala, Honduras, and Panama, as well as representatives from the Organization of Fisheries and Aquaculture Sector of the Central American Isthmus (OSPESCA), participated in a 3 ½ day regional training workshop on making non-detriment findings (NDFs), held in San Salvador, El Salvador, 3-6 September 2013. Workshop participants learned about CITES Resolutions pertaining to NDFs, tools and methodologies to improve making NDFs, and discussed NDFs developed by other countries. Participants analyzed plant and animal species case studies from the region, and developed recommendations and agreements intended to improve the general knowledge and capacity relating to making NDFs for CITES-listed species traded in the region.
- Caribbean Region-Wide Workshop on Rock Iguana (*Cyclura* species) Conservation in San Juan, Puerto Rico (December 2013). USFWS, in cooperation with the Puerto Rico Department of Natural and Environmental Resources, San Diego Zoo Global, Island Conservation, the Caribbean Landscape Conservation Consortium, and the Fort Worth Zoo, sponsored a Caribbean-wide workshop on rock iguana conservation in San Juan, Puerto Rico. The workshop was attended by 61 participants from 16 nations, islands, and NGOs which identified the most critical issues for rock iguana conservation and developed actions plans and timelines for high priority projects focused on alleviating threats to rock iguanas, including unsustainable or illegal international trade. Iguanas are the largest native vertebrates that remain on many Caribbean islands and face threats from introduced mammalian predators, habitat destruction, collection for the pet trade, hunting, vehicular mortality, and competition and interbreeding with the invasive green iguana. As seed dispersers, rock iguanas are vital to maintaining native plant communities and supporting ecosystem health.
- Third Workshop on Non-Detriment Findings (NDF), Guatemala City, Guatemala (March 2014). The objectives of the workshop, which was attended by 32 participants including several representatives from the United States, were to share the progress made by countries on the implementation of the new CITES marine species listings, including three species of hammerhead sharks in Appendix II; to share efforts in preparing NDFs considering the agreements and recommendations of the workshop in September 2013 (El Salvador); and to establish collaborative mechanisms both regionally and nationally among CITES Authorities, fisheries, and organizations to contribute to sustainable and responsible management of shark species in Appendix II.
- The U.S. Scientific Authority attended the workshop in Bonn, Germany, hosted by the German CITES Scientific Authority, 2-22 August 2014, to assist in developing an NDF guidance document for shark species. The main outcome of the workshop was the development of General Guidelines for the formulation of NDFs of CITES-listed sharks. It is now available to all Parties to help guide their making of NDFs for sharks.
- Capacity Exchange Workshop between Guatemala and the United States (3-7 November 2014). Representatives of the U.S. Scientific and Management Authorities participated in this workshop, hosted by the Guatemalan CITES Scientific Authority, for CITES-listed timber species. The

purpose of the workshop was to improve the effective implementation of CITES for Guatemalan timber species.

- The United States participated in the 11th Meeting of the Convention on Migratory Species (CMS). The meeting occurred from 4-9 November 2014, in Quito, Ecuador. While not a signatory to the CMS, the United States has many international commitments for CMS-listed species. CMS agenda items of conservation interest to the United States included migratory birds, sharks and rays, polar bear, Asiatic and African lion, and wildlife crime.
- CITES Authorities from the United States, the USFWS Office of Law Enforcement, and NMFS participated in the “International CITES Workshop: Articulating Experiences and Strategies for the Implementation of Shark Species Included in Appendix II”, in Santa Marta, Colombia, 25-27 November, 2014. More than 60 participants, representing over 20 countries, participated in the workshop. Topics discussed included: the making NDFs to ensure sustainable use of shark species in international trade; species identification; and traceability of products (fins and meat). The presentation of the identification software iSharkfin (an application to aid the identification of shark’s fins through photographs) was an outcome of the workshop. The participants also identified current needs and recommendations for effectively implementing the shark listings. This workshop was hosted by the government of Colombia, with support from the CITES Secretariat, NMFS, and USFWS.
- To improve the effective implementation of CITES, the United States provides assistance to other CITES Parties through capacity building. The African French speaking countries are a U.S. priority area for these efforts given their high biodiversity and volume of traded wildlife. At the request of both Gabon and Cameroon, representatives of the U.S. CITES Authorities conducted two CITES Needs Assessments: one in Gabon (June 2014) and the other in Cameroon (December 2014), in order to provide them with recommendations to improve CITES implementation in their respective countries.
- The U.S. Scientific Authority attended a two day workshop hosted by Amphibian Survival Alliance, Defenders of Wildlife, Animal Welfare Institute, and Singapore Zoo, jointly held 12-13 March 2015, concurrently in both Washington, D.C., and Singapore. The workshop brought together experts from around the world to identify amphibian species that are most threatened by international trade activities, and for which a listing proposal at CoP17 could possibly be warranted.
- The U.S. Scientific Authority participated in a regional workshop in Georgetown, Guyana, on 21 May 2015, at the request of the U.S. Embassy. The workshop, which was organized by the NGO Panthera and the Government of Guyana, and partially funded by a USFWS grant, was designed to build the capacity of governments in the region to make scientific-based decisions under CITES, particularly in the setting of export quotas for wild-caught specimens.

Foreign Service Training: On 23 June 2014, DOI-ITAP and USFWS presented a talk on CITES and anti-wildlife trafficking measures to 20 trainees of the U.S. Department of State (Foreign Service Institute). The trainees will be assigned to U.S. Embassies and Consulates around the world.

United States participates in the Masters Course module on plant trade: The United States continued its long history of participating in the International University of Andalucia's CITES Master's Course: Management, Access and Conservation of species in trade: The International Framework. In 2014, USFWS provided an instructor to participate in the modules on introduction and implementation of CITES and the scientific aspects related to flora.

Free trade agreements: The United States continues to build capacity and strengthen efforts to implement CITES obligations through Free Trade Agreements (FTAs) and other international partnership programs. DOI-ITAP, in consultation with USFWS, develops and conducts CITES capacity-building and training programs for the signatory countries of the Central America-Dominican Republic Free Trade Agreement (CAFTA-DR) and for several countries in the Middle East and North Africa. Both programs are funded by the U.S. Department of State. All of the activities were undertaken by DOI-ITAP. Some activities were also co-sponsored by TRAFFIC. Examples of recent, and ongoing, projects, by region, include:

Central America and the Caribbean

Costa Rica

- Spring 2014, San Jose: DOI-ITAP assisted Costa Rican CITES authorities in developing and establishing an on-line, automated CITES permit application and tracking system, increasing efficiency and reducing workload and data errors for users and government officials.
- March 2015, Punta Arenas: DOI-ITAP provided support to a meeting for Costa Rican authorities from INCOPESCA and other agencies, and their counterparts they invited from El Salvador and Guatemala, to learn about risk assessment methodologies in developing a CITES NDF. Technical experts: Mexico's National Fisheries Institute (INAPESCA), the CITES Secretariat, and the Costa Rican Government.

Dominican Republic

- April-May 2013: DOI-ITAP sponsored two 2-day CITES workshops, one in Santo Domingo and one in Barahona.

Guatemala

- 25 February 2014, Guatemala City: DOI-ITAP assisted the National Committee for Protected Areas (CONAP), CITES administrative authority, in conducting a national-level workshop to discuss with relevant government institutions the processes to implement the new CITES Appendix-II shark listings. The institutions defined the actions to be taken for the regulation, control, and procedures for the export and import of these species beginning in September 2014. A series of meetings were planned to continue working together inter-institutionally.
- May 2015, Guatemala City: DOI-ITAP developed and supported a 2-day workshop to provide an overview of CITES and wildlife inspection techniques to Guatemalan Customs, border protection, and inspection officials. Technical experts: USFWS Office of Law Enforcement, DOI-ITAP, and the Guatemalan National Committee for Protected Areas (CONAP).

Honduras

- 2013-2014, Tegucigalpa: DOI-ITAP assisted Honduran CITES authorities in developing and establishing an automated CITES permit tracking system, increasing efficiency and fraud detection while reducing workload and data errors for government officials.
- April 2015, La Cieba: DOI-ITAP developed and supported a 2-day workshop to provide an overview of CITES and wildlife inspection techniques to Honduran Customs, border protection, and inspection officials. Technical experts: USFWS Office of Law Enforcement and DOI-ITAP.

Nicaragua

- DOI-ITAP was not able to use funding to support the Government of Nicaragua during this period.

Multi-national and Regional

- September 2013, San Salvador, El Salvador: DOI-ITAP supported a 4-day intensive workshop to provide training on numerous aspects of CITES NDFs, such as risk assessment, methodology, information and data needed, and other considerations and guidelines in formulating an NDF. Participating countries: Colombia, Costa Rica, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Panama, and Peru. Technical experts: USFWS, the CITES Secretariat, UNEP-WCMC, OSPESCA, and Traffic.
- March 2014: DOI-ITAP worked with UNEP-WCMC to develop a CITES Trade Data Analysis report for Central America and the Dominican Republic. The companion web site to this report in Spanish: <http://citescentroamerica.unep-wcmc.org/wordpress/spanish/> In English: <http://citescentroamerica.unep-wcmc.org/wordpress/english/>.
- March 2014 in Guatemala City, Guatemala: DOI-ITAP, USFWS, and the CITES Secretariat supported a 2-day workshop focused on developing national and potentially regional CITES NDFs for hammerhead and other shark species. DOI-ITAP also supported a 1-day training session on use of CITES databases and an overview of the recently completed CITES Trade Data Analysis report conducted by UNEP-WCMC. Participating countries: Costa Rica, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, and Panama. Technical experts: CITES Secretariat, USFWS, NMFS, IUCN, OSPESCA, and WCS.
- 25-27 November 2014, Santa Marta, Colombia: DOI-ITAP with the support of USFWS facilitated the participation of CITES authorities of Honduras and Costa Rica to the International Shark CITES Workshop: Joint Experiences and Strategies for Implementation of the Inclusion of Species in Appendix II. Participants from the region shared their progress on regional processes to define protocols for making NDFs, implementing strategies to ensure monitoring, and identification of species.
- January 2015, Guatemala City, Guatemala: DOI-ITAP, in conjunction with OSPESCA, USFWS, and Humane Society International supported a Regional Expert Consensus Workshop for the Procedures for Making Non-detriment Findings for Species of Sharks and Rays in Central American Integration System (SICA) member countries. Participating countries: Belize, Costa Rica, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Nicaragua, and Panama. A regional protocol on guidelines for the development of marine species NDFs was agreed upon

by the CITES scientific authorities and was presented to the board of OSPESCA for their review and implementation.

- 1 January 2013 - 30 June 2015, various locations: DOI-ITAP has provided judicial authorities (judges, prosecutors, and solicitors) training on CITES and the regulations promulgated for implementation in various CAFTA-DR countries within the framework of the Central American Wildlife Enforcement network (CAWEN, or ROAVIS in Spanish).

South America

Chile

- 1 January 2013 – 30 June 2015, Santiago and Valparaiso, Chile: In a CITES legislation support effort, DOI-ITAP helped contact 70 legislative stakeholders to inform them about the status of Chile's CITES-implementing legislation and potential challenges associated with Chile remaining in Category 2 status. These efforts helped to reactivate legislative discussion of the CITES bill 4 years after its original introduction to the Legislature. DOI-ITAP also served as a technical assistance resource to the CITES National Committee and others during each one of its legislative stages.
- June 2014, Santiago, Chile: DOI-ITAP sponsored a 4-day workshop on CITES Enforcement for 40 Chilean officials from a variety of agencies. Technical experts from USFWS Office of Law Enforcement and CITES offices provided presentations along with Chilean officials and CITES authorities. As a result of intensive working sessions, the group identified a series of best practices for inter-agency coordination protocols and species ID techniques in border controls.
- August 2014, Santiago, Chile: DOI-ITAP, in partnership with two leading agencies in marketing and strategic communication from Chile and the United States, delivered a multi-media campaign proposal to CITES national authorities. It aimed to call citizens' attention to protecting Chilean wildlife and increasing awareness about CITES among Chilean policy-makers. The campaign was valued at 80,000 USD and was financed through in-kind donations from both agencies.
- September 2014, Santiago, Chile: DOI-ITAP and the CITES National Committee of Chile sponsored a 1-day CITES seminar attended by over 100 government officials, policy makers, NGOs, and other relevant stakeholders to increase awareness of the value and importance of CITES. DOI-ITAP supported the participation of CITES Secretariat Communications and Outreach Officer Juan Carlos Vásquez and FWS Assistant Director for International Affairs Bryan Arroyo.
- October 2014, Valparaiso, Chile: DOI-ITAP supported the participation of CITES Secretariat Communications and Outreach Officer Juan Carlos Vásquez and USFWS Assistant Director for International Affairs Bryan Arroyo in a series of meetings with key Chilean congress members involved in re-introducing CITES implementation legislation, providing testimony to the Agricultural Commission of the Representatives' Chamber, and meeting with National Customs Service of Chile to discuss CITES enforcement issues.

- November 2014, Santiago, Chile: DOI-ITAP sponsored a ½-day seminar for a group of Chilean judges to familiarize and update them on CITES legislative and enforcement efforts in Chile.
- November 2014, Santa Marta, Colombia: DOI-ITAP funded the participation of three Chilean delegates in an international shark workshop sponsored by the Government of Colombia and held in Santa Marta, Colombia. Its goal was to evaluate the necessary monitoring and control mechanisms to ensure traceability of international trade in products (fins and meat) of shark species listed in CITES Appendix II, and to define strategies for the development of NDFs on newly listed shark species.
- 10 December 2014, Santiago, Chile: DOI-ITAP delivered a total of 40 CD-ROMs to national authorities with audio-visual material about CITES and DOI-ITAP technical assistances projects executed during 2014 about CITES capacity building. These CDs will support independent training initiatives within Chilean Government agencies.

Multinational Species Conservation Funds: The Multinational Species Conservation Funds consist of five programs created to fulfill direct congressional mandates to conserve populations of and habitats for African elephants, Asian elephants, great apes, rhinoceroses and tigers, and marine turtles. These programs involve CITES-listed species: the African Elephant Conservation Act of 1989, Rhinoceros and Tiger Conservation Act of 1994, Asian Elephant Conservation Act of 1997, Great Ape Conservation Act of 2000, and Marine Turtles Conservation Act of 2004. These programs provide direct support to range countries through broad-based partnerships with national governments, NGOs, and other private entities for on-the-ground activities to conserve these species and their habitats. USFWS administers the Multinational Species Conservation Funds. During the period from January 2013 through June 2015, USFWS granted a total of 19,992,482 USD for various international projects focused on the conservation of African and Asian elephants, rhinoceroses, tigers, great apes, and marine turtles. Listed below is a breakdown of the funding by grant program:

African elephant:	38 projects totalling 2,959,899 USD in funding
Asian elephant:	86 projects totalling 4,448,448 USD in funding
Rhinoceros & tiger:	96 projects totalling 5,264,872 USD in funding
Great ape:	61 projects totalling 3,701,856 USD in funding
Marine turtles:	100 projects totalling 3,617,408 USD in funding

D7. Collaboration/co-operative initiatives

U.S. CITES Export Tagging Program: The United States cooperates with its States and Indian Tribes in utilizing a tagging program for the export of skins of the following Appendix-II species: bobcat (*Lynx rufus*); river otter (*Lontra canadensis*); Canada lynx (*Lynx canadensis*); gray wolf (*Canis lupus*); brown bear (*Ursus arctos*); and American alligator (*Alligator mississippiensis*). During the reporting period, USFWS approved the State of Montana’s request to annually export up to 200 gray wolf hides/skins. This approval was for one year, with renewal conditional upon compliance with tagging and reporting conditions.

USFWS initiated this program over 30 years ago to streamline their CITES permit issuance process for the export of skins of these species. USFWS currently cooperates with 48 States and 30 Indian Tribes that have instituted approved harvest programs. USFWS approves a State or Indian Tribe for inclusion in the CITES Export Tagging Program when it can make the two CITES findings based on that State's or Tribe's harvest program and enforcement regime. Each approved State or Tribe applies CITES tags, provided by USFWS, to new skins of approved species taken in that State or Tribe and intended for export from the United States. The tags serve as evidence that the skins were legally taken and that their export will not be detrimental to the survival of the species.

During 2013, USFWS issued nearly 780,000 tags, and during 2014, the USFWS issued over 735,000 tags. During the reporting period, USFWS approved into the program one Tribe for exports of river otter and six Tribes for exports of bobcat.

U.S. CITES American ginseng export program: In implementing the CITES Appendix-II listing of American ginseng (*Panax quinquefolius*), USFWS works closely with other Federal agencies and the 25 U.S. States and one Tribe that have approved American ginseng export programs. The State and tribal natural resource and agricultural agencies are responsible for managing this species on State, tribal, and private lands within their jurisdiction. The USFS and the National Park Service manage the species on Federal lands. Subsequently, USFWS relies on those State, tribal, and Federal agencies to provide information on legal and illegal harvest of American ginseng, the status of the species in the wild, and population trends. Using the information received annually from the States and Tribes, USFWS is able to make State and tribal-wide legal acquisition and non-detriment findings. This approach allows USFWS to streamline its evaluation of CITES permit applications to export American ginseng roots from the United States. During the reporting period, USFWS regularly communicated with the States and Tribes on issues related to American ginseng, including revision of State and tribal ginseng management regulations and administrative changes to the State and tribal programs.

CITES Plant Rescue Center Program: USFWS established the CITES Plant Rescue Center Program in 1978 in response to the need to care for live CITES-listed plants legally abandoned or forfeited to the U.S. Government due to non-compliance with the import/export requirements of the Convention. USFWS administers this program in cooperation with APHIS, the U.S. inspection agency for live CITES-listed plants entering the United States. Currently, 84 institutions cooperate as volunteer plant rescue centers. All of the cooperating rescue centers are public botanical gardens, arboreta, zoological parks, or research institutions, and are either government entities or governmentally or privately funded non-profit entities. During 2013, APHIS confiscated 31 shipments of live plant material that were in violation of CITES. These shipments contained a total of 6,695 plants. The 31 shipments assigned to plant rescue centers contained 3,864 orchids, 2,343 aloes, 411 cacti, 27 euphorbias, 27 pitcher plants, and 8 tree ferns. During 2014, APHIS confiscated 28 shipments of live plant material that were in violation of CITES. These shipments contained a total of 3,985 plants and 16 cactus skeletons. The 26 shipments assigned to plant rescue centers contained 2,693 cacti, 1,113 euphorbias, 112 orchids, 50 podophyllums, 11 succulents, 3 tillandsias, and 2 cycads, 2,343 aloes, 27 pitcher plants, and 8 tree ferns, plus 14 cactus skeletons.

USFWS participates in Wood Summit: A representative of the U.S. Management Authority participated in the Fifth Bi-Annual Wood Summit on 7 May 2015, hosted by the C. F. Martin & Co., Inc. at the company's headquarters in Nazareth, Pennsylvania. Topics on the agenda ranged from the

regulation of international trade in CITES-listed timber species and Lacey Act Due Care to DNA Chain of Custody tracking and alternative material sourcing.

USFWS participates in European Regional CITES Plants Meeting: A representative of the U.S. Management Authority participated in the IX European Regional CITES Plants Meeting, held in Wageningen, the Netherlands, in November 2014. The U.S. representative participated in discussions on plant issues of interest to the European region and gave presentations on the progress of work in the Standing Committee Working Group on Annotations and initiatives and challenges in the United States related to implementation of CITES tree species listings.

20th North American Trilateral Meeting (April 2015): The CITES Table met during the 2015 annual meeting of the Canada/Mexico/United States Trilateral Committee for Wildlife and Ecosystem Conservation and Management, held April 2015, in San Diego, California. Much of the work of the CITES Table focuses on regional coordination in preparation for CITES meetings. Topics addressed included evaluation of the Review of Significant Trade, the periodic review of the Appendices, listing annotations, implementation of CITES listings for timber species, implementation of CITES for marine species, illegal trade of *Totoaba macdonaldi*, and the U.S. Executive Order on Combating Wildlife Trafficking.

Association of Fish and Wildlife Agencies (AFWA) workshop: In partnership with USFWS, a workshop was convened by AFWA in January 2014 to discuss management measures and the conservation status of the paddlefish (*Polyodon spathula*). Representatives from 20 U.S. State Fish and Wildlife Agencies and three USFWS regions attended. The primary outcome of the workshop was an agreement that paddlefish should be managed by river basins, rather than individually by each State. The Lower Mississippi River Basin States previously developed a management plan for paddlefish in Alabama, Arkansas, Mississippi, and Tennessee, which may serve as a model for management of the species on a multi-state level. In an effort to implement recommendations that came out of the workshop, the States have begun to age paddlefish. Aging data is needed for the models the States anticipate to develop in order to inform paddlefish management and set regulations. The aging data should be available by August 2015. Also, the commercial paddlefish States continue to advance the development of basin-wide management plans and look for ways to provide the funds needed to manage paddlefish.

National Assessment of Non-Timber Forest Products (September 2014): The USFS sponsored this stakeholders meeting to inform policy options and identify information gaps that can limit effective decision making in the sustainable harvest and management of non-timber forest products (NTFPs). A segment on CITES and NTFPs was presented by a representative of the U.S. Scientific Authority, as part of in-depth discussions of the major issues affecting NTFPs (e.g., ecology, culture, economics, and regulations). NTFPs include the more than 200 medicinal plants that are listed in the CITES Appendices, along with numerous plant species used for food, wax, fragrances, and horticulture. The meeting represented one of the first national, “all-lands” meetings to bring together multiple disciplines from Federal and non-Federal entities to focus exclusively on NTFPs, and will result in the publication of a comprehensive national assessment of NTFPs and impacts from climatic variability and change (anticipated publication early 2016).

Chambered nautilus meeting: NMFS and USFWS hosted a meeting on 4-5 June 2014, in Silver Spring, Maryland, with several chambered nautilus species experts. The goal of the meeting was to bring these experts together to share and discuss recent and historical, biological and trade data. This species has been recommended for listing in the CITES Appendices in the past; however, to-date there has been a lack of biological and trade information on the species.

AZA meeting: The U.S. CITES Authorities participated in the mid-year meeting of the AZA held in Columbia, South Carolina, on 21-27 March 2015. The meeting included a workshop on CITES permitting requirements for the export and/or import of animals.

National seed strategy: The U.S. Scientific Authority is participating in the development of a U.S. national seed strategy to improve coordination between Federal and non-Federal land managers to conserve, restore, and rehabilitate native landscapes, ecosystems, and plant communities that are increasingly impacted by fire, development, encroachment from invasive species, or climate change. Of particular interest to U.S. CITES authorities are opportunities to coordinate with the variety of botanical experts (including plant geneticists, rare plant specialists, and restoration ecologists) to explore prospects for germplasm conservation and restoration for U.S. native CITES-listed plant species. The National Seed Strategy for Rehabilitation and Restoration 2015-2020 is near completion and is expected to be publicly released soon.

CITES-listed pollinators and pollinator health strategy: Through the Pollinator Partnership, a diverse set of partners who promote pollinator conservation and education, the USFWS raises the visibility of CITES-listed plants and animals that depend on pollination. Several animal species involved in pollination or seed dispersal, including bats, beetles, butterflies, hummingbirds, marsupials, primates, rodents, and treeshrews are regulated under CITES and are variously traded for consumption, for the pet trade, and for collectors, among other trade activities.

During U.S. National Pollinator Week in 2013, USFWS developed a social media campaign to raise awareness of CITES-listed pollinators and outreach material featuring such pollinators as hummingbirds (family Trochilidae; Appendix II) and pollinated plants such as Appendix-II listed saguaro cactus (*Carnegiea gigantea*; Appendix II). The featured species for National Pollinator Week in 2014 were orchids (family Orchidaceae; Appendix I and II), and carnivorous plants in 2015 (including Appendix-II *Sarracenia* spp. and *Dionaea muscipula*).

In May 2015, the United States released a comprehensive pollinator health strategy to outline needs and priority actions to better understand pollinator losses and improve pollinator health. The Strategy to Promote the Health of Honey Bees and Other Pollinators and accompanying Research Action Plan, written by an interagency task force at the direction of U.S. President Obama, can be accessed at <https://www.whitehouse.gov/blog/2015/05/19/announcing-new-steps-promote-pollinator-health>. More at: <http://www.fws.gov/pollinators/>

Criminal investigations training in Africa: In response to the wildlife poaching crisis in Africa, the USFWS Office of Law Enforcement presented comprehensive criminal investigations training programs in both June 2013 and August 2013 at the U.S. State Department's International Law Enforcement Academy in Gaborone, Botswana. A total of 65 officers from 10 sub-Saharan African nations – Botswana, Cameroon, Democratic Republic of the Congo, Gabon, Kenya, Namibia, Republic of the Congo, South Africa, Tanzania, and Zambia – completed the intensive two-week course.

Anti-smuggling training in Asia: In the fall of 2013, USFWS law enforcement officers helped conduct an anti-smuggling training program hosted by the Department of Homeland Security in Bangkok, Thailand. They provided courses on CITES, surveillance, controlled deliveries, and crime scene processing to 40 participants from the Royal Thai Police; Royal Thai, Laotian and Myanmar Customs; Thailand's Attorney General's Office; INTERPOL; the FREELAND Foundation; and the Association of Southeast Asian Nations Wildlife Enforcement Network.

Transnational Organized Crime Rewards Program: The first reward offered under this new U.S. program (which was created by Congress in 2013) was related to wildlife trafficking. In November 2013, the U.S. Department of State announced that the United States was offering up to 1 million USD reward for information leading to the dismantling of the Xaysavang Network. Based in Laos – with affiliates in South Africa, Mozambique, Thailand, Malaysia, Vietnam, and China – the Xaysavang Network facilitates the killing of endangered elephants, rhinos, and other species for products such as ivory.

Wood identification workshop in Nicaragua: The USFS sent an expert from its Forest Products Lab to Nicaragua in 2013 to deliver a wood identification workshop using the USFS' Central America wood identification manual. The workshop in Nicaragua had approximately 40 attendees from local government and universities.

USFWS senior special agent/international attache program: The USFWS Office of Law Enforcement created the first-ever program for stationing wildlife special agents at U.S. Embassies as international attaches to coordinate investigations of wildlife trafficking and support wildlife enforcement capacity-building. The first posting was effective January 2014 at the U.S. Embassy in Bangkok. USFWS will hire and recruit four additional agent/attaches over the course of 2014. Plans call for two postings in sub-Saharan Africa; one in South America; plus one additional posting in Asia.

International investigative liaison: During the reporting period, USFWS Office of Law Enforcement staff completed a 3-month detail focused on investigative coordination in Bangkok, Thailand; spent three weeks in Togo providing investigative assistance to enforcement authorities there; made multiple trips to the Philippines to help that nation develop a wildlife law enforcement database capability; and met with counterparts in South Africa and Namibia on investigative strategies and coordination.

CITES enforcement assistance to Viet Nam: In response to a request by Viet Nam's CITES Management Authority for assistance with wildlife trade enforcement, a forensic scientist from the USFWS Forensics Laboratory was selected by the U.S. State Department and USFWS for a Science Fellowship in Viet Nam during the summer of 2013, to work with Viet Nam's Management Authority to share the U.S. experience with wildlife trade enforcement, and to provide recommendations to increase the effectiveness of CITES enforcement in Viet Nam.

Targeting capacity enhanced: In March 2013, the USFWS Office of Law Enforcement expanded its abilities to target illegal wildlife shipments by joining 10 other Federal agencies with border management or import safety responsibilities as a member of the Commercial Targeting and Analysis Center in Washington, D.C. Two USFWS employees will be part of an interagency group of trade and intelligence analysts at the Center, which facilitates information sharing and collaboration across U.S. border enforcement agencies.



IWC

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21 November 2017

Mr. Secretary and Mr. Deputy Director,

As the International Liaison for International Wildlife Crimestoppers and as a Director of Texas Operation Game Thief appointed by the Director of Texas Parks and Wildlife, I am brutally aware of the impact of poaching on global wildlife. Unfortunately I am also aware of the massive negative impact of emotional knee jerk policy decisions that ignore the facts and the proven positive effects of science based wild life management. I won't go into the specifics as your department has already made its determination based on the range country's respective studies as well as your own and because those opposing this is are now making this about emotion, not science.

IWC represents global wildlife law enforcement officers that not only enforce the law, but I can say with surety, each and every one, no matter what part of the word, is committed to seeing wildlife thrive. The law that we are all sworn to uphold is, with few exceptions, based on proven science to the benefit of all. That is how these determinations were made, with science, and that is what we support. Being that we represent ALL stakeholders we represent a unique moral authority in that our members and associates collectively place their lives on the line every day around the world protecting those resources for all.

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Therefore we strongly support the USFW determinations and we ask that you please do not allow these new determinations permitting the importation of legally hunted Elephant and Lion trophies to be reversed or postponed.

I am sure that you are aware of the facts and the falsehoods involved but here are some things to be aware of:

TALKING POINTS IN SUPPORT OF ELEPHANT TROPHY IMPORTS FROM ZIMBABWE AND ZAMBIA

ELEPHANT TROPHY IMPORTS HAVE NEVER BEEN “BANNED,” AND THE POSITIVE ENHANCEMENT FINDINGS ARE BASED ON THE BEST AVAILABLE INFORMATION RECEIVED IN 2014-2016

- **There has been no “ban” on elephant trophy imports. In April 2014, the U.S. Fish and Wildlife Service (FWS) “suspended” the import of elephant trophies from Zimbabwe due to a lack of information. Zimbabwe’s Parks and Wildlife Management Authority (ZPWMA) responded to two questionnaires from the FWS in April 2014 and December 2014. However, in March 2015, the FWS extended the suspension, finding information was still lacking. The negative enhancement finding dated March 2015 repeatedly affirmed, “The suspension ... could be lifted if additional information on the status and management of elephants in Zimbabwe becomes available, including utilization of revenue generated through sport-hunting by U.S. hunters, which satisfies the conditions of the 4(d) special rule under the ESA.” In July 2015, May 2016, and November 2016, ZPWMA responded to additional FWS questions. The November 2017 positive enhancement finding is based on these later responses and thousands of pages of supporting documents, including Zimbabwe’s National Elephant Management Action Plan, 2014 countrywide elephant population surveys, 2014-2016 actual and projected budget data, 2014 and 2015 offtakes and 2016 quota data, 2014-2016 CAMPFIRE data, and much more.**
- **Issuing import permits for elephant trophies from Zimbabwe was not a political decision by this Administration. In September 2016, before the election occurred, the FWS had already indicated to ZPWMA that the suspension would be lifted. ZPWMA was told by the Chief of Permits that the FWS needed “only one more piece of information,” a prioritization of the new Elephant Management Plan, before the negative enhancement finding could be reversed. That prioritization was provided on November 8, 2016, before the election results were in. At the end of 2016, the FWS should have made the positive enhancement finding, but was admittedly sidetracked by an influx of thousands of new permit applications due to the listing of rosewood (used extensively in musical instruments and furniture) on the CITES Appendixes effective January 2017.**
- **Similarly, there has been no “ban” on the import of elephant trophies from Zambia. In October 2011, the FWS made a positive enhancement finding to authorize the import of regulated elephant hunting trophies from Zambia. However, 2013 and 2014, Zambia’s wildlife authority suspended hunting to obtain more current wildlife population information. In 2015, Zambia’s government lifted the hunting suspension, and set a conservative quota of 80 elephant. In August 2016, the Chief of Permits sent an email indicating that the**

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FWS was trying to issue import permits for elephant trophies from Zambia before the CITES Conference of the Parties in September 2016, based on an April 2015 Non-Detriment and Enhancement Finding the FWS received from Zambia's wildlife authority. However, the FWS ran out of time. At the Conference of the Parties, the Chief of Permits indicated that elephant permits from Zambia would likely issue before the end of the year. Again, because of the new rosewood permits, that enhancement finding was put on a back burner.

ZIMBABWE'S ELEPHANT POPULATION IS THE SECOND-LARGEST IN AFRICA

- In 1900, it was estimated that Zimbabwe had a national population of 4,000 elephant. Since then, the population has grown to over 82,000 (a twenty-fold increase). The current population is double the target national population established in the 1980s, almost 40% larger than in 1992, when the FWS determined to maintain the Endangered Species Act (ESA) "threatened" listing, and almost 20% larger than in 1997, when the last positive enhancement finding was made (before November 2017). Elephant sub-populations in Zimbabwe are generally considered stable or increasing.
- North-West Matabeleland: This population is estimated at 54,000, and is most densely located in Hwange National Park (45,000 elephant). In 1928, the estimated elephant population in Hwange was 2,000.
- Sebungwe: This population is estimated at 3,500 and has declined since 2001 due to human population expansion into a previously unsettled area. The human population exploded from 45,000 in 1950 to over 700,000 in 2013, which explains the decline in the elephant population. Due to the expansion of human settlement and unlike other major elephant ranges in Zimbabwe, the habitat in this area is fragmented.
- Mid-Zambezi Valley: This area has an estimated elephant population of about 12,000. That population declined since the 2001 countrywide survey, and it is believed the decline is due to cross-border poaching and perhaps, the cross-border movement of elephants during the survey. Anti-poaching is a major component of the Zambezi Valley/Mana Pools Regional Elephant Management Action Plan, and recently the area has been chosen as a CITES MIKES site with an ongoing project.
- South-East Lowveld: Most of this population inhabits Gonarezhou National Park, whose population has been growing consistently at 5% per annum over 20 years. This region's sub-population is estimated at 13,000 elephant between the Park, surrounding communal areas, and nearby private conservancies.

ZAMBIA'S ELEPHANT POPULATION IS STABLE

- Zambia's elephant population inhabits seven sub-regions covering National Parks and Game Management Areas. According to the 2016 African Elephant Status Report, Zambia's elephant population is estimated at over 21,000. This is generally considered stable over the past 25 years, and is stable compared to Zambia's

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population in 1992, when the FWS determined to maintain elephant as “threatened” listed. However, several population surveys indicating an estimate closer to 30,000 were not included in the 2016 African Elephant Status Report, and Zambia’s wildlife authority estimates the country’s population at more than 30,000.

ELEPHANT HUNTING OFFTAKES IN ZIMBABWE ARE SUSTAINABLE

- **Zimbabwe maintains a CITES export quota of 1,000 tusks from 500 bull elephants. A national quota of 500 elephants represents only 0.6% of a population of 82,630 elephant. Actual hunting offtakes are considerably lower, have a negligible impact on the overall population rate, and have declined in the past three years due to the import suspension.**

Average Hunting Offtakes 2010-2013 (% of Total Elephant Population): 228 (0.276%)

2013 Hunting Offtakes (% of Total Elephant Population): 258 (0.312%)

2014 Hunting Offtakes (% of Total Elephant Population): 162 (0.196%)

2015 Hunting Offtakes (% of Total Elephant Population): 75 (0.091%)

ELEPHANT HUNTING OFFTAKES IN ZAMBIA ARE NEGLIGIBLE

- **In 2013 and 2014, Zambia suspended regulated tourist hunting to obtain a better sense of national wildlife population trends. In 2015, Zambia set a conservative export quota of 160 tusks from 80 bull elephants. Zambia maintained the quota of 80 elephants in 2016 and 2017. A national quota of 80 elephants represents less than 0.4% of a population of 21,967 elephant. Actual hunting offtakes are negligible and have no impact on the national population rate.**

2015 Hunting Offtakes (% of Total Elephant Population): 3 (0.014%)

2016 Hunting Offtakes (% of Total Elephant Population): 12 (0.055%)

ELEPHANT MANAGEMENT IN ZIMBABWE IS GUIDED BY APPROPRIATE LEGISLATION AND A STATE-OF-THE-ART MANAGEMENT PLAN

- **Governing Law: The Zimbabwe Parks and Wild Life Act provides the regulatory mechanism for ZPWMA and its programs. The Act created ZPWMA as a parastatal authority apart from the central government and established a separate fund, apart from the Central Treasury, to sustain ZPWMA’s operations. The Act sets harsh penalties for elephant-related offenses, and was amended in 2010 to impose a nine-year minimum sentence for the first offense of elephant poaching. Under the Parks and Wild Life Act, Rural District**

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Councils and other land holders are granted “appropriate authority” to benefit directly from wildlife. Under this legislation, land holders are encouraged to maintain and increase wildlife populations because they retain the benefits of sustainable use of that wildlife.

- **Elephant Management Plan:** Elephants are managed according to the Zimbabwe National Elephant Management Plan (2015-2020). The plan incorporates specific action items, deliverables, deadlines, and responsible parties. It is an adaptive management plan utilizing prioritization of targets measured by key components, strategic objectives, and outputs. The plan focuses on five major components: Protection and Law Enforcement; Biological Monitoring and Management; Social, Economic, and Cultural Framework; Building Conservation Capacity; and Program Management. The National management plan is supplemented by four regional plans that utilize the same framework to address the unique challenges for each major elephant range in Zimbabwe. Zimbabwe’s elephant management planning process was kicked off by the FWS’ elephant trophy import suspension. ZPWMA held a year of stakeholder planning workshops, including a preparatory meeting of representatives from CAMPFIRE in November 2014; a national elephant management planning workshop in December 2014; an elephant management planning and anti-poaching workshop in Mana Pools (Zambezi Valley range) in March-April 2015; an elephant management planning workshop in the Sebungwe range in May 2015; and an elephant management planning workshop in the South East Lowveld range in September 2015.

ELEPHANT HUNTING IN ZIMBABWE GENERATES CONSERVATION BENEFITS THAT SATISFY THE “ENHANCEMENT” STANDARD: Although hunting offtakes are negligible, elephant hunting fees create extensive conservation incentives in Zimbabwe.

- **Habitat:** Hunting areas in Zimbabwe represent ~130,000 km² of protected habitat. This represents over four times the size of Zimbabwe’s National Parks (~28,000 km²). Healthy elephant populations require large tracts of habitat; the areas set aside for regulated hunting are therefore essential to the elephant’s continued survival.
- **Management and Enforcement Revenues:** Revenues generated from tourist hunting conducted on state lands comprised approximately 20% of ZPWMA’s revenue stream in 2014. Over \$6.2 million in trophy fees came from elephant hunts, with \$5 million accruing to ZPWMA to reinvest in elephant protection and species management. Over 50% of that revenue came from U.S. clients. Almost 80% of ZPWMA’s operating budget is allocated towards law enforcement in the form of staff costs and patrol provisions. ZPWMA employs 1,500 active field rangers. Put simply, hunting revenues support anti-poaching efforts across Zimbabwe’s elephant range—and this is largely paid for by American elephant hunters.
- **Operator Anti-Poaching:** In addition to supporting ZPWMA’s enforcement capacity, hunting operators deploy their own anti-poaching units to police the Safari Areas and fund community game scouts in CAMPFIRE Areas. For example, a small sample of 14 individual operators surveyed by the Safari Operator Association of Zimbabwe spend \$957,843 on anti-poaching in 2013 and deployed 245 anti-poaching

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scouts. One specific operator, Charlton McCullum Safaris (CMS) in the Dande Safari Area and Mbire Communal Area, spends on average \$80,000-\$90,000 in patrol and equipment costs and anti-poaching rewards. From 2010 to 2016, CMS' efforts led to an 82% decline in elephant poaching in an import border region. As another example, the Save Valley and Bulyebe Valley Conservancies together spend over \$1 million on anti-poaching each year. These anti-poaching efforts are funded predominately by hunting revenue, and protect stable populations of elephant and the third-largest black rhino population in the world.

- **Regional Anti-Poaching:** According to the CITES "Monitoring the Illegal Killing of Elephants" (MIKE) program, poaching in the Southern African countries that allow regulated tourist hunting, including Zimbabwe, is lower than anywhere else on the continent and has never reached an unsustainable level. This stands in stark contrast to the West and Central African countries that do not rely upon tourist hunting as a conservation tool.
- **Community Benefits:** Zimbabwe's CAMPFIRE program is the pioneering community-based natural resource management program in Africa. The program allows rural communities to financially benefit from wildlife, thereby incentivizing the use of communal land as wildlife habitat, and the protection of wildlife in the form of increased tolerance of destructive wildlife. An estimated 77,000 households rely on CAMPFIRE benefit from CAMPFIRE. 90% of CAMPFIRE revenue is generated from regulated hunting, and 70% of this comes from elephant hunting. Thus, prior to the import suspension, elephant hunting generated over \$1.6 million per year for CAMPFIRE communities and was reinvested in the construction of classrooms and clinics, the installation of water infrastructure and solar powered facilities, the purchase of vehicles for anti-poaching support, compensation for destruction of crops or livestock by dangerous game, and other benefits that improve the livelihoods of the rural communities living in CAMPFIRE Areas. These benefits offset the damage caused by game species: from 2010 to 2015, elephant destroyed 7,495 hectares of crop fields in CAMPFIRE communities and claimed the lives of approximately 40 people.

ELEPHANT MANAGEMENT IN ZAMBIA IS UP-TO-DATE AND GENERATES SUBSTANTIAL BENEFITS TO ENCOURAGE RECOVERY OF THE SPECIES

- **Governing Law:** The Zambian Wildlife Act No. 14 of 2015 is the guiding legislation for elephant protection and management. This cutting-edge law consolidated the prior wildlife authority into a government Department of National Parks and Wildlife (DNPW), to address the funding concerns and shortfalls experienced by the prior authority. DNPW is made up of a Wildlife Law Enforcement Unit with over 1,250 rangers; a Conservation Unit; an Infrastructure Development Unit; and a Community-Based Natural Resource Management Unit to oversee the development of conservation planning in Game Management Areas.
- **Management and Enforcement Revenues:** Between 2010 and 2012, regulated hunting revenues accounted for approximately 32% of the operating budget funding for Zambia's wildlife authority. With a potential to generate nearly \$1 million in elephant hunting fees, in 2015 and 2016, these fees totaled only \$150,000, due

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mainly to import restrictions. This amount was divided between DNPW and the Community Resource Boards in Game Management Areas (GMA). DNPW uses this revenue for range salaries and resource protection, as well as management surveys, staff training, and other activities. Approximately 75% of DNPW's expenditures are for anti-poaching, and Zambia's Wildlife Law Enforcement Unit conducted over 10,500 anti-poaching patrols in 2015, involving an average of 5,878 staff per quarter and 237,028 patrol days.

- **Habitat:** Hunting areas in Zambia (~180,000 km²) provide almost three times the amount of protected habitat compared to the country's National Parks (~64,000 km²).
- **Community Benefits:** In GMAs, elephant license fees are divided equally between the DNPW and the GMA's Community Resource Board, and 20% of concession fees also accrue to the Board. In 2015 and 2016, approximately \$1.36 million in hunting fees was distributed to the Boards, as well as \$10,000 per concession paid by the hunting operator. Under the new Wildlife Law, Boards must invest those funds as follows: 45% towards wildlife protection and patrols, 35% towards community improvement projects such as construction of schools, clinics, and water infrastructure, and 20% towards administrative costs. Written concession agreements between the operators, DNPW, and the community Boards usually obligate the concessionaire to make further communities investments, such as constructing a classroom and paying a teacher's salary. Operators in 13 blocks were obligated to spend over \$1.1 million in community infrastructure development and 3.4 million in community lease and other payments for the duration of their leases.
- **Game Meat Distributions:** Moreover, under Zambian law, at least 50% of harvested game meat must be donated and distributed to local communities. A 2015 study found that operators in three GMAs contributed an average of 6,000 kilograms of harvested meat per season, and estimated that operators across all GMAs could provide ~130 tons of much-needed protein annually. This reduces the incentive for bush meat poaching in these areas bordering and buffering Zambia's National Parks.
- **Operator Anti-Poaching:** Hunting operators' concession agreements with DNPW and the Community Resource Board identify mandatory anti-poaching obligations and expenditures. At present, 75 Boards employ over 750 wildlife scouts and 79 support personnel, at a monthly cost of over \$38,800. Those scouts are paid for by revenues from tourist hunting. A small sample of four operators spent over \$201,000 on anti-poaching in 2015, to fund community scouts and fund and equip their own operator anti-poaching teams. This anti-poaching support is largely paid for by U.S. hunters, as over half of all hunting clients in Zambia are from the U.S.

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[**Note:** Supporting documents for each of these points is available by contacting Conservation Force, cf@conservationforce.org. These Talking Points largely rely on the responses of ZPWMA and DNPW to FWS information requests and supporting documents provided as part of those responses as well as individual hunting operator enhancement reports, reports of the CAMPFIRE Association, and publicly available IUCN documents.]

Sincerely

A handwritten signature in black ink, appearing to read "E. Martin Markl III". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

E. Martin Markl III

International Liaison

International Wildlife Crimestoppers

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WEEKLY REPORT

DEPARTMENT OF THE INTERIOR U.S. Fish and Wildlife Service

November 8, 2017

Week Ahead Schedule of Meetings, Hearings and Travel

On November 13-17, Greg Sheehan is scheduled to visit with Dr. Hamisi Kigwangalla, Minister of the Natural Resources and Tourism, in Tanzania to discuss lion and elephant management strategies.

Week Ahead Announcement and Actions

On November 15, FWS will join the Environmental Protection Agency, Bureau of Indian Affairs, and NOAA Fisheries at an interagency meeting in Boston, Massachusetts, to discuss strategies to more consistently work with tribes to meet tribal trust responsibilities. The agencies will share respective policies to identify best practices and challenges, and areas where practices might be improved. The meeting is a result of conversations with New England tribes seeking more consistent and efficient coordination with federal agencies. This meeting is closed to press and is not controversial.

In November, FWS and USDA Wildlife Services plan to complete a NEPA Environmental Assessment that evaluates options for lethal take permits for cormorants at aquaculture facilities, among other circumstances, and publish a notice of availability in the *Federal Register*. In 2016, the U.S. District Court vacated two FWS depredation orders that previously allowed the lethal take of cormorants, citing inadequate NEPA documentation. FWS will review the science and options for lethal take permits involving cormorants and their potential damage to recreational and commercial fishing. Outreach is planned to include a bulletin when the *Federal Register* notice is published, and notifications to targeted stakeholders and members of Congress in affected districts. Aquaculturists blame cormorants for taking their fish, but some NGOs claim there is no scientific evidence that this impacts fish populations and that cormorants are being used as scapegoats for other issues. We anticipate this will be controversial due to public interest in lethal take, as well as the fact that this will go straight to final without opportunity for public comment.

In November, FWS plans to complete ESA findings regarding hunting programs in several African countries for lions and elephants, including determinations regarding whether imports of sport-hunted trophies will be authorized. For lions, FWS will complete findings for hunting programs in Mozambique to add to those already completed for Zambia and Zimbabwe. For elephants, FWS will complete a finding for the hunting program in Zambia (a positive finding has already been completed for Zimbabwe). FWS is also working on findings for lions and elephants in Tanzania and will meet with Tanzanian officials in November to discuss additional information needs. Notice of these findings will be posted on FWS' international program website as they are completed, but outreach is not planned. An if-asked statement has been prepared to respond to any inquiries regarding the positive enhancement findings for lions and Zambia elephants.

An additional sport-hunted trophy finding will be announced via a news bulletin for elephants imported from Zimbabwe. In 2014 and 2015, FWS was unable to determine that the hunting programs and subsequent imports of African elephant trophies from Zimbabwe met criteria under ESA regulations, so FWS could not authorize the issuance of import permits. After receiving information from Zimbabwe on a number of substantial improvements to their management program and elephant conservation efforts, FWS has determined that taking of African elephant trophy animals in Zimbabwe on or after January 21, 2016, (the date that Zimbabwe's new management plan was officially adopted) through 2017 would enhance the survival of African elephants, and import permits can be issued for these trophies.

Hot Topics

On November 1, FWS completed a biological opinion that concluded that implementation of the proposed Rock Creek Mine in northwest Montana is not likely to jeopardize the continued existence of the bull trout and will not result in the destruction or adverse modification of designated critical habitat for the bull trout. The Incidental Take Statement includes seven Reasonable and Prudent Measures and 17 Terms and Conditions FWS believes are necessary or appropriate to minimize the impacts of incidental take resulting from proposed actions. The measures and conditions focus on working with federal, state and local partners; implementing best management practices for the mining operations (e.g., siting of infrastructure, handling and treatment of materials); conducting a pre-project watershed assessment of water quality, habitat conditions, and bull trout status; implementing extensive monitoring programs to detect changes and allow for early adaptive management; and completing a risk assessment and responsive measures to minimize the risk of failure of the materials or facility. FWS also found no additional information that would require reinitiation of formal consultation on a 2006 biological opinion on grizzly bears.

On November 6, FWS's Pacific Region Office of Law Enforcement announced a \$5,000 reward for information leading to the arrest of the person(s) responsible for killing a federally protected gray wolf in south-central Oregon. On October 29, a radio collared male gray wolf known as OR-25 was found dead near Fort Klamath on Sun Pass State Forest. This is the third wolf that has been illegally killed in this area within the last year. Media interest in this story is likely. It may be controversial.

30-60-Day Look Ahead

On November 29, FWS and Forest Service representatives will meet in Cloudcroft, New Mexico, with private rancher who has grazed the Forest Service managed lands for a number of years and staffer from Representative Pearce's (R-NM) Office. Discussions to include development of a framework to address long-term land management practices that will benefit the New Mexico Meadow jumping mouse while meeting the needs of the rancher.

By the end of November, FWS plans to complete the final Mexican Wolf Recovery Plan. On December 20, FWS will meet with the New Mexico State Game Commission for importation and release of Mexican wolves. New Mexico is considering rejoining the recovery as a partner agency. Due to the high level of visibility and controversy on Mexican wolf recovery in general,

extensive outreach is ongoing, including personal phone calls, email reminders and updated web postings. FWS is under a court settlement agreement to complete the final plan by the end of

By the end of November, FWS plans to complete the final plan. The comment period for the draft revision of the Mexican Wolf Recovery Plan closed August 29. FWS received more than 101,009 comments (this number includes signed petitions). On August 23, the New Mexico State Game Commission (NMSGC) voted to support the recovery plan (6 to 1). The Arizona Game and Fish Department and New Mexico Department of Game and Fish are seeking clarification on the role the states will play in recovery and release of wolves. FWS met with the NMSGC chairman and the director of New Mexico Department of Game and Fish on September 7 to discuss moving forward with Mexican wolf recovery, including releases of Mexican wolves in New Mexico. The state is considering rejoining as a partner agency in Mexican wolf recovery. The chairman requested a presentation to the commission on permits for importation and release of Mexican wolves on December 20. Due to the high level of visibility and controversy on Mexican wolf recovery in general, extensive outreach is on-going, including personal phone calls, email reminders and updated web postings. Wolf update briefings include the following: FWS Southwest Regional Director had government-government consultation with the White Mountain Apache Tribe in Arizona on October 18. The Regional Director, ARD-ES, and Mexican Wolf Recovery Coordinator briefed the Department on the Mexican Wolf Recovery Plan on October 30. Additionally, the Regional Director convened a conference call with the Mexican Wolf Tribal Working Group on October 30, to discuss the Mexican Wolf Recovery Plan and made calls to chairmen and governors of Tribes and Pueblos most affected by Mexican Wolf Recovery on October 31. Additional follow-up briefings with members are being planned in mid-November. FWS is under a Court settlement agreement to complete the final plan by the end of November.

In December, FWS plans to publish in the *Federal Register* a draft 10-year General Conservation Plan (GCP) for Utah prairie dogs. Conservation plans such as the Utah prairie dog GCP are developed to allow for incidental take permit authorization for species listed under the ESA. The overall goal of the Utah prairie dog GCP is to reconcile prairie dog conservation with the development needs of local communities in southwest and southcentral Utah, and compensate for impacts to Utah prairie dogs. The GCP also includes a program to allow translocations of prairie dogs from already developed (or adjacent) properties to sites on federal or other protected lands, mirroring portions of the previous state prairie dog management plan. FWS developed the GCP in partnership with the state of Utah; Iron, Garfield and Beaver counties; USFS and BLM.

Endangered Species Act Listing/Delisting Actions

In November, FWS plans to send to the *Federal Register* a notice requesting public comment on both the Candidate Conservation Agreements with Assurances (CCAA) policy and the corresponding regulations. These notices will solicit public comments on the 2016 revised policy and regulations to determine if there are additional revisions, particularly to the CCAA standard, that will make the policy and regulations easier to implement for those entities choosing to participate in a CCAA. FWS does not expect significant opposition to this action and any media coverage is likely to be in specialist outlets and mostly neutral. Interested stakeholders include states, industry, and NGOs. Outreach will include a news release.

In November, FWS plans to send to the *Federal Register* 90-day petition findings for five species: the oblong rocksnail, sicklefin chub, sturgeon chub, tricolored bat, and Venus flytrap. As part of this batched finding we are publishing a correction to the 90-day finding for leopards that clarifies the range and the entity we are evaluating in our status review. 90-day findings are just the first step in a lengthy process and tend not to get significant media coverage except for the most high-profile species; however, for substantial 90-day findings, this action might be the first time stakeholders become aware that we are assessing the status of a species. All stakeholders will have ample opportunity to provide input into our eventual 12-month findings. A national news bulletin and congressional notifications are planned.

On or around November 17, FWS plans to send to the *Federal Register* a notice opening a 30-day public comment period seeking input on whether the recent D.C. Circuit Court of Appeals ruling, *Humane Society of the United States, et al. v. Zinke*, 865 F.3d 585, which overturned the Western Great Lakes wolf Distinct Population Segment (DPS) delisting, affects the June 30, 2017, final rule delisting the Greater Yellowstone Ecosystem (GYE) grizzly bear DPS and what, if any, further evaluation FWS should consider regarding the remaining grizzly bear populations. FWS will also describe the strategy to recover grizzly bears in the lower 48 states of the United States and provide a brief recovery update for each ecosystem. Interested stakeholder groups include the Interagency Grizzly Bear Committee (including federal, tribal, state and local government entities), agricultural producers, hunting groups and environmental groups. Plaintiffs in the current litigation over the delisting of the GYE grizzly bear population will strongly oppose this action. Planned outreach includes congressional and stakeholder notifications and possibly a news release.

On or around November 30, FWS plans to send to the *Federal Register* not warranted 12-month findings on petitions to list the blackfin sucker, Mohave shoulderband snail, white-tailed prairie dog and Woodville Karst cave crayfish. For most of the findings, FWS does not anticipate interest by stakeholders except for the petitioners, with the exception of the white-tailed prairie dog finding, which will be supported by the range states and may garner regional media attention. Planned outreach includes separate news releases for each region, many with supporting FAQs, and notifications to stakeholders and members of Congress. FWS is required by settlement agreement to submit the finding for the Mohave shoulderband snail to the *Federal Register* by November 30.

On or around December 6, FWS plans to send to the Federal Register a proposed listing determination for the Yangtze sturgeon, located in China. While there is no expected opposition to this determination, aquacultural businesses and countries including China may be concerned that the potential listing of this species will have an impact on other species that are traded internationally, such as the Amur sturgeon. Planned outreach includes a news release.

On or around December 14, FWS plans to send to the Federal Register a proposal to downlist the Borax Lake chub, which occurs in Oregon, from endangered to threatened. This action will likely receive the most interest at the local and regional level. Oregon Desert Fishes Working Group (Oregon Department of Fish and Wildlife, Bureau of Land Management, The Nature Conservancy, FWS) has been engaged and is supportive of this action. FWS will conduct

outreach to local and regional media, Congressionals and stakeholders, and is considering a joint announcement with the proposed delisting of the Foskett speckled dace. The date/week is not confirmed, as publication will be pending clearance by the Department. FWS does not expect opposition to this proposal.

On or around December 14, FWS plans to send to the Federal Register a proposal to delist the Foskett speckled dace, an endemic fish species in Oregon, from the Federal List of Endangered and Threatened Wildlife due to recovery. FWS will also make available the draft post-delisting monitoring plan. This action will likely receive the most interest at the local and regional level. Oregon Desert Fishes Working Group (Oregon Department of Fish and Wildlife, Bureau of Land Management, The Nature Conservancy, FWS) has been engaged and is supportive of this action. FWS will conduct outreach to local and regional media, Congressionals and stakeholders, and is considering a joint announcement with the proposed downlisting of the Borax Lake Chub. FWS does not expect opposition to this proposal. The target date/week is not confirmed, as publication will be pending clearance by the Department.

On or around December 14, FWS plans to send to the Federal Register a proposal to remove the Monito gecko, a reptile in Puerto Rico, from the List of Endangered and Threatened Wildlife due to recovery. It is protected in a natural reserve managed by the Puerto Rico Department of Environmental and Natural Resources that has no public access. The species' protections will remain in place after delisting, and there are only a few scientific research permits granted. This action is a conservation success story and is not expected to be opposed. The primary stakeholder is the Territory of Puerto Rico. Planned outreach will include a news release and web postings.

On or around December 14, FWS plans to send to the Federal Register a final listing determination and designate critical habitat for the Black Warrior waterdog, an amphibian in Alabama. FWS is designating 659 river miles as critical habitat. The costs of critical habitat are expected to be low. Stakeholders include Bankhead National Forest, the State of Alabama, Alabama Forestry Commission, National Alliance of Forest Owners, National Council for Air and Streams, Tennessee Valley Authority, Warrior-Tombigbee Waterways Association, Weyerhaeuser, Sierra Club, Black Warrior Riverkeeper, and the Center for Biological Diversity. FWS received several substantive comments expressing concern about the inclusion of unoccupied critical habitat. After reevaluating whether each proposed critical habitat unit was essential for the conservation of the species, FWS determined the unoccupied units did not meet that criterion. Removal of the unoccupied units in the final rule will reduce the level of concern among the interested parties. Planned outreach will include a news release and notifications to stakeholders and members of Congress. FWS is required by settlement agreement to publish the determination in the Federal Register by January 4, 2018.

On or around December 15, FWS plans to send to the Federal Register a proposed listing determination and proposed critical habitat designation for the Island marble butterfly, found in Washington. The proposed critical habitat designation includes approximately 812 acres. This action is not expected to be opposed and media coverage is expected to be neutral. Interested stakeholders include Xerces (the petitioner), federal partners including National Park Service and Bureau of Land Management, and state partners including Washington Department of Fish and Wildlife and Washington Department of Natural Resources, San Juan County Land Bank, the

San Juan Preservation Trust and local landowners. A news release to all interested parties and the media is planned.

On or around December 15, FWS plans to send to the *Federal Register* a final delisting the eastern puma (cougar) (historically known to exist in southeastern Ontario, southern Quebec, and New Brunswick in Canada, and a region bounded from Maine to Michigan, Illinois, Kentucky, and South Carolina in the eastern United States) from the list of endangered and threatened species due to extinction. Although FWS does not anticipate major public controversy with regard to the final rule, opposition to our conclusion of extinction may be expressed by advocates and advocacy organizations for puma and large predator conservation, and we can expect some national media attention. The best available information indicates that supposed recent sightings are cases of mistaken identity and escaped captive animals, and, rarely, dispersers from western puma populations. This rule will also acknowledge the current state of the North American puma taxonomy. Interested parties include the states within the eastern United States, the Humane Society of the United States, the Animal Legal Defense Fund, and the Cougar Network. A national news bulletin and congressional emails are planned.



United States Department of the Interior


FISH AND WILDLIFE SERVICE
International Affairs
5275 Leesburg Pike, MS: IA
Falls Church, VA 22041-3803

In Reply Refer To:
FWS/AIA/DMA

AUG 30 2017

Memorandum

To: The File

From: Chief, Branch of Permits 

Subject: Enhancement Finding for Wild and Wild-managed Lions Taken as Sport-hunted Trophies in South Africa for 2017 - 2019

After evaluating the available information from the Government of South Africa, other information available to the Service, and comments received from interested parties, the U.S. Fish & Wildlife Service (Service) has determined that permits for the importation of sport-hunted trophies of wild and wild-managed lions (*P. l. melanochaita*) from South Africa taken during the 2017, 2018, and 2019 calendar years **meet** the enhancement criteria under 50 CFR 17.32. Therefore, applications received for import of such specimens will be considered to have met this requirement. In accordance with the 4(d) rule for *P. l. melanochaita*, 50 CFR 17.40(r), the Service will review each application for import of such specimens on a case-by-case basis and each application will also need to meet all other applicable permitting requirements before it may be authorized. If the basis for this finding changes or the situation in South Africa in regards to wild and wild-managed lions changes before the end of 2019, the Service will re-evaluate this finding and may alter the finding to reflected new information available on wild and wild-managed lions in South Africa.

Governance of the Lion in the United States:

On October 29, 2014, the Service published in the Federal Register a finding that listing the African lion subspecies (*Panthera leo leo*) as a threatened species under the Endangered Species Act (Act) was warranted and proposed a rule under section 4(d) of the Act to provide conservation measures for the African lion. 79 Fed. Reg. 64472. On December 23, 2015, after fully considering the comments from the public and the peer reviewers on the proposed rule, the Service published in the Federal Register the final rule in which the taxonomic classification of the Asiatic lion (previously classified as *P. l. persica* and listed as an endangered species under the Act) was changed to *P. l. leo* (Asia and western, central and northern Africa) and listed as an endangered species, and the *P. l. melanochaita* (southern and eastern Africa) subspecies was listed as a threatened species with a rule under section 4(d) of the Act, which is set forth at 50 CFR 17.40(r) (USFWS 2015; 80 Fed. Reg. 79999). The effective date of this listing is January 22, 2016. Therefore, as of January 22, 2016,

the lion subspecies *Panthera leo melanochaita*, whose range includes South Africa, is listed as threatened under the ESA and is regulated under an ESA section 4(d) special rule [50 CFR 17.40(r)].

Section 9 of the Act and our implementing regulations at 50 CFR 17.21 and 50 CFR 17.31 set forth a series of general prohibitions that apply to all endangered and threatened wildlife, respectively, except where a 4(d) rule applies to threatened wildlife, in which case the 4(d) rule contains all the applicable prohibitions and exceptions. Under the 4(d) rule for *P. l. melanochaita*, all of the prohibitions under 50 CFR 17.31 apply to *P. l. melanochaita* specimens. These prohibitions, at 50 CFR 17.21 and 17.31, in part, make it illegal for any person subject to the jurisdiction of the United States to “take” (includes harass, harm, pursue, hunt, shoot, wound, kill, trap, capture, or to attempt any of these) within the United States or upon the high seas; import or export; deliver, receive, carry, transport, or ship in interstate or foreign commerce, by any means whatsoever, in the course of commercial activity; or sell or offer for sale in interstate or foreign commerce any lion specimens. It also is illegal to possess, sell, deliver, carry, transport, or ship any such wildlife that has been taken in violation of the Act. Permits may be issued to carry out otherwise prohibited activities involving endangered and threatened wildlife species under certain circumstances. Regulations governing permits for endangered species, such as *P. l. leo*, are codified at 50 CFR 17.22. Regulations governing permits for threatened species, such as *P. l. melanochaita*, are codified at 50 CFR 17.32.

In sum, under paragraph 50 CFR 17.40(r)(1), all the prohibitions and exceptions under 50 CFR 17.31 and 50 CFR 17.32 apply to *P. l. melanochaita*. Accordingly, the Service may authorize the import of a sport-hunted lion trophy from South Africa, but only if it first makes a finding that permitting the import of a trophy would enhance the survival of the species in the wild.

As we explained when finalizing the 4(d) rule for *P. l. melanochaita*, any person wishing to conduct an otherwise prohibited activity, including all imports of *P. l. melanochaita* specimens, must first obtain a permit under 50 CFR 17.32. As with all permit applications submitted under 50 CFR 17.32, the individual requesting authorization to import a sport-hunted trophy of *P. l. melanochaita* bears the burden of providing information in their application showing that the activity meets the requirements for issuance criteria under 50 CFR 17.32. In some cases, such as for import of sport-hunted trophies, it is not always possible for the applicant to provide all of the necessary information needed by the Service to make a positive determination under the Act to authorize the activity. In such cases, the Service may consult with the range country and other interested parties to the extent practicable to obtain necessary information. The Service has the discretion to make the required findings on sport-hunted trophy imports of *P. l. melanochaita* on a countrywide basis, although individual import permits will be evaluated and issued or denied for each application. While the Service may make enhancement findings for sport-hunted trophy imports of *P. l. melanochaita* on a countrywide basis, the Service encourages the submission of information from individual applicants. We rely on the information available to the Service and may rely on information from sources other than the applicant when making a permitting decision.

In evaluating the available data on lion hunting in South Africa, the Service is treating wild and wild-managed lions separately from lions that are not identified/confirmed as wild or wild-managed or are identified as captive-bred animals raised for hunting purposes since the management and oversight of these specimens is different within South Africa and, therefore, information relevant to the Service’s consideration of whether permitting the import of sport-hunted trophies of lions may

enhance the survival of the species in the wild is different between wild and wild-managed lions, and captive-bred lions in South Africa. A separate determination will be made for lions that are not identified as wild or wild-managed.

General considerations:

As we also explained when finalizing the 4(d) rule, our threatened species permitting regulations at 50 CFR 17.32 provide issuance criteria for threatened species permits (50 CFR 17.32(a)(2)), but do not specify what would constitute the enhancement of propagation or survival with regard to authorizing the import of parts or products of *P. l. melanochaita*, including sport-hunted trophies. Therefore, when making a determination of whether an otherwise prohibited activity enhances the propagation or survival of *P. l. melanochaita*, the Service examines the overall conservation and management of the subspecies in the country where the specimen originated and whether that management of the subspecies addresses the threats to the subspecies (*i.e.*, that it is based on sound scientific principles and that the management program is actively addressing the current and longer term threats to the subspecies). In that review, we evaluate whether the import contributes to the overall conservation of the species by considering whether the biological, social, and economic aspects of a program from which the specimen was obtained provide a net benefit to the subspecies and its ecosystem.

The Service will evaluate any application received that involves *P. l. melanochaita* in the context of enhancement of propagation or survival permitting in accordance with our threatened species permitting regulations at 50 CFR 17.32 and issuance criteria for threatened species permits (50 CFR 17.32(a)(2)). These include, in addition to the general permitting criteria in 50 CFR 13.21(b):

- (i) Whether the purpose for which the permit is required is adequate to justify removing from the wild or otherwise changing the status of the wildlife sought to be covered by the permit;
- (ii) The probable direct and indirect effect that issuing the permit would have on the wild populations of the wildlife sought to be covered by the permit;
- (iii) Whether the permit, if issued, would in any way, directly or indirectly, conflict with any known program intended to enhance the survival probabilities of the population from which the wildlife sought to be covered by the permit was or would be removed;
- (iv) Whether the purpose for which the permit is required would be likely to reduce the threat of extinction facing the species of wildlife sought to be covered by the permit;
- (v) The opinions or views of scientists or other persons or organizations having expertise concerning the wildlife or other matters germane to the application; and
- (vi) Whether the expertise, facilities, or other resources available to the applicant appear adequate to successfully accomplish the objectives stated in the application.

In addition to these factors, particularly in relation to sport hunting, we find the *IUCN Species Survival Commission (SSC) Guiding Principles on Trophy Hunting as a Tool for Creating Conservation Incentives, Ver. 1.0* (IUCN SSC 2012), to provide useful principles, which, considered in conjunction with our threatened species issuance criteria, will aid the Service when

making an enhancement finding for importation of sport-hunted trophies of *P. l. melanochaita*. This document sets out guidance from experts in the field on the use of trophy hunting as a tool for “creating incentives for the conservation of species and their habitats and for the equitable sharing of the benefits of use of natural resources” (IUCN SSC 2012, p. 2) and recognizes that recreational hunting, particularly trophy hunting, can contribute to biodiversity conservation and more specifically, the conservation of the hunted species.

The SSC document lays out five guiding principles that, considered in conjunction with our threatened species issuance criteria, will aid the Service when making an enhancement finding for importation of sport-hunted trophies of *P. l. melanochaita*:

(a) *Biological sustainability*: The hunting program cannot contribute to the long-term decline of the hunted species. It should not alter natural selection and ecological function of the hunted species or any other species that share the habitat. The program should not inadvertently facilitate poaching or illegal trade in wildlife by acting as a cover for such illegal activities. The hunting program should also not manipulate the ecosystem or its component elements in a way that alters the native biodiversity.

(b) *Net Conservation Benefit*: The biologically sustainable hunting program should be based on laws, regulations, and scientifically based quotas, established with local input, that are transparent and periodically reviewed. The program should produce income, employment, and other benefits to create incentives for reducing the pressure on the target species. The program should create benefits for local residents to co-exist with the target species and other species. It is also imperative that the program is part of a legally recognized governance system that supports conservation.

(c) *Socio-Economic-Cultural Benefit*: A well-managed hunting program can serve as a conservation tool when it respects the local cultural values and practices. It should be accepted by most members of the community, involving and benefiting local residents in an equitable manner. The program should also adopt business practices that promote long-term economic sustainability.

(d) *Adaptive Management: Planning, Monitoring, and Reporting*: Hunting can enhance the species when it is based on appropriate resource assessments and monitoring (e.g., population counts, trend data), upon which specific science-based quotas and hunting programs can be established. Resource assessments should be objective, well documented, and use the best science available. Adaptive management of quotas and programs based on the results of resource assessments and monitoring is essential. The program should monitor hunting activities to ensure that quotas and sex/age restrictions of harvested animals are met. The program should also generate reliable documentation of its biological sustainability and conservation benefits.

(e) *Accountable and Effective Governance*: A biologically sustainable trophy-hunting program should be subject to a governance structure that clearly allocates management responsibilities. The program should account for revenues in a transparent manner and distribute net revenues to conservation and community beneficiaries according to properly agreed decisions. All necessary steps to eliminate corruption should be taken and to ensure compliance with all

relevant national and international requirements and regulations by relevant bodies such as administrators, regulators and hunters.

This approach to enhancement findings for the importation of sport-hunted trophies of *P. l. melanochaita* is consistent with the purpose and intent of the Endangered Species Act. As such, before the Service will authorize the importation of a sport-hunted trophy, we must determine that the trophy-hunting program is managed to ensure the long-term survival of the species. As part of this evaluation, we recognize that in many parts of the world, wildlife exists outside of protected areas and must share the same habitat and compete with humans living in these areas for space and resources. As identified in the *IUCN SSC Guiding Principle on Trophy Hunting as a Tool for Creating Conservation Incentives*, if communities that share these resources with wildlife do not perceive any benefits from the presence of wildlife, they may be less willing to tolerate the wildlife. However, under certain circumstances, trophy hunting can address this problem by making wildlife more valuable to the local communities and encourage community support for managing and conserving the hunted species, as well as other species.

When evaluating whether the importation of a trophy of *P. l. melanochaita* would be authorized pursuant to 50 CFR 17.32, in accordance with our threatened species issuance criteria, we will examine how a country's management program for lions addresses the three main threats that have led to the decline of the subspecies: habitat loss, loss of prey base, and human-lion conflict. When examining a management program and whether trophies taken as part of that program meet the issuance criteria, we study a number of factors. Some of the factors we consider include whether the program is based on sound scientific information and identifies mechanisms that would arrest the loss of habitat or increase available habitat (*i.e.*, by establishing protected areas and ensuring adequate protection from human encroachment). We consider whether the management program actively address the loss of the lion's prey base by addressing poaching or unsustainable offtake within the country. A component of a management plan from which trophy imports would meet the issuance criteria would be whether there are government incentives in place that encourage habitat protection by private landowners and communities and incentives to local communities to reduce the incursion of livestock into protected areas or to actively manage livestock to reduce conflicts with lions. We examine if the hunting component of the management program supports all of these efforts by looking at whether hunting concessions/tracts are managed to ensure the long-term survival of the lion, its prey base, and habitat. Hunting, if properly conducted and well managed, can generate significant economic benefits that may contribute to the conservation of lions. In looking at whether we are able to authorize the import of a trophy under the issuance criteria of 50 CFR 17.32, we will examine if the trophy hunting provides financial assistance to the wildlife department to carry out elements of the management program and if there is a compensation scheme or other incentives to benefit local communities that may be impacted by lion predation. We will also consider how a U.S. hunter's participation in the hunting program contributes to the overall management of lions within a country.

Management programs for *P. l. melanochaita* are expected to address, but are not limited to, evaluating population levels and trends; the biological needs of the species; quotas; management practices; legal protection; local community involvement; and use of hunting fees for conservation. In evaluating these factors, we will work closely with the range countries and interested parties to obtain the information. By allowing entry into the United States of *P. l. melanochaita* trophies from range countries that have science-based management programs, we anticipate that other range

countries would be encouraged to adopt and financially support the sustainable management of lions that benefits both the species and local communities. In addition to addressing the biological needs of the subspecies, a scientifically based management program would provide economic incentives for local communities to protect and expand *P. l. melanochaita* habitat.

Basis for Finding for Wild and Wild-managed lions in South Africa:

On January 12, 2016, the Service sent a letter to South Africa's Department of Environmental Affairs (DEA) with a list of questions that would aid the Service in evaluating the overall conservation and management of the subspecies, *P. l. melanochaita*, in South Africa and whether that management addresses the three main threats that have been identified as to the decline of the species: habitat loss, loss of prey base, and human-lion conflict. Additionally, in the letter the Service referenced the IUCN Species Survival Commission (SSC) Guiding Principles on Trophy Hunting as a Tool for Creating Conservation Incentives, Ver. 1.0 (IUCN SSC 2012), as it provides useful principles, which when considered in conjunction with the Service's permit issuance criteria, would aid when making the required enhancement finding for permitting importation of sport-hunted lion trophies.

In response to our January 12, 2016, letter, the South African Department of Environmental Affairs (DEA) provided four documents. In addition, the Service has met with representatives of DEA during the 17th Meeting of the Parties to the Convention in Johannesburg in late September 2016. Further, since those meetings, there have been several written exchanges with DEA discussing the DEA's evaluation of reserves with lions and how these animals conform to DEA's lion management plan. The four documents provided to the Service in January 2016, along with the Service's own final rule on the lion listing under the Act, relevant information obtained separately through open sources such as IUCN documents, and relevant information from DEA and received through comments from interested parties, were the basis of this finding.

South Africa has defined three populations of lions that exist within the country through their Biodiversity Management Plan for the Lion (*Panthera leo*) in South Africa for 2015 to 2019 (BMP; December 2015): *Wild lions*, who completely fulfill their role in biodiversity processes and are largely unmanaged, and exist only in formally proclaimed national parks and game reserves. This population's vital rates and demographics are not actively manipulated. *Wild-managed lions*, which include all lions that have been re-introduced into smaller fenced reserves (<1000km²), and are managed to limit population growth and maintain genetic diversity. Some of the vital rates and demographics of these lions are actively manipulated. *Captive lions*, bred for financial gain, where all vital rates and demographics of these populations are actively manipulated.

Governance of Lions in South Africa: The lion is listed as vulnerable in the South African list of Threatened and Protected Species (ToPS) under Section 56(1) of the National Environmental Management Biodiversity Act, 2004 (South Africa 2004; NEMBA; BMP pg. 1). NEMBA further regulates a permit system regarding restricted activities involving specimens of listed threatened or protected species (NEMBA; Chapter 7). Regulated activities in need of registration include, among others, captive breeding facilities, sanctuaries, scientific institutions, game farms, wildlife traders, wildlife product traders, taxidermists, wildlife translocators, and freight agents (NEMBA, pg. 25).

NEMBA gives effect to the Convention on Biological Diversity (CBD), of which South Africa is a party, and Section 24 in the Bill of Rights of the Constitution of the Republic of South Africa (1996). Under Section 24(b): “everyone has the right to have the environment protected, for the benefit of present and future generations, through reasonable legislative and other measures that: (i) prevent pollution and ecological degradation; (ii) promote conservation; and (iii) secure ecologically sustainable development and use of natural resources while promoting justifiable economic and social development” (BMP pg. 15).

In addition to South Africa’s domestic laws, it is also a Party to CITES. The lion is listed in Appendix II of the Convention. As an Appendix-II species, certain criteria must be met before such species can be exported, including a finding from the exporting country’s CITES Scientific Authority that the proposed activity will not be detrimental to the survival of the species in the wild. In their reply to our inquiry, South Africa provided a copy of their CITES non-detriment finding for lions. Their finding, while focusing only on wild and wild-managed lions, applied to all lion exports from South Africa, including the captive lion population. In personal communication with the SA Management Authority, the Service was informed that the finding might be amended to better clarify that the finding applies to all lions within South Africa.

South Africa is also a member of the Southern African Development Community (SADC). Under the SADC Treaty, Article 5(g) establishes objectives to, among other aspects, promote the sustainable use of wildlife, harmonization of legal instruments governing wildlife use and conservation, promote the conservation of shared wildlife resources through the establishment of transfrontier conservation areas, and facilitate community-based natural resources management practices. To implement the SADC Treaty, member states are required to establish management programs for the conservation and sustainable use of wildlife.

In 1991, South Africa legalized private ownership of wildlife, leading to a significant rise on game ranches and farms. In 2010, private lands with wildlife covered approximately 16.8% of South Africa, compared to national and provincial protected areas accounting for only 6% (Cousins *et al.* 2010). It has been stated that this expansion of private lands and the wildlife industry resulting from the private ownership of wildlife is responsible for significantly increasing South Africa’s large mammal populations (Crowley and Mokhema 2014). According to Crowley and Mokhema (2014), South Africa’s game ranching industry is worth \$1.1 billion a year and is growing at 10 percent annually. Under the ToPS regulation, permits can be obtained to carry out activities that may negatively affect the survival of a listed species, such as possession or hunting, provided the applicant meets specific criteria, such as having a biodiversity management plan for the species protected by ToPS. This permitting regime generates funds for national conservation efforts, while allowing landowners to profit from maintaining wildlife on their property. The landowners can then reinvest in the property by funding conservation efforts, managing wildlife, and carrying out anti-poaching efforts (Cousins *et al.* 2010).

Current Lion Status in South Africa: The lion was almost extirpated in South Africa by the early 1900s, remaining only in small numbers in what is now Kruger National Park (NP) and the Kgalagadi Transfrontier Park (TP). With the formation of Kruger NP in the 1920s, wild lion numbers slowly recovered, growing to the current population of approximately 1,700 lions (BMP, pg. 40). Kgalagadi TP has a stable, albeit smaller, population of approximately 400 lions, but is considered a lion stronghold in southern Africa. Lions recolonized Hluhluwe-iMfolozi Park (HiP) in the 1950/1960s and that population is currently stable at approximately 120 lions. Along with

small groups of lions in Addo Elephant National Park, Karoo National Park, Marakele National Park, there are approximately 2,200 wild lions in South Africa. In addition, there are approximately 800 wild-managed lions separated among 45 fenced reserves of less than 1,000 square kilometers each (BMP pg. 40) It should be noted, however, that DEA is evaluating each of these fenced reserves to confirm that the lions maintained on the reserve can be classified as wild-managed. As such, the Service will evaluate applications for imports based on DEA's evaluation of the reserve where the lion was taken.

When the Service listed the lion in southern and eastern Africa as threatened under the ESA, three primary threats to the species throughout its range were identified: loss of habitat, loss of prey base, and human-lion conflict. These three threats led to the shrinking of lion populations and their range from pre-Colonial South Africa, to the current situation of lions being found predominantly on a limited number of national parks and fenced reserves. However, given the current focus of wildlife management practices of South Africa on fencing protected areas, additional habitat loss has been minimized. Further, due to more intensive management of the fenced reserves to maintain biodiversity, more stable prey bases and limited human-lion conflict are observed.

According to South Africa's Scientific Authority's non-determent finding (NDF) published in September 2015, there are no specific official figures on the illegal trade in lions and lion products in South Africa besides what are reported in the media or by annual reports on seizures and prosecutions. Most of the reports refer to illegal translocations of animals or trade in lions and their body parts for which offenders were not in possession of a permit to breed, keep, hunt, catch, sell, convey, or export a live animal or parts thereof. According to the NDF, and supported by information in the Service's final listing rule, the illegal local and international trade in lions poses a moderate, but non-detrimental risk to the species in South Africa (BMP pg. 14; USFWS 2015, 80 Fed Reg. 79999).

To manage any population to ensure an appropriate population level and determine whether sport hunting is having a positive effect, it is vital to have sufficient data on population numbers and population trends of which to base management decisions. According to Riggio et al. 2013 (pg.32), and Bjorklund in Riggio et al 2013 (p.32), the minimum number estimated to constitute a viable population is 500 individuals. Kruger National Park, with approximately 1,200 lions, has a stable population of wild lion and is considered a stronghold for lions in South Africa. Kgalagadi Transfrontier Park, with a stable population of approximately 400 lions, is considered a potential stronghold and conserves the genetic diversity within the Kalahari ecosystem [Bauer et al. 2008; Bjorkland 2003 (pg. 515, 518)]. Wild lions in HiP, Addo Elephant National Park, Karoo National Park, and Marakele National Park, albeit smaller in size, appear to be stable, but would need to grow to be considered potential strongholds or maintain genetic diversity. All of these populations receive very little direct management and hunting is not allowed within the National Parks (BMP).

Lion Management in South Africa: In 2015, in response to the requirements under NEMBA and the SADC Treaty, and after stakeholder workshops in 2013 and 2014, South Africa published the Biodiversity Management Plan for the Lion (*Panthera leo*) in South Africa for 2015 to 2019 (BMP) and stated that the "BMP for African lion will be regarded as the national strategy for African lions in South Africa" (pg. 2). The BMP was created in response to the Regional Strategy for Lions in East and Southern Africa in 2005 (IUCN SSC Cat Specialist Group 2006), which encouraged the development of national strategies aligned with national strategies of neighboring countries. The BMP was developed jointly by South Africa's Department of Environmental Affairs, Council for

Scientific and Industrial Research (CSIR), and Dr. Paul Funston (Panthera). The current BMP is the first in a series of five-year iterations, as required under NEMBA, where the success of the preceding five years will be measured, and adaptations made to ensure that the plan for the following five-year period is appropriate for the circumstances at the time.

The BMP has identified the vision that "...lions will provide key opportunities for biodiversity conservation, economic development, social benefits, and improved management capacity." The BMP lays out five specific objectives for the conservation of wild and wild-managed lions within South Africa:

- Improve the conservation status of lions within the broader conservation context
- Develop and implement effective communication tools that are informed by scientific research (communication, education, and public awareness).
- Ensure that existing legal instruments are compatible and complementary at national and provincial levels, and improve the capacity to implement these laws.
- Establish a lion forum or working group.
- Collaborate the alignment of this BMP with lion conservation plans in neighboring countries and link with international working groups

All five of these objectives are stepped down to specific action items with intended 5-year outcomes, indicators on how the action plan is succeeding, and the party responsible for implementation. The BMP will be re-evaluated in 2019 to assess the success of the plan and to modify the BMP for 2020-2025 accordingly. As such, unless substantive information becomes available in the interim, the Service will re-evaluate whether the import of sport-hunted trophies of lions from South Africa continues to enhance the propagation or survival of the species after the management actions taken during the previous five years under the BMP are evaluated for the following iteration of the management plan.

While these five objectives appear to serve a valuable role in lion management in South Africa, two are most relevant to determining if the implementation of the BMP enhances the propagation or survival of the species, as required by the ESA for the issuance of import permits. The first objective, "Improve the conservation status of lions," has been broken down into three sub-objectives for wild and wild-managed lions: maintain current protection status of lions; reassess the conservation status of lions; and enhance the conservation status of wild lions. The intended 5-year outcomes of these sub-objectives are to have stable wild lion populations in all protected areas with no illegal trade in wild lions, have more than 80% of all reserves with wild-managed lions integrated into a managed meta-population approach for genetic management, publish norms and standards for the management of wild-managed lions, and obtain a stronger understanding of wild-managed lion population size and trends. To achieve these sub-objects, South Africa has already begun population surveys of wild lions in 2015 and will census every 3 years. They have also started implementing the managed meta-population plan with the goal of over 80% of reserves included by 2019. The norms and standards for the management of wild-managed lions was to be completed by the end of 2016 and the first audits to obtain a stronger understanding of wild-managed lion population trends were completed in 2015 and will be continue annually thereafter. One of the first outcomes of these evaluations was the apparent tightening of how DEA assessed whether a reserve held "wild-managed" lions or if the lions on a reserve will be considered "captive-bred." As such, the Service will consult with DEA on whether the reserve identified in an application where the trophy was taken is considered to maintain wild-managed lions.

The second objective, “Ensure that existing legal instruments are compatible and complementary at national and provincial levels, and improve the capacity to implement these laws,” identifies two actions: ensure alignment on permitting decisions at the national and provincial legislation; and address and implement training needs for all aspects of legislations regarding lions. The intended 5-year outcomes of these two actions is to have well-trained managers that make better management decisions and effective legislation to support lion conservation and sustainable utilization of lions.

The BMP has two additional objectives focusing specifically on wild-managed lions. As with the objectives discussed above, these objectives are stepped down to specific action items with intended 5-year outcomes, indicators on how the action plan is succeeding, and the party responsible for implementation. The first is to maintain the wild-managed lion as a key population that contributes to socio-economic-ecological opportunities through mimicking “natural” ecological functions (e.g., wild lion survival rates, fecundity, litter sizes, and mortality rates). This objective is broken down to a number of action items ranging from mimicking survival changes through legal and non-lethal removals, mimicking required immigration/emigration into an area, and measuring demographic responses by determining age- and sex-structure through ranger observations, to informing stakeholders on progress of management efforts. These action items predominately have target dates that are on-going, annual, or bi-annual, with outcomes that can be used in adaptive management efforts.

The second wild-managed lion objective is “To maintain lion genetic integrity by inducing social limitations through management-assisted dispersal and changes in dominance hierarchies,” which focuses primarily on ensuring that lions within smaller fenced areas (<1,000 sq. km.) mimic natural biological processes such as natural dominance hierarchies and female dispersal to ensure genetic diversity. The action items for this objective include modeling genetic diversity within reserves, mimicking male dispersal from and into a social unit through removal (e.g., culling/hunting or translocation) and introduction (translocation) of males at appropriate ages, and mimicking occasional female dispersal into social units through removal and introductions.

The BMP has information on the lion’s biology, habitat requirements, threats, and relevant legislation, as well as an extensive chapter on wild-managed lions. This chapter explores the history of wild-managed lions, particularly how lions had been managed in the past and what actions are needed to move forward in establishing a meta-population through connecting the reserves and allowing for genetically viable populations that can contribute to the overall wild lion population. According to the BMP, the wild lion populations are complemented by a fragmented population of wild-managed lions in South Africa found on fenced areas or reserves typically less than 1,000 square kilometers in size. This largely results from private property as well as wildlife ownership rights enforced by fencing as required by South African law. According to the BMP, even though opinions vary on the pros (Packer et al. 2013) and cons (Creel et al. 2013) of fencing as an essential component of range-wide lion conservation in the future, the use of fences is likely to increase as human land use continues to expand into lion ranges. The expanded use of fencing, particularly in areas where fencing is currently not widely utilized, could lead to continued fragmentation of lion habitats (Riggio et al. 2013, Dolrenry et al. 2014). Therefore, wild- managed lions of South Africa provides a key example in how to achieve integrated lion conservation goals in a changing African context that would enhance the survival of the species.

In the 1990s, the number of public and private game reserves started to increase in South Africa and many of them reintroduced lions, mostly as a tourist draw. Lions from these populations were then used for yet more reintroductions leading to a current number of about 800 lions on over 45 fenced reserves (Miller et al 2013). Many of these reserves only have one or two prides of lions, with the largest (Pilanesberg National Park and Madikwe Game Reserve) having four or five prides. Historically, most managers of the reserves had the tendency to manage their lion populations in isolation, although there was some movement of ‘excess’ lions.

Because of fragmented and isolated management of these populations, the conservation value of these lions has been questioned in the past (Hunter et al 2007, Slotow & Hunter 2009). Because of this, the BMP sets out management criteria within the reserves that maintains ecological processes and creates a meta-population (BMP pg. 41 and 42). Researchers noted indicators of inbreeding in two reserves (Trinkel et al. 2008, 2010), while several reserves experienced increased lion population growth rates with subsequent high lion densities (Miller & Funston 2014). The combination of high lion densities and restricted size of the reserves disrupts predator-prey relationships – often with prey dramatically declining (Tambling & du Toit 2005, Slotow & Hunter 2009). In addition, managers increasingly find it hard to locate new areas for ‘excess’ lions (Kettles & Slotow 2009). The Lion Management Forum (LiMF), founded in 2010, provides a platform for concerned managers to discuss the unique issues surrounding small, fenced lion populations. LiMF members recognize that many of the natural processes characteristic of large naturally functioning lion populations have been disrupted on these small reserves. Given the small sizes of these reserves, limited opportunities exist for restoration of these natural processes. Therefore, LiMF, and the BMP, has put forward management interventions that would mimic the outcomes of natural processes that are showing great success (Miller et al. 2013; Ferreira & Hofmeyr 2014).

The BMP recognizes that the managed lion meta-population is slightly contradictory to the theory of meta-population dynamics, as meta-populations are those with spatio-temporally variable subpopulation dynamics, variable dispersal, and availability of empty habitats that are largely connected (Oliveier et al. 2009). That is not the case with most wild-managed lion populations on small reserves in South Africa. Thus, in essence, the managed meta-population is a unique product of the South Africa response to manage and conserve large carnivores on isolated small reserves. The approach essentially recognizes a single population with social groups spatially isolated over vast areas. Some of these challenges can be reconciled through identifying regional nodes.

The lions for the reintroductions into South Africa’s small reserves were initially sourced from Etosha National Park, as well as Sabi Sand Game Reserve, adjacent to the Kruger National Park. Recently, SANParks relocated some animals from the South African park of Kgalagadi Transfrontier Park (Slotow & Hunter 2009). Managers applied minimal genetic management throughout the history of lion reintroductions (Slotow & Hunter 2009, Trinkle et al. 2010). As a result, geographic genetic structure in the wild-managed lion meta-population reflect mixed origins, with few reserves having lions of only one origin. The South African wild-managed lions thus represent a novel lion genetic diversity not associated with a single origin. Maintaining the origin of the base genetic stock is thus, according to the BMP, a low priority (BMP pg. 45).

Hunting and Utilization:

Hunting: According to the 2015 NDF (the last assessment available to the Service), hunting of wild lions is not allowed within national parks and only limited hunting is allowed in some provincial reserves, effectively ensuring protection of the majority of wild lions. There is some harvest of wild

lions for the control of problem animals (e.g., stock raiding) and, in very limited cases, population management within the national parks. In addition, a small number of wild lions from Kruger NP have dispersed out of the park into some of the reserves surrounding the park and may be harvested. According to the BMP, fewer than 2 wild lions and only approximately 10 wild-managed lions are taken off of private reserves annually.

South Africa has not set a specific annual quota for wild-managed lions. Instead, according to information provided to the Service, authorizations for hunting wild-managed lions are addressed on a case-by-case basis. Reserves maintaining wild-managed lions must submit an application to the provincial authorities requesting a permit. Professional Hunters are obliged to record all completed hunts in a professional hunting register and this register is used to compile provincial reports on the number of lions taken annually. The level of off-take is also evaluated in the management of the meta-population to ensure that only those animals that no longer meet management goals are removed from the population. These animals therefore are typically older lions that have successfully bred and raised several litters of kittens. Most experts consider the recommendation by Packer *et al.* (2011, p. 151) to limit offtake to no more than one lion per 2,000 km² to be a sustainable offtake of lions. The BMP (pg. 29) has established more restrictive limits for areas of less than 1000 km² to not exceed 0.5 lions/1000 km².

Utilization: An active lion bone trade from South Africa to several Asian countries for traditional medicinals is primarily supplied from captive-bred lions taken as hunting trophies, as well as captive-bred lionesses and juvenile lions (BMP pg. 30). Lion bones are being used as a substitute for tiger bones, which is highly valued in Asia, primarily in China and Vietnam (Williams *et al.* 2015, pg. 1; Gratwicke *et al.* 2008, pg. 2–5; Graham-Rowe 2011, pg. s101–s102). In 2008, South Africa began issuing CITES permits for the export of skeletons of captive-bred lions to Asia. The number of lion skeletons for which South Africa issued permits for export to Asia (China, Viet Nam, Thailand and Lao PDR) increased tenfold from 2008 to 2011, from about 50 to about 573 skeletons, respectively, representing a total of 1,160 skeletons or about 10.8 metric tons (11.9 US tons) of lion bone in 4 years (Williams 2015, pp. ix–x, 46). With respect to meeting demand for lion bone, Lindsey *et al.* (2012, p. 20) state that there are likely to be large numbers of lion bones available for export from game farms, from lionesses and non-trophy males, and as byproducts from animals shot as trophies. In addition, Williams *et al.* (2015, p. 41) report that there may be between 1,400 and 6,200 lion skeletons from past trophy hunts on South African game farms that could potentially be used to supply demand for lion bone. Further, at the 17th Meeting of the Conference of Parties, the Appendix II listing for *P. leo* was amended to include an annotation establishing an export quota for lion bones. The annotation states that “[A] zero annual export quota is established for specimens of bones, bone pieces, bone products, claws, skeletons, skulls and teeth removed from the wild and traded for commercial purposes. Annual export quotas for trade in bones, bone pieces, bone products, claws, skeletons, skulls and teeth for commercial purposes, derived from captive breeding operations in South Africa will be established and communicated annually to the CITES Secretariat.” Although the Service is aware of a press release from the Endangered Wildlife Trust in which they state the DEA has established a quota of 800 skeletons (with or without skulls) of captive bred lions for international trade, as of this finding, the Service is not aware of South Africa communicating an export quota for 2017 to the CITES Secretariat.

The BMP suggests that the value of bones, whether wild or captive-bred, is not high enough to stimulate the illegal harvest of lions solely to sell the bones into the bone trade. However, there is the potential that if the value of bones increases due to increasing demand from Asian markets, that

captive-bred lions could be a legal source of bones that masks the illegal harvest of wild lions. According to Williams et al. (2015, p. x), the 2013 price paid to South African game farmers and landowners for lion bones was \$1,260–2,100 USD per skeleton. In many lion range states, this exceeds per capita GDP (gross domestic product) (World Bank 2015, unpaginated). Thus, the current price paid for lion bone may provide incentive in some countries to poach wild lions. While the lion bone trade appears to currently be based primarily in South Africa’s captive-bred lion hunting industry, the trade appears to be having little or no impact on wild lion populations in South Africa at this time—lion populations in South Africa are stable or increasing and there is little poaching of wild lions in the country (BMP 2015, pp. 1, 26; Williams et al. 2015, pp. 79–80).

Evaluation:

As stated earlier, the Service will evaluate any application in accordance with our threatened species permitting regulations at 50 CFR 17.32 and issuance criteria for threatened species permits (50 CFR 17.32(a)(2)). In evaluating each of these criteria on the basis of information available to the Service, and seeing that the BMP is based on a five year review process, we have been able to determine that the import of wild and wild-managed lions would qualify for the issuance of the required import permit for wild and wild-managed lions taken in 2017, 2018, and 2019.

17.32(a)(2)(i): Whether the purpose for which the permit is required is adequate to justify removing from the wild or otherwise changing the status of the wildlife sought to be covered by the permit:

While there is habitat available to lions on the national parks and within the smaller, fenced reserves, much of South Africa has been converted into agricultural uses, managed plantation forests, human developments, or extractive industries. With the legalization of private ownership of wildlife in the early 1990s, there has been a significant increase in private land set aside for wildlife. This has led to a boost in South Africa’s wildlife, particularly large mammals. South Africa laws, such as ToPS, were put into place to ensure that utilization of this wildlife is sustainable and provides for long-term incentives to maintain these areas for wildlife protection. The national parks and fenced reserves are natural areas surrounded by development. It is only through the on-going management of these remaining natural areas that lions survive in South Africa. South Africa’s management of wild and wild-managed lion population as a meta-population, and using human intervention (e.g., translocation) as a substitute for natural occurrences (e.g., dispersal), is ensuring that lion populations are genetically healthy and viable.

While it has been stated that South Africa’s hunting industry generates \$1.1 billion annually, not all of this is connected to lion hunting or to U.S. hunters. However, lions are a key component of the hunting industry since they are part of the “Big 5” trophies and draw U.S. hunters to South Africa. Based on the information available to the Service, the presence of private reserves has increased the number and diversity of wildlife in South Africa, thus fueling the hunting industry, which funds the on-going success of private reserves. It appears that without the hunting industry, these reserves, which have become islands of wilderness in a sea of civilization in much of South Africa, would not be economically viable, and therefore would not exist. With an annual harvest of approximately 10 wild-managed lions and 2 wild lions annually, U.S. hunter participation in lion hunts, in and of its own, is not enough to make or break the industry and lead to the decline of reserves. However, U.S. hunters do play a significant role in the industry and the removal of their participation could have a long-term impact.

Further, ToPS and the BMP have put into place mechanisms to adequately oversee the harvest of wild and wild-managed lions in South Africa. With an annual harvest of approximately 10 wild-managed lions, South Africa is not exceeding the limits identified in the BMP of 0.5 lions/1,000 sq. km. The objectives of the BMP and the actions and monitoring activities that have been put into place to achieve these objectives should support the adaptive management approach that South Africa has established for managing lions. The Service will, of course, need to and will continue to monitor the effectiveness of the BMP in accordance with the BMP's five-year iterations and corresponding evaluations, and modify the determination of whether the issuance of import permits remains appropriate in response to these evaluations. Acknowledging, however, that if substantive information is made available to the Service, we will re-evaluate our finding at that time.

Therefore, based on the information available to the Service and provided that the reserve where the lion was taken was properly permitted and in compliance with national and provincial regulations, the purpose for which a permit being requested is adequate to justify removing lions from the wild or otherwise changing their status.

17.32(a)(2)(ii): The probable direct and indirect effect that issuing the permit would have on the wild populations of the wildlife sought to be covered by the permit:

As the national management plan, the BMP for lions is extensive and addresses many aspects of lion conservation and management. As reviewed above, the BMP provides a history of the relevant legislation in regards to lion conservation and puts the current efforts into context. The BMP also reviews the species' biology, population status, habitat requirements, and threats to lion populations. Objectives for conservation of the species as well as a plan to develop a meta-population for wild-managed lions are also included. Additionally, the monitoring plans have scientifically sound methodologies. Lastly, but equally importantly, are the monitoring and evaluation of efforts laid out in the BMP.

Evaluating the information provided by the South African government and other sources, it appears that the hunting program in South Africa is addressing the three main threats that were identified by the Service when making the determination that the species was threatened with the possibility of extinction. The fenced reserves and national parks are maintaining habitat for lions and ensuring that there is no further loss, provided that the reserves can remain economically viable. In order to maintain a viable population of wild and wild-managed lions, the parks and reserves must maintain biodiversity and a sustainable prey base. Finally, while there is still controversy over the extensive utilization of fencing in South Africa, it does reduce human-lion conflicts and the number of lions killed in retaliation for killing livestock. Therefore, the management of lions on these reserves and, as part of this management, the limited hunting of lions, contributes to the on-going survival of the species in South Africa.

Provided that the off-take of wild and wild-managed lions continues to be monitored and the actions identified in the BMP continue to be implemented, the participation of U.S. hunters in lion hunts would provide an indirect benefit to wild populations by helping to support the reserves where lions are found. Therefore, based on the information available to the Service, the probable direct and indirect effect that issuing an import permit for a legally hunted lion would have on the species would be positive.

17.32(a)(2)(iii): Whether the permit, if issued, would in any way, directly or indirectly, conflict with any known program intended to enhance the survival probabilities of the population from which the wildlife sought to be covered by the permit was or would be removed:

As stated above, South Africa is closely monitoring and controlling the harvest of wild and wild-managed lions through permitting under ToPS and through the BMP. The issuance of import permits for lions legally hunted under these authorities would not conflict with any programs intended to enhance the survival probability of the species in South Africa. As with all aspects of an adaptive management approach to managing a species, the Service will need to continue to monitor the effectiveness of the hunting program in coordination with the BMP iterations to ensure that it continues to provide the stated benefits to lions.

Therefore, based on the information available to the Service, the issuance of import permits for legally hunted lions would not conflict with any known conservation programs.

17.32(a)(2)(iv): Whether the purpose for which the permit is required would be likely to reduce the threat of extinction facing the species of wildlife sought to be covered by the permit:

As stated, wild lions only occur in a limited number of national parks in South Africa and wild-managed lions are currently found on 45 reserves of less than 1,000 sq. km. While the wild lions on the national parks receive only limited direct management activities, the reserves require management that is more intensive in order to mimic natural biological and ecological roles of lions. All indication show, that given the threats that were identified by the Service when listing the species as threatened under the ESA, the presence of these reserves, as well as the parks, is actively addressing the three causes of lion decline: loss of habitat, loss of prey base, and lion-human conflicts. While the concept of lions behind fences has both benefits and drawbacks, it appears to be a major contributor to the on-going survival of lions in the wild in South Africa. Without a doubt, while having open, unmanaged habitat that is not actively impacted by human intervention would be the ideal condition for lions in South Africa and throughout its range, this is not a viable option within South Africa.

With limited, controlled off-take of lions in a manner that would mimic natural processes, the legal hunting activities that U.S. hunters would be involved in would contribute to reducing the threat of extinction of lions. This off-take must be monitored to ensure that it is sustainable and that, to the extent possible, normal lion behavior and ecology is not negatively impacted. It appears that the permitting activities under ToPS and CITES, as well as the implementation of the BMP will ensure the long-term survival of lions. The utilization of hunters to manage the populations on the reserves is an important element of the success of lion management in South Africa.

Therefore, based on the information available to the Service, the purposes for which import permits would be issued would likely reduce the threat of extinction facing lions in South Africa.

17.32(a)(2)(v): The opinions or views of scientists or other persons or organizations having expertise concerning the wildlife or other matters germane to the application:

As with any discussion of hunting, there are numerous opinions on the impact it would have on a species. From reviewing comments made during the listing process for lions, as well as

information obtained through personal conversations and literature, there is a general agreement that hunting, done properly and well managed, would not have an adverse effect on lion populations. Mimicking natural process within the management program, such as maintaining pride hierarchy for as long as possible by leaving the alpha male in place, will better ensure the long-term survival of the species. Numerous researchers have stated that, while they may not support hunting in general, see that benefits that can be received through a scientifically based hunting program for lions. There have been a large number of comments from some NGOs and the public opposing hunting any lions, but particularly captive-bred lions. This opposition, however, is primarily based on the perceived ethics of hunting. While these comments are an indication of concerns from some members of the public over hunting, they are not germane to our review process.

Therefore, based on the information available to the Service, there is general support by scientists and other persons or organizations having expertise concerning lions that the legal harvest of lions, and the subsequent import of these trophies, would not have an adverse effect on the species, but would further efforts to conserve the species in the wild into the future.

17.32(a)(2)(vi): Whether the expertise, facilities, or other resources available to the applicant appear adequate to successfully accomplish the objectives stated in the application:

Based on our understanding of the permitting process under ToPS, reserves that maintain wild-managed lions must establish biodiversity plans for managing the reserve that take into consideration the long-term survival of all species on the reserve, including large predators. This oversight by DEA and the implementation of the BMP establishes a framework in which reserves manage their wildlife. The long-term survival of lions in South Africa, is tied directly to the success, both ecologically and economically, of the reserves. The reserves that have been permitted to maintain wild-managed lions and, as part of the management program, carry out limited hunting, have the expertise and facilities to maintain lions successfully.

Therefore, based on the information available to the Service, that applicants that are hunting on properly permitted reserves that carry out their management practices in accordance with national and provincial regulations, have the expertise, facilities, or other resources available to them to successfully accomplish the objective stated in their application; i.e., the long-term survival of lions in South Africa.

Conclusion

Given the current status of wild and wild-managed lions within South Africa and the level of management and oversight provided to them, it appears that the harvest and import of sport-hunted trophies of these lions meet the purposes of the ESA. As stated earlier, each application received by the Service for the import of a sport-hunted trophy lion from South Africa will be evaluated on a case-by-case basis. The applicant must have hunted on a properly licensed reserve that is actively managing lions in a manner that will maintain the species on the reserve in a manner that mimics natural processes. The Government of South Africa must continue to implement the BMP in the manner identified in the document. The on-going adaptive management and limited off-take of lions is important to the survival of lions in South Africa and the Service will reassess lion management within South Africa and whether the importation of sport-hunted trophies enhance the

survival of the species either during the next iteration of the 2015-2019 BMP or at which time substantive information becomes available to the Service in the interim.

Therefore, with the information currently available that would enable the Service to make such a finding in accordance with the general considerations laid out above, the Service is able to make a determination that the import of wild and wild-managed lions would meet the issuance criteria under 50 CFR 17.32. Therefore, in accordance with the time scale of the 2015-2019 BMP, , the **Service is able to authorize the import of wild and wild-managed lion trophies from South Africa taken during the 2017, 2018, and 2019 hunting seasons.** In accordance with the 4(d) rule for *P. l. melanochaita*, 50 CFR 17.40(r), the Service will review each application received for import of such specimens on a case-by-case basis and each application will also need to meet all other applicable permitting requirements before it may be authorized.

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United States Department of the Interior




FISH AND WILDLIFE SERVICE
International Affairs
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In Reply Refer To:
FWS/AIA/DMA

NOV 16 2017

Memorandum

To: The File

From: Chief, Branch of Permits 

Date:

Subject: Enhancement Finding for African Elephants Taken as Sport-hunted Trophies in Zimbabwe On or After January 21, 2016 and On or Before December 31, 2018.

The African elephant (*Loxodonta africana*) is listed as threatened under the Endangered Species Act (ESA) and is regulated under an ESA section 4(d) special rule [50 CFR 17.40(e)]. The 4(d) special rule gives the requirements for the import of sport-hunted trophies. Under paragraph 17.40(e)(6)(i)(B), in order for the U.S. Fish and Wildlife Service (Service) to issue a threatened species permit under 50 CFR 17.32 authorizing the import of a sport-hunted elephant trophy, the Service must make a determination that the killing of the trophy animal will enhance the survival of the species. After evaluating the available data as of the date of this finding on elephant hunting in Zimbabwe in 2016, 2017, and 2018, including information provided by the Government of Zimbabwe, current applications to import sport-hunted elephant trophies, interested individuals and organizations, and other information available to the Service, under the regulatory requirements provided by 17.40(e)(6)(i)(B), the Service is able to make a determination that the killing of the trophy animal in Zimbabwe, on or after January 21, 2016 and on or before December 31, 2018, will enhance the survival of the African elephant. Applications to import trophies hunted during this time period will be considered to have met the enhancement requirement unless we issue a new finding based on available information. The Service may replace this finding at any time this finding no longer reflects the available information consistent with the regulatory requirements. The Service reviews each application received for import of such specimens and evaluates the information provided in the application as well as other information available to the Service on the status of the elephant population and

the total management program for elephants in the country to ensure that the program is promoting the conservation of the species. Each application to import sport-hunted elephant trophies must also meet all other applicable permitting requirements before it may be authorized, including the issuance criteria in 50 CFR 13.21.

General Considerations:

In evaluating whether the killing of the trophy animal will enhance the survival of African elephants in accordance with 50 CFR 17.40(e)(6)(i)(B), the Service considers the permit issuance criteria outlined in 50 CFR 17.32(a)(2). These include, in addition to the general permitting criteria in 50 CFR 13.21(b):

- (i) Whether the purpose for which the permit is required is adequate to justify removing from the wild or otherwise changing the status of the wildlife sought to be covered by the permit;
- (ii) The probable direct and indirect effect that issuing the permit would have on the wild populations of the wildlife sought to be covered by the permit;
- (iii) Whether the permit, if issued, would in any way, directly or indirectly, conflict with any known program intended to enhance the survival probabilities of the population from which the wildlife sought to be covered by the permit was or would be removed;
- (iv) Whether the purpose for which the permit is required would be likely to reduce the threat of extinction facing the species of wildlife sought to be covered by the permit;
- (v) The opinions or views of scientists or other persons or organizations having expertise concerning the wildlife or other matters germane to the application; and
- (vi) Whether the expertise, facilities, or other resources available to the applicant appear adequate to successfully accomplish the objectives stated in the application.

As with all permit applications submitted under 50 CFR 17.32(a), the individual requesting authorization to import a sport-hunted elephant trophy bears the burden of providing information in their application showing that the activity meets the requirements for issuance criteria under 50 CFR 17.32(a). In some cases, such as for import of sport-hunted trophies, it is not always possible for the applicant to provide all of the necessary information needed by the Service to make a positive determination under the ESA to authorize the activity. In such cases, the Service may consult with the range country and other interested parties to the extent practicable to obtain necessary information. The Service has the discretion to make the required findings on sport-hunted elephant trophy imports on a country-wide basis, although individual import permits will be evaluated and issued or denied for each applicant. While the Service may make enhancement findings for sport-hunted elephant trophy imports on a country-wide basis, the Service encourages the submission of information from individual applicants. We

rely on the information available to the Service and may rely on information from sources other than the applicant when making a permitting decision.

Neither the African elephant 4(d) rule nor 50 CFR 17.32(a)(2) specify what would constitute the enhancement of survival of a species regarding the authorization for the importation of an African elephant sport-hunted trophy. Therefore, when making a determination of whether the killing of the trophy animal will enhance the survival of African elephants, the Service examines the overall conservation and management of the species in the country where the specimen originated and whether that management addresses the threats to the species (*i.e.*, that it is based on sound scientific principles and that the management program is actively addressing the current and longer term threats to the species). In that review, we evaluate whether the import contributes to the overall conservation of the species by considering whether the biological, social, and economic aspects of a program from which the specimen was obtained provide a net benefit to the species and its ecosystem.

As stated in previous findings, in evaluating whether the killing of the trophy animal will enhance the survival of African elephants within a country, the Service looks at a number of factors. We evaluate whether a country has a valid national or regional management plan and if the country has the resources and political will to enact the plan. If there is a plan, what government entities implement the plan and how often is it reviewed and updated? Does the plan have clear, achievable objectives? Are the objectives measurable and are they being achieved? Is there an adaptive management approach within the plan so that enacting agencies can quickly respond to changing environmental or social issues?

The Service also evaluates the status of the elephant population within a country and trends over time. Particularly, we are interested in population numbers, sex and age-class distribution, and mortality rates (both natural and human-induced). Are standardized surveys being conducted and, if so, what are the timing, census methodology, and coverage? Since elephant populations can move across international borders, what level of cooperation is there between neighboring countries in management and surveying efforts for shared populations? How is poaching accounted for within survey efforts?

The Service takes into account all forms of offtake when evaluating population viability and sustainability, including human-elephant conflicts, problem animal control, poaching, and sport-hunting. While recognizing that there may be limited resources available for elephant management, the Service considers what national policies are in place to address human-elephant conflicts and problem elephant control. Is there a policy on culling surplus animals and removal of nuisance animals? Does domestic harvesting of elephants occur for local consumption or use? The amount of protected area either set aside for elephants or managed for elephant populations and the level of protection provided are also important in the Service's evaluation of whether imports of trophies could be authorized.

Finally, the Service considers the country's sport-hunting program and whether it contributes to the conservation and management of the species. Is the hunting program scientifically based and

has it been incorporated into national/regional management strategies, particularly in light of data on population numbers and trends and levels of utilization (both legal and illegal)? Are the funds generated by hunters going directly to in-situ conservation and management efforts or deposited into a general treasury fund? How are hunting quotas distributed? If there are concession areas, how are they managed and allocated? Do U.S. hunters, through their participation in the hunting program, contribute funds used to help address management needs of the species, and are those funds utilized in a meaningful manner?

In short, the Service is looking to determine if a country has sufficient numbers of elephants to support a hunting program, if the country has a management plan and adequate laws and regulations to effectively implement a hunting program, and if the participation of U.S. hunters in the program provides a clear benefit to the species to meet the requirements for the import of sport-hunted trophies under paragraph 17.40(e)(6)(i)(B).

The Service's approach to enhancement findings for the importation of sport-hunted trophies of African elephants is consistent with the purpose and intent of the ESA. Well-managed trophy hunting can benefit conservation by generating funds to be used for conservation, including for habitat protection, population monitoring, wildlife management programs, and law enforcement efforts. We are, of course, aware that not all trophy hunting is part of a well-managed, well-run program, and we evaluate import of sport-hunted trophies carefully to ensure that all legal requirements are met before allowing import.

We note that our approach is also consistent with the approach provided in the *IUCN Species Survival Commission (SSC) Guiding Principles on Trophy Hunting as a Tool for Creating Conservation Incentives, Ver. 1.0* (IUCN SSC 2012). The SSC document provides useful principles and sets out guidance from international experts in the field on the use of trophy hunting as a tool for "creating incentives for the conservation of species and their habitats and for the equitable sharing of the benefits of use of natural resources" (IUCN SSC 2012, p. 2) and recognizes that recreational hunting, particularly trophy hunting, can contribute to biodiversity conservation and more specifically, the conservation of the hunted species. The SSC document lays out the following five guiding principles:

(a) *Biological sustainability*: The hunting program cannot contribute to the long-term decline of the hunted species. It should not alter natural selection and ecological function of the hunted species or any other species that share the habitat. The program should not inadvertently facilitate poaching or illegal trade in wildlife by acting as a cover for such illegal activities. The hunting program should also not manipulate the ecosystem or its component elements in a way that alters the native biodiversity.

(b) *Net Conservation Benefit*: The biologically sustainable hunting program should be based on laws, regulations, and scientifically based quotas, established with local input, that are transparent and periodically reviewed. The program should produce income, employment, and other benefits to create incentives for reducing the pressure on the target species. The program should create benefits for local residents to co-exist with the target species and

other species. It is also imperative that the program is part of a legally recognized governance system that supports conservation.

(c) *Socio-Economic-Cultural Benefit*: A well-managed hunting program can serve as a conservation tool when it respects the local cultural values and practices. It should be accepted by most members of the community, involving and benefiting local residents in an equitable manner. The program should also adopt business practices that promote long-term economic sustainability.

(d) *Adaptive Management: Planning, Monitoring, and Reporting*: Hunting can enhance the species when it is based on appropriate resource assessments and monitoring (e.g., population counts, trend data), upon which specific science-based quotas and hunting programs can be established. Resource assessments should be objective, well documented, and use the best science available. Adaptive management of quotas and programs based on the results of resource assessments and monitoring is essential. The program should monitor hunting activities to ensure that quotas and sex/age restrictions of harvested animals are met. The program should also generate reliable documentation of its biological sustainability and conservation benefits.

(e) *Accountable and Effective Governance*: A biologically sustainable trophy-hunting program should be subject to a governance structure that clearly allocates management responsibilities. The program should account for revenues in a transparent manner and distribute net revenues to conservation and community beneficiaries according to properly agreed decisions. All necessary steps to eliminate corruption should be taken and to ensure compliance with all relevant national and international requirements and regulations by relevant bodies such as administrators, regulators and hunters.

We explained in our final rule revising the 4(d) Rule for the African elephant, 81 FR 36388, 36394 (June 6, 2016) that, “[w]hen a trophy hunting program incorporates the following Guiding Principles, IUCN considers that trophy hunting can serve as a conservation tool: Biological sustainability; net conservation benefit; socio-economic-cultural benefit; adaptive management—planning, monitoring, and reporting; and accountable and effective governance. We support this approach.”

Summary of 2014 and 2015 Findings for Zimbabwe:

On April 4, 2014, the Service announced an interim suspension of imports of sport-hunted elephant trophies taken in Zimbabwe during the 2014 season. This finding was revised on April 17, 2014, primarily to clarify that the suspension applied only to elephants hunted on or after April 4, 2014. The decision to establish an interim suspension of imports of elephant trophies from Zimbabwe was due to the Service having insufficient information on the status of elephants in Zimbabwe and on Zimbabwe’s current elephant management program to make an enhancement finding. On July 17, 2014, the Service found that the import of elephant trophies

taken in Zimbabwe in 2014 on or after April 4, 2014, would be suspended; this finding was revised on July 22 to make non-substantive corrections. The decision to uphold the suspension on July 17, 2014, was due to the Service being unable to make an enhancement finding even after receiving additional materials from Zimbabwe's Parks and Wildlife Management Authority (ZPWMA) and others. The Service decided on March 26, 2015, to continue the July 2014 suspension until such time as the Service can determine that the importation of sport-hunted elephant trophies from Zimbabwe meet the criteria under the regulations at 50 CFR 17.40(e)(3)(iii)(C). [The criteria are now found at 50 CFR 17.40(e)(6)(i)(B), following the Service's final rule revising the 4(d) Rule for the African elephant, 81 FR 36388, 36394 (June 6, 2016). The requirement for an enhancement finding has remained the same.] The Service's March 26, 2015, decision was again due to the Service being unable to make an enhancement finding even after receiving additional materials from Zimbabwe's Parks and Wildlife Management Authority (ZPWMA) and others.

Prior to April 4, 2014, the Service had limited information regarding the elephant population in Zimbabwe, its management, and how U.S. hunters were contributing to the enhancement of the species within Zimbabwe. Due to this limited information, the Service determined that it did not have sufficient information to make the required determination under paragraph 17.40(e)(3)(iii)(C), and therefore announced an interim suspension on April 4, 2015 (revised on April 17), until such time as sufficient information was obtained that would allow the Service to make the required finding. On April 4, 2014, the Service also sent a letter to Zimbabwe requesting information regarding the status of elephants in Zimbabwe and the hunting program. On April 17, 2014, the Director-General of ZPWMA sent a response to the Service inquiry. Several weeks later, the Service received a number of documents, copies of Zimbabwean laws, and other supporting documentation that was referenced in the ZPWMA response. In addition, since that time, the Service has received additional supporting information from individuals and associations connected to the hunting industry in Zimbabwe or southern Africa and U.S.-based conservation and hunting nongovernmental organizations (NGOs). The Service also delivered a second letter, dated October 31, 2014, to ZPWMA while attending the 13th Annual African Wildlife Consultative Forum in Ethiopia. This letter requested clarification of information submitted to the Service, and also requested additional information to address questions that were raised from our review of available information. The Service received a response to this inquiry on December 10, 2014.

Based on the information provided, the Service determined in 2014 and 2015 Zimbabwe's national elephant management plan consisted primarily of two documents: *The Policy and Plan for Elephant Management in Zimbabwe* (1997) and *Elephant Management in Zimbabwe, third edition* (July 1996). Although the documents provided a well-developed list of goals and objectives, there was no information in these documents on how to achieve or fulfill these goals and objectives, nor did there appear to be any subsequent updates of the documents or reports that provided any indication of progress on fulfilling these management goals and objectives. Without management plans with specific goals and actions that are measurable and reports on the progress of meeting these goals, the Service could not determine if ZPWMA was implementing the general goals and objectives that appear in *Elephant Management in Zimbabwe* and *The*

Policy and Plan for Elephant Management in Zimbabwe. In December 2014, a workshop, hosted by ZPWMA, was held at the Hwange Safari Lodge, Zimbabwe, to discuss revisions to the management plans, particularly to establish clearer goals and measurable outcomes. It appeared that the participants of the workshop agreed on a framework for a revised management plan that maintained the original 1997 long-term vision and the three target goals (i.e., maintain at least four demographically and genetically viable populations; maintain or increase elephant range; maintain numbers/densities of elephants at levels that do not adversely impact biodiversity conservation goals while contributing to economically viable and sustainable wildlife-based land uses). The participants also began work on identifying strategic objectives and outputs, as well as recognizing some key activities, and starting to identify key performance indicators. Additional work was required to finalize the revised management plan. Once this work was completed, the Service explained that it would have an opportunity to evaluate the revised plan to determine if, in conjunction with other management actions, the criteria under 50 CFR 17.40(e)(3)(iii)(C) have been met. However, based on the information available to the Service in March 2015, there was not any information indicating that Zimbabwe was implementing, on a national scale, appropriate management measures for its elephant populations.

One concern expressed in the April 2014 and July 2014 findings was whether management of elephants in Zimbabwe was based on accurate population estimates. According to the *IUCN SSC African Elephant Database report 2013 Africa*, the elephant population in Zimbabwe in 2007 was estimated to be 99,107, and in 2012, it was estimated at 100,291. However, these estimates were primarily based on older surveys, some of which dated back to 2001. In 2014, a nationwide survey was conducted in Zimbabwe as part of the Pan African Elephant Aerial Survey. Preliminary results from the survey indicated that the overall estimated population of elephants in Zimbabwe was 82,000 to 83,000, approximately 20 percent lower than the 2012 estimate. There was an increase in two of the subpopulations within Zimbabwe (North West Matabeleland Region - 2001 estimate of 49,312 elephants, and 2014 estimate of 53,949; Gonarezhou National Park - 2013 estimate of 10,151 elephants, and 2014 estimate of 10,722), but a decline in the other two subpopulations (Mid Zambezi Valley - 2014 estimate of 12,211 elephants, down from 19,297 in 2001; Sebungwe Region - 2014 estimate of 3,634, compared to 13,988 in 2001). With the recent survey, we explained in 2015 that ZPWMA should have more accurate population estimates for each subpopulation to establish appropriate off-take levels to maintain a healthy population of elephants.

According to information provided to the Service for its 2015 finding, Zimbabwe had a methodology, including participation from a number of stakeholders, for establishing annual hunting quotas for all areas of the country. However, while the described methodology appeared to be based on sound wildlife management principles, the Service continued to have fundamental questions regarding how quotas were specifically established and how overall off-take, such as poaching and problem animal control, were taken into account, or to what degree biological factors were taken into consideration (as opposed to economic and societal considerations). As the Service explained, the quota setting process utilized by ZPWMA may take into consideration the issues raised in the Service's finding; however, without documentation of the system providing an explanation of the system used and describing the calculations, the Service was

unable to determine if sport-hunting quotas were reasonable or beneficial to elephant populations and, therefore, whether sport-hunting was enhancing the survival of the species.

The Zimbabwean Parks and Wild Life Act has established the regulatory mechanism for the ZPWMA and its programs, and also provides for substantial penalties for the unlawful possession of or trading in ivory. In addition, the General Laws Amendment Act (No. 5) of 2010 provides for mandatory imprisonment of not less than 9 years for poaching. If properly enforced, it appears these penalties would be a sufficient deterrent for poachers. However, based on the information available to the Service in 2015, we did not have a good understanding of the ZPWMA's annual operational budget, how much money is generated by elephant hunting, or how these funding levels impact the ability of ZPWMA to adequately implement the Parks and Wild Life Act or to carry out day-to-day management activities or anti-poaching efforts. In January 1996, the Government of Zimbabwe approved the establishment of the Parks and Wild Life Conservation Fund, a statutory fund responsible for financing operations directly from wildlife revenues. However, revenues generated through sport-hunting conducted on State and private lands are primarily used to finance ZPWMA, and only limited additional funding is available from appropriated funds from the Zimbabwe government or outside funding from NGOs. While the Service did receive additional information from ZPWMA and other sources on the revenue generated through hunting (in general) and other sources (in general), we still lacked sufficient information on revenue generated through elephant hunting, particularly from U.S. hunters. The Service explained that it was possible that additional documentation could be provided to substantiate claims that revenue from U.S. hunters generated through elephant hunting provides a significant benefit to elephants in the wild, but until such time, we were unable to determine if these claims are accurate.

In 1989, Zimbabwe established the Communal Areas Management Programme for Indigenous Resources (CAMPFIRE) to encourage reduction in human-elephant conflicts through conservation-based community development and to provide an economic incentive to improve community tolerance of wildlife, including elephants. At the time, the CAMPFIRE program was the model for community-based conservation efforts in several other African countries and was identified as an innovative program. Under a community-based conservation program, like CAMPFIRE, rural communities should benefit from revenue generated by sport-hunting. With increased human-elephant conflicts on Communal lands, sport-hunting may be an important tool that gives these communities a stake in sustainable management of the elephant as a natural and economic resource and provides the enhancement that would meet the U.S. criteria for authorizing imports of trophies. Much of the information provided to the Service in advance of our 2015 finding focused on the benefits U.S. hunters provided to CAMPFIRE activities and community-based wildlife management. However, the information did not provide a clear connection between hunting revenues coming from U.S. hunters (e.g., how much is generated for communities), and indicated that over time, the management of wildlife and benefits provided through CAMPFIRE may have declined. The Service noted that it appeared that these concerns were expressed during the November 2014 CAMPFIRE Stakeholder's Workshop held in Zimbabwe. The discussions and recommendations touched on the effectiveness of the CAMPFIRE concept and its relationship to tourist hunting. Participants at the workshop

appeared to have made a good start at addressing issues raised by representatives of Rural Development Councils (RDCs), as well as the need for CAMPFIRE to face challenges with limited resources and capacity. It was recognized that there needed to be strong involvement with ZPWMA and safari operators since CAMPFIRE is in areas where there have been both elephant population declines and increased poaching. While we noted that the Service's concerns expressed in our earlier 2014 findings regarding community-based wildlife management had not been sufficiently addressed in the information provided to the Service for our 2015 finding, there did appear to be movement in better defining the role that CAMPFIRE and community-based wildlife management can play in elephant management, particularly in association with U.S. hunters.

As was stated in the July 2014 and March 2015, findings, there are clearly "bright spots" of elephant conservation efforts being carried out by non-governmental entities and individuals in Zimbabwe that are providing a benefit to elephants. Individual safari outfitters and landowners have established their own management efforts, including anti-poaching activities, on areas under their control, either through ownership of the land or leases. These entities have made significant strides to ensure the long-term survival of elephants on their lands. These efforts, however, had been adversely affected by unilateral or seemingly arbitrary actions taken by the central government or RDCs, such as land redistribution activities, which minimize conservation efforts, and reduced lease durations. These "bright spots" were not numerous enough, in and of themselves, to overcome the problems facing Zimbabwe elephant populations or to support a finding that sport hunting throughout Zimbabwe would enhance the survival of the species. While additional information was provided since for our 2015 finding, much of this information only expanded on areas already identified in previous submissions. The Service noted, however, that two workshops involving multiple safari outfitters and leaseholders were scheduled for the beginning of 2015 to identify and address outstanding issues faced by the safari outfitters. It was the stated hope of the Service that these workshops would be successful and act as a springboard for similar workshops throughout Zimbabwe.

Based on the information available to the Service in 2015 on government efforts to manage elephant populations, efforts to address human-elephant conflicts and poaching, and the state of the hunting program within the country, and without current data on population numbers and trends being incorporated into a national management strategy or plan, the Service was unable to make a finding that sport-hunting in Zimbabwe is enhancing the survival of the species and that imports of trophies would meet the criteria established under the Act for African elephants.

Basis for 2016, 2017, and 2018 Finding for Zimbabwe:

Following the Service's March 26, 2015 finding, on May 12, 2015, Service Assistant Director for International Affairs Bryan Arroyo sent a letter to the Honorable Saviour Kasukuwere, (formerly) Zimbabwe's Minister of Environment, Water and Climate, outlining the concerns the Service still had regarding elephant trophy imports from Zimbabwe. The letter identified six areas of concern: the lack of a current management plan; the current population status of elephants in Zimbabwe; poaching levels and prevention; regulations and enforcement concerns;

the sustainable utilization of elephants in Zimbabwe; and the utilization of hunting revenues.

On July 20, 2015, the ZPWMA sent a letter responding to the May 12 letter. The letter addresses each of the questions outlined in the May 12 letter and included a draft version of the Action Plan for Elephant Conservation and Management in Zimbabwe (2015-2020). In January 2016, the Service received the final version of the Action Plan that had been approved and signed by the Director-General of ZPWMA Edson Chidziya, on January 20, 2016, and the Honorable Oppah Muchinguri-Kashiri, Minister of Environment, Water and Climate on January 21, 2016.

On April 4, 2016, the Service sent an e-mail to ZPWMA requesting clarification of the funding priorities for the 2015-2020 management plan. We received a response on May 9, 2016, but it did not clarify what ZPWMA's funding priorities were in 2016 or beyond. In September 2016, during the 17th Meeting of the Conference of the Parties to CITES, the Service met with representatives from Zimbabwe to further discuss the current status of the Service's evaluation of importation of elephant trophies. As a result of those conversations, the Service received a letter dated November 8, 2016, with supplemental information regarding Zimbabwe's elephant management plan priorities. Further, on January 27, 2017, the Service received a letter from ZPWMA containing a report, "The Role of Trophy Hunting of Elephants in Support of the Zimbabwe CAMPFIRE Program: December 2016" that more fully discussed the source and amount of revenue generated between 2010 and 2015 through the CAMPFIRE program, the current role of CAMPFIRE, and how revenue generated by elephant hunting has been utilized within communal areas over this 6 year period and into the future.

This finding is the result of an analysis of information available to the Service as of the date of this finding, having considered all of the information that has been obtained by the Service since 2014, including information on Zimbabwe's current management plan; the current population status of elephants in Zimbabwe, including poaching levels; regulations and enforcement concerns, such as anti-poaching efforts; the sustainable utilization of elephants in Zimbabwe; and the utilization of hunting revenues.

Management Plans: In its April 4, 2014, letter, the Service asked whether Zimbabwe had a current national management plan for elephants. In the ZPWMA response, Zimbabwe responded that the "management plan" consisted primarily of The Policy and Plan for Elephant Management in Zimbabwe (1997) and Elephant Management in Zimbabwe, third edition (July 1996). In addition, ZPWMA stated that they also implement other plans: "The African Elephant Action Plan" (CoP15 Inf. 68), SADC Protocol on Wildlife, and Elephant and Rhino Security Plan. In the ZPWMA response, ZPWMA stated that all of the protected areas in Zimbabwe have "specific aspects of elephant monitoring programs that are implemented and reviewed on an annual basis." ZPWMA stated that information on the status of the elephant is derived from aerial surveys, water hole counts, walking transects, visitor observation, and ranger-based monitoring. In addition, ZPWMA stated that they are regularly monitoring the status of the elephant population, including poaching, at two sites through the CITES "Monitoring the Illegal Killing of Elephants" (MIKE) program.

While Elephant Management in Zimbabwe provides a historical review of elephant status in Zimbabwe prior to 1996, it primarily focuses on intentional reduction of elephant populations through culling rather than on maintenance or increase of populations under threat. Although the Service recognizes the potential role of culling as part of a management program, Elephant Management in Zimbabwe is largely irrelevant as a management plan given its age and because it does not establish specific measurables or management actions that need to be taken. The document does state that when managing elephant males for sport hunting, it is essential to account for all adult males removed from a population, including animals taken through problem animal control and poaching.

The Policy and Plan for Elephant Management in Zimbabwe was the outcome of a “Zimbabwe Elephant Management Framework” workshop held on January 13, 1997, in Harare. The document summarizes the issues that were affecting elephant populations in Zimbabwe at the time, and recommends policy statements on elephant management. While the document states a clear goal and establishes ten objectives with management actions identified, it does not provide a methodology to meet the objectives or complete management actions. Without a plan to take specific actions to meet the objectives, or at least a clear framework on how adaptive management efforts would be monitored to ensure that they are meeting the stated objectives, it is not clear to the Service how the document would serve as a “management plan.” Other documents provided by ZPWMA in response to our inquiries, e.g. “The African Elephant Action Plan” (CoP15 Inf. 68), SADC Protocol on Wildlife, and Elephant and Rhino Security Plan also establish broad policy goals and objectives, but provide very little with regard to specific management actions or measurables.

Either as an outcome of our 2014 negative finding or internal discussions, ZPWMA recognized that The Policy and Plan for Elephant Management in Zimbabwe was out of date and did not address key elements that had changed since 1997. To address this, ZPWMA held a three-day workshop at Hwange Safari Lodge (December 2-4, 2014) to review Zimbabwe’s elephant management regime. The workshop was attended by the ZPWMA Director General, the Permanent Secretary for Environment, Water and Climate, members of the Zimbabwe Parks and Wildlife Board, Executive Directors of Rural District Councils, and various NGOs. Both the Permanent Secretary and the Director General acknowledged at the workshop that the 1997 management plan was outdated and had been overtaken by events at the global, regional, and local levels and cannot address current challenges.

The workshop participants agreed on a framework for an upcoming management plan. The proposed revised management plan had the same long-term vision of the 1997 plan and basically the same target goals (i.e., maintain at least 4 demographically and genetically viable populations; maintain or increase elephant range; maintain numbers/densities of elephants at levels that do not adversely impact biodiversity conservation goals while contributing to economically viable and sustainable wildlife-based land uses). The workshop participants identified the beginnings of strategic objectives and outputs, as well as some key activities. The outcome of the workshop was the starting point for reevaluating Zimbabwe’s management program. However, according to the Proceedings, there was insufficient time at the workshop to complete the section on means of verifying the key performance indicators. A schedule was agreed upon: by Dec. 15, 2014,

ZPWMA would appoint a drafting team to write up the management plan; the 1st draft of the plan would be ready by Jan. 30, 2015; the Elephant Management Plan Coordinating Committee would be convened by ZPWMA by Feb. 28, 2015; Final draft of management plan by April 30, 2015; and Operational annual management plans for 4 sub-regions by May 30, 2015.

While this schedule was not followed closely, since the December 2014 workshop, significant work has been done to develop a revised elephant management plan. As an outcome of this workshop, the participants identified that each of the four primary elephant ranges needed a regional plan to address specific challenges in each area. A workshop was held at the end of April 2015, to discuss an anti-poaching strategy for Mana Pools National Park, the results of which was later expanded to cover the mid-Zambezi Valley region. Likewise, in May and September 2015, workshops were held in Sebungwe and the South East Lowveld, respectively, to develop action plans for each region. An anti-poaching workshop for Hwange National Park was held in June 2015 and, according to ZPWMA, was combined with the management plan for the park to develop the basis for an action plan for Northwest Matabeleland.

As a result of these various workshops, and other efforts ZPWMA and their collaborators put into developing a revised national management plan, the Zimbabwe National Elephant Management Plan (2015-2020) (EMP) was approved for implementation by the Director-General of ZPWMA and the Minister, Ministry of Environment, Water and Climate, on January 20, 2016, and January 21, 2016, respectively. The revised elephant management plan addresses the challenges identified by the 2014 workshop participants and concerns identified by the Service about the failure of Zimbabwe's former management plan to identify specific action items, deliverables, and deadlines. The revised EMP incorporates an adaptive management framework with higher-level targets, with key components, strategic objectives, and outputs. Each key component has management actions that can be measured and verified through "Key Performance Indicators." A set deadline for each action was identified. These measurables allow ZPWMA to monitor the success of the new management plan and, through an adaptive management approach, address newly emerging concerns and long-term management needs.

The EMP focuses on five major components: Protection and Law Enforcement; Biological Monitoring and Management; Social, Economic, and Cultural Framework; Building Conservation Capacity; and Coordination, Collaboration, and Program Management. While addressing elephants on a national basis, the plan also contains annexes with regional management plans for each of the four main elephant populations in Zimbabwe. Differences in management requirements and regional challenges were addressed in the actions and indicators of each regional plan. The intent of the EMP, and its regional components, is to provide for accountability, transparency, and effective implementation. The EMP calls for the establishment of a national elephant manager position tasked with directing elephant management in Zimbabwe. The plan calls for the creation of a National Elephant Management Committee and four range-specific committees to review progress and oversee implementation.

The EMP (page 31) states that the plan "is an ambitious plan" and that the implementation would "require more human and financial resources than are currently available for the conservation and management of elephants in Zimbabwe." Recognizing that ZPWMA may not currently have

adequate resources to implement the Plan as drafted, and that well-prioritized implementation of the plan in a manner to enable elephant sport hunting that benefits the survival of African elephants in Zimbabwe could still help serve as the basis for a finding of enhancement, the Service requested on April 4, 2016, that ZPWMA identify its priorities for implementation and progress in implementation. On May 9, 2016, the Service received a response from (former) Director-General Chidziya. Unfortunately, Mr. Chidziya's response did not identify any priorities. It was not until the Service was able to meet with representatives of the Zimbabwe government and ZPWMA in South Africa in September 2016 that we were able to discuss the issue further. As a result, the Service received a letter dated November 8, 2016, that contained a document, apparently drafted between August 2016 and the end of October 2016, titled "The Zimbabwe National Elephant Supplementary Management Plan (2015-2020)" (the Supplement). This document identified four priority areas: Law Enforcement, Biological monitoring and management, Investigations/Intelligence, and the appointment of an Elephant Manager. The document identified that a national Elephant Manager has been hired (but did not identify how long the manager had been in place) and is currently working with ZPWMA personnel, regional intergovernmental agencies, private sector, and nongovernmental organizations to begin implementing the EMP. The Supplement also emphasized law enforcement and training to combat poaching and ivory trafficking. According to the document, as of August 2016, more than \$1 million had been spent on priority activities. In addition, the document contained a summary on the status and progress, as of August 2016, of action items identified in the EMP for each of the four regions. While the summary does indicate that there are clearly areas where additional actions should be carried out, it does reflect a concerted effort on the part of ZPWMA and its partners since the EMP was signed into effect January 21, 2016, to implement the EMP in a manner to enable elephant sport hunting that benefits the survival of African elephants in Zimbabwe now and to make progress toward full implementation that achieves further benefits for elephants from sport hunting going forward.

Population Status: To manage any population to ensure an appropriate population level and determine whether sport-hunting is having a positive effect on the survival of African elephants, it is vital to have sufficient data on population numbers and population trends to base management decisions. Without current population data, it is not clear how one can calculate the number to offtake. Without information on population demography and mortality, it is not possible to determine accurately what impact hunting, in conjunction with other offtakes, including problem animal control and poaching, is having on Zimbabwe's elephant population. At the time the Service made its April and July 2014 findings, there did not appear to be sufficient data on the population status of elephants within Zimbabwe. According to the IUCN SSC African Elephant Database report "2013 Africa", the elephant population in Zimbabwe in 2007 was estimated to be 99,107, of which 85% (84,416) was classified as "definite", although less than 1% of these animals were identified by aerial or direct counts, and only 0.3% (291) was classified as "speculative". While the total population in 2012 was estimated at 100,291, only 47% (47,366) was classified as "definite" and 45% (45,375) was classified as "speculative." Only 304 "definite" animals were counted by aerial or ground counts (less than 1% of the definite animals), while 41,840 of these animals were counted through sample counts or dung counts, a less accurate methodology than properly conducted aerial surveys, and the remaining 5,222 were estimated through "other guesses." In a November 3, 2014, letter to the Service, the IUCN/SSC African

Elephant Special Group (AfESG) stated that data had been inadvertently left out of the 2013 provisional report. Specifically, a 2007 survey of Hwange National Park which added an additional 30,000 elephants to the “definite” category (from the “speculative” category), while not changing the overall population estimate. In addition, according to information provided by ZPWMA, two surveys were conducted in 2012-2013 in Save Valley Conservancy and in Gonarezhou National Park (and surrounding areas). In Aerial Survey of the Larger Herbivores, Save Valley Conservancy, Zimbabwe, a report compiled in September 2013 by the Technical Advisory Committee of the Save Valley Conservancy, 1,538 elephants were counted. Based on nine years of aerial surveys (2004-2010 and 2012-2013), not all of which covered all of the Save Valley Conservancy, there appears to have been a short-term increase in elephant population density of 9.5%.

In 2014, the Pan African Aerial Elephant Survey (<http://www.greatelephantcensus.com/>), or the Great Elephant Census (GEC), was carried out over a significant portion of the savanna elephant’s range in Africa. The GEC developed standardized survey methodology to establish a consistent continent-wide population basis line. However, it is important to emphasize that Zimbabwe did not modernize its elephant survey method nor did it conduct surveys comparable to the rest of the continent during the GEC. The surveys, approved by the organizers of the GEC, that were conducted used the same methodology, coverage, and transects that have been used since the 1960s in Zimbabwe. The results of this approach is that, while the surveys did not calculate a new baseline, or a more accurate population value, Zimbabwe was able to replicate past surveys that is comparable to past iterations to determine relative population trends over time. In 2015, confirmed results from the GEC reported an estimate for elephant abundance in Zimbabwe to be 82,304 individuals (73,715-90,893), with a total carcass ratio of 7.8%. This was a 6% decrease from the 2001 population estimate. It should be noted, however, that a carcass ratio of greater than 8% generally indicates a declining population.

In African Elephant Status Report – 2016, the AfESG estimated Zimbabwe’s elephant population at $82,630 \pm 8,589$ across a range of $81,228 \text{ km}^2$. According to this report, Zimbabwe maintains the second-largest elephant population in Africa. The population is most concentrated in the North West Matabeleland and South East Lowveld ranges. There was an estimated increase in population for Northwest Matabeleland from $49,310 \pm 7,051$ in 2001 to $53,991 \pm 7,711$ in 2014. There were no significant differences in totals, but the carcass ratio in 2014 was 7% compared to 3% in 2001. According to the report, the 2014 estimate for Sebungwe (northern Zimbabwe) was $3,407 \pm 1,215$ compared to $15,024 \pm 2,133$ in 2006. The observed carcass ratio of 30% indicated an unsustainably high offtake with almost no elephants left in the communal areas, with the main surviving sub-population in Matusadona and Chizarira National Parks and the Chirisa Safari Area. There was also a decrease in estimates for the Lower Zambezi Valley from $11,656 \pm 2,259$ in 2014, compared to $19,297 \pm 2,527$ in 2003. However, the report stated that the observed carcass ratio of 6% is not as high as one would expect given the rate of population reduction and might suggest that the level of poaching has reduced in recent years.

Although Zimbabwe chooses not to use the same survey methodology that other countries used during the 2014 GEC, the results of the GEC, and subsequent survey data reported in the 2016 AfESG report, provided more reliable data and a better basis for establishing management

priorities than previous surveys and guesses. Prior to the GEC survey, ZPWMA had stated that the national elephant population was approximately 100,000 animals. This determination was based on guesses and old population estimates, many of which were over 10 years old, and was used to establish quotas or to facilitate management decisions. While establishing the EMP was paramount to improving Zimbabwe's elephant management regime, it was only by incorporating the current population estimates into the framework of the EMP that more effective management would be possible. The targets and goals of the EMP have taken these more reliable population estimates into consideration when establishing hunting offtakes to implement the EMP.

Regulations and Enforcement: The regulatory mechanisms for ZPWMA and its programs were established primarily under the Parks and Wild Life Act 1996 (amended), but also include a number of other laws and regulations. The Parks and Wild Life Act include sections on virtually every aspect of ZPWMA, including requirements for annual financial audits and reporting to the central government. The law also provides for substantial penalties for the unlawful possession of or trading in ivory. The first offense carries a minimum of 5 years and a maximum of 15 years in prison. The second offense carries a minimum prison term of 7 years and a maximum of 15 years. However, according to the response from ZPWMA to our April 4, 2014, inquiry, the General Laws Amendment Act (No. 5) of 2010 provides for a mandatory imprisonment of not less than nine years for poaching.

In January 1996, the Government of Zimbabwe approved the establishment of the Parks and Wild Life Conservation Fund that provides for financing wildlife operations directly from revenues generated through wildlife-related activities. The funding for ZPWMA is therefore coming from revenue generated through sport hunting conducted on state and private lands, concession leases, National Park visitor fees, and other wildlife related fees. While there have been requests by ZPWMA for funding from the central treasury in the past, to our knowledge, no other significant government funding has been provided, and only limited outside funding from NGOs or other governments appears to be available.

In response to the Service's May 12, 2015, letter, ZPWMA sent a letter on June 20, 2015, with additional information on their elephant hunting program. While the document did not specifically identify the amount of revenue generated from elephant hunting, it did state that in 2014, \$5,072,493 was generated as hunting revenue. The document went on to state that historically 54% of the hunting market in Zimbabwe is made up of US hunters. Assuming the historical average provided by ZPWMA, US hunters may have contributed approximately \$2.74 million of the total hunting revenue for 2014. The document estimated that 2015 revenues from hunting would increase to \$6.2 million in 2015. While the document did not provide updated estimates on the role of U.S. hunters, it did assume the role of U.S. hunters would remain consistent with historical averages absent the fact that the Service was not approving the importation of elephant trophies at that time. ZPWMA stated that they had an operating budget of \$25.7 million for 2014 and (budgeted) \$34.1 million in 2015. According to this document, ZPWMA had revenue equaling \$26.4 million in 2014 and estimated revenue of \$35.5 million for 2015. While the Service did not receive information regarding ZPWMA's full 2016 or 2017 budget or the estimated revenue, we did receive information that as between January 2016 and August 2016, ZPWMA had spent \$1.010 million on the implementation of the EMP. In addition,

we received more specific information regarding revenue generated in the communal areas that were managed by CAMPFIRE (see Revenue Utilization section below).

According to “The Role of Trophy Hunting of Elephant in Support of the Zimbabwe CAMPFIRE Program – December 2016”, a report the Service received on December 17, 2016, the Reserve Bank of Zimbabwe, in collaboration with relevant stakeholders, has established the Tourism Receipts Accounting System (TRAS) that required all outfitters to submit returns listing the revenue generated for hunting activities. This system has been in place for several years, but required manual analysis of the data to extract information on hunting revenue. In January 2015, a web-based system (TRAS2) was introduced that links Safari Operators, ZPWMA Authority, Taxidermists, Shipping Agents, International Marketing Agents and Reserve Bank. Under this system all authorized hunts are registered allowing for the capture of hunting data, such as the origin of clients, value of trophies and hunts, and area hunted, to monitor hunting quota utilization and track hunted trophies. According to the December 2016 report, the Exchange Control Division of the Reserve Bank of Zimbabwe and the ZPWMA are now able to:

1. Assess regional price differentials of similar hunts and the reasons thereof;
2. Present TRAS2 system updates and reports to the users, including international marketing agents;
3. Engage with international marketing agents of sport hunting;
4. Obtain relevant insights on governing of the hunting sector; and
5. Come up with an effective mechanism to fully account for export proceeds from the hunting sector.

This system would be very beneficial in obtaining data in the future on how funds generated by elephant hunting in Zimbabwe, particularly from U.S. hunters, are utilized to enhance the survival of the species.

One concern expressed by the Service in its previous findings was whether ZPWMA was responding to the apparent poaching crisis facing Zimbabwe. One particular concern was the poisoning event in Hwange. Based on communication from ZPWMA, as well as information received from NGOs, ZPWMA specifically responded to the threat of poaching in Hwange by improving radio communications, adding aerial surveillance, and holding 35 public awareness meetings in the area. ZPWMA has also stepped up its anti-poaching nationally by adopting a number of “Urgent Measures” (as identified in ZPWMA’s July 2015 letter). ZPWMA has acted to increase poaching penalties, criminalize the use of cyanide in poaching, increase air surveillance of protected areas, collaborate with national law enforcement and military agencies to raise a national concern regarding elephant poaching, and improve intelligence-sharing across international borders. According to available information, ZPWMA has also held a judiciary awareness program to support better implementation of relevant poaching laws and penalties throughout prosecution and sentencing. As shown in the July 2015 Response, most of ZPWMA’s budget (77%) is allocated for staff costs and patrol provisions. These expenditures reportedly fund anti-poaching efforts throughout the elephant range. ZPWMA reportedly has a staff of 1,504 active field rangers and has stated that there is an intent to increase this number. According to “The Zimbabwe National Elephant Supplementary Management Plan (2015-2020)”, over 80% of spending under the new EMP has been on law enforcement (anti-poaching) and training, with law

enforcement identified as the top priority going forward.

The Parks and Wildlife Act Chapter 20:14 devolved authority to manage and benefit from wildlife on communal and private lands to the landholders. Although the Service raised questions on how successful this approach would be in previous findings, the Zimbabwe government has established dialogue and collaborated with NGOs, landowners, and safari area concessionaires to improve elephant management and anti-poaching efforts. According to their July 2015 response to the Service, and supported by the report on the implementation of the EMP provided in November 2016, ZPWMA is engaging private players in co-management in some areas and entering into long-term lease agreements (10-25 years) to manage some protected areas. In certain areas, ZPWMA is reportedly partnering with safari operators; in others, they partner with non-profits, such as the Tashinga Initiative in the Zambezi Valley and WWF in the Hwange-Sanyati Biological Corridor.

On November 12, 2015, a stakeholders conference was held in Harare. The meeting was called by Minister Mrs. Opah Muchinguri-Kashiri, Minister of Environment, Water and Climate, as the chairperson of a multi-ministerial cabinet committee established to look into the poaching crisis within Zimbabwe. In attendance were the Minister of Tourism and Hospitality, and the Minister of Rural Development, Preservation of Culture and Heritage. Other delegates included the Permanent Secretaries from the Ministries of Environment and Agriculture, representatives from the Zimbabwe National Army, the Air Force, the Zimbabwe Republic Police, Rural District Councils, NGO's, industry and civil society. The conference, partially funded by the African Wildlife Foundation, noted that Zimbabwe needed to reinstate a level of custodianship over wildlife to the local level and give communities and land owners broad user rights. It also noted the need to review the efficiencies of the private wildlife sector, community wildlife programs, and ZWPMA. A number of recommendations were made at the conference including addressing resource concerns of rangers in the field; evaluate how CAMPFIRE is interacting with local communities; and building greater trust between various ministries and agencies to address sport hunting issues. The Minister also called for establishing regular meetings of stakeholders to ensure that there is continual movement in addressing identified issues.

While no information was provided on whether these stakeholder meetings are proceeding as called for by the Minister, the Service was informed by AWF that they have established, and partially fund, the Environment and Wildlife Advisory Committee (EWAC) for the Minister. According to AWF, this committee will advise the Minister and provide technical assistance to ZWPMA. AWF stated that the November conference was the first of its kind to bring together such a wide array of ministries and agencies and, according to AWF, will greatly improve the wildlife industry in Zimbabwe.

At the 16th Meeting of the Conference of the Parties to CITES in 2013, the report on ETIS (CoP16 Doc. 53.2.2) expressed concerns about Zimbabwe in regard to illegal trade in ivory. The report stated that, as a group, Zimbabwe, Botswana, and Namibia, were in the middle range, when compared to 64 other consumer or producer countries of elephant ivory, in terms of the mean number of seizures identified, but ranked fifth in the measure of scale, indicating most of the seizures were in the 10-100 kg class (i.e., an average number of seizures that were predominately

smaller in size). The report noted that 65% of the ivory trade between 2006 and 2011 had occurred since 2009, indicating that illegal ivory trade is increasing. Governance indicators were mixed, with a much lower than average World Bank “rule of law” score, but the second highest law enforcement ratio of any group of countries evaluated.

At the 17th Meeting of the Conference of the Parties to CITES in 2016, the “Report on the Elephant Trade Information System (ETIS)” (CoP17 Doc. 57.6) reflected that there were some improvements in Zimbabwe. As in the previous report, the document grouped Botswana, Namibia, and Zimbabwe together in terms of their level of government oversight and capacity. These countries regularly report data to ETIS. In terms of all data that implicate these countries in an ivory seizure, this southern African grouping reflects middle range values in terms of mean number of seizures and the mean weight of ivory seized. The measure for assessing the presence of organized crime stands at zero which, according to the document, is indisputably a good sign. Governance indicators are mixed, however, with the rule of law score problematic and suggesting the presence of corruption, but the relatively high law enforcement ratio partially mitigates that concern. As reported in earlier ETIS reports, Zimbabwe was the country that pulls the rule of law score down, indicating far greater governance challenges exist in that country. The domestic ivory market score is low, reflecting the complete absence of a market in Botswana and a very low level of trade in Namibia. Again, Zimbabwe is the exception with the tenth largest ivory market of any country in this analysis. While not directly addressed in the two ETIS reports, there is some evidence of corruption or collusion within the wildlife sector. It was revealed in 2016 that there was not adequate control of its rhino horn stockpile, and the former Director General Edson Chidziya was recently fired over the loss of a significant number of rhino horns. While this event raises concerns over ZPWMA’s ability to maintain control over stockpiles and other resources, it should also be acknowledged that there are mechanisms in place, that were utilized, to address such governance issues.

Sustainable Use: According to the AfESG 2016 report, poaching for ivory has escalated in the past 10 years and has become a major problem in Zimbabwe. Poaching impacts are highest in the north of the country, particularly in the Sebungwe Region. However, at the same time, concerns have been expressed about the impact of high numbers of elephants on vegetation and other biodiversity in protected areas, particularly in areas with elephant densities higher than 0.5 elephants per km² (some areas of Zimbabwe have densities higher than 1 elephant per km²). These two apparently opposing factors (uncontrolled poaching that may adversely affect elephant populations in some areas of Zimbabwe and overutilization of habitat by high numbers of elephants in other parts of Zimbabwe) previously raised concerns by FWS on what would constitute a sustainable utilization of elephants in Zimbabwe.

In previous findings, the Service did not have sufficient information regarding offtake in Zimbabwe, including basic information like the number of elephants that have been sport-hunted annually. For both the 2014 and 2015 hunting seasons (January – December), Zimbabwe had established an annual export quota of 500 elephants (1000 tusks). This is the same quota that

Zimbabwe has reported to the CITES Secretariat since 2004. Likewise, for 2016 and 2017, Zimbabwe has reported the same annual export quota to the Secretariat. It is unclear, given the improved population data now available to Zimbabwe and the revised management plan that specifically recognizes the use of population data when establishing quotas, why Zimbabwe maintains the same CITES export quota year to year. While the Service will request additional insight into Zimbabwe decision not to amend the voluntary quota provided to the CITES Secretariat before making a 2018 finding, unlike what was available to the Service when it made its previous findings, there is now clear information that Zimbabwe has not reached this export quota in the past and is unlikely to do so in the future given the new management efforts under the EMP. In ZPWMA's July 20, 2015, response, a chart was provided that identified the level of offtake between 2010 and 2014, as well as approximately six months of 2015. Based in this response, the average of 215 sport-hunted elephant trophies was taken each year between 2010 and 2014, with the first half of 2015 (75 trophies) being consistent with this annual average (between 2011 and 2013, the average off-take was 260 annually (274, 247, and 258, respectively), so a lower offtake in 2010 (134 trophies) and 2014 (162 trophies) made a significant difference in average annual offtake). Over this period, there were 57 and 23 animals culled in 2010 and 2011, respectively. According to ZPWMA, the number of live exports were low, with a total of 11 live elephants exported in 2012 and 2014 (however, according to the WCMC trade database, Zimbabwe reported the export of 3 live elephants in 2011, 18 in 2012, and 27 in 2015).

Of the five years of data (2009-2013) ZPWMA provided in their April 17, 2014, response, an average of 190 elephants were identified as being poached annually. In 2009 and 2010, there was an average of 111 elephants poached; however, between 2011 and 2013, the average more than doubled to 243 elephants. According to the information received in July 2015, 293 elephants were poached in 2013, including the 105 elephants poisoned in Hwange National Park. However, according to more recent information, the number of elephants poached in 2014 declined to 194, with 70 being identified as poached in the first 6 months of 2015. This identified decline was also corroborated by data presented at CoP17 (CoP17 Doc. 57.6).

While the number of elephants taken as problem animals was not elucidated in material provided by ZPWMA in 2014, their July 20, 2015, response did provide more details. Over a 5-year period (2010 to 2014), an average of 76 elephants was taken annually. There was a spike in 2012 of 173 animals, but other years the annual offtake was reportedly between 44 and 61 animals annually. The July 20, 2015, document also provided more information regarding natural mortality rates. According to this information, between 2010 and 2014, there was a spike of natural mortality in 2011 (1,015 mortalities), 2012 (1,373), and 2014 (1,981), with a five-year average of 940 animals (although the reported natural mortality in 2010 and 2013 was substantially lower, which raises questions regarding the reliability of the 2010 and 2013 figures). The partial data for 2015 (455 reported mortalities) is consistent with average annual mortality rate of 940 animals.

Taking into consideration all of the reported offtake between 2010 and 2014, there was an average offtake of approximately 1,500 animals. Based on this average and the reported population estimates coming from the 2014 GEC, Zimbabwe appears to be experiencing approximately 2% offtake of their elephant population. Even if the annual export quota was 500 elephants, based on the most recent survey data, the hunting offtake would be less than 1% of the total population

(noting, of course, that hunting offtake is typically focused on a select group of larger, tusked elephants). With the reported average hunting offtake of 215 trophies, as reported in 2015, the hunting offtake would be approximately 0.2% of the total population.

In our previous findings, the Service raised concerns about how quotas were established and allocated among safari outfitters and landowners. According to information from ZPWMA, as well as information provided by many of the comments received by the Service from safari outfitters and professional hunters associations, the principal form of utilization of the elephant in Zimbabwe is sport hunting. According to ZPWMA, quotas established in previous years (before the EMP) were set to maximize the sustainable production of high-quality trophies without detriment to the population. It appeared that the national export quota of 500 elephants was the goal to reach when establishing quotas for each hunting area, as opposed to determining the best quota to facilitate management goals for those areas. According to the material provided to the Service in 2014 and 2015, it appears that the complete quota of 500 elephants was allocated proportionally to each area based on recommendations from ZPWMA ecologists, field staff, safari operators, other stakeholders, and technical specialists through “multiple stakeholders participatory quota setting.” Then, on an annual basis, stakeholders use available population data to propose a particular quota for an area to a Quota Setting Workshop. At this workshop, it is determined if the proposed quota should be adopted or modified in relation to other proposed quotas. Factors that are apparently considered each year include population estimates, growth rates of populations, size of hunting areas, status of habitat, and target elephant population size.

With the establishment of the EMP, there is a more systematic, scientifically-based approach to establish national quotas. According to a presentation made by the Zimbabwe elephant coordinator at a workshop in South Africa at the end of November 2016, Zimbabwe looks at a number of factors. While they are still starting with the quota identified to the CITES Secretariat (500 elephants), they are not immediately dividing this quota between all of the hunting areas. Instead, they are taking into consideration the results of the 2014 survey and subsequent surveys, results from research efforts, the size of the hunting area in relation to elephant habitat requirements, illegal off-take and other forms of off-take, how the hunting areas are managed in relation to land use or fencing, human-wildlife conflicts that have occurred previously, and recommended sustainable off-take levels developed based on ecological assessments of the hunting area. This information is then further evaluated in light of other species within the hunting area, past elephant trophy quality, and community benefits of proposed harvests.

The proposed quota is then discussed at stakeholder workshops in each of the four elephant regions. This process is presented in the District Quota Setting Toolbox and the Quota Setting Manual, published in 2000 and 1997, respectively, that were discussed in previous Service findings. The significant difference between how the quotas were set previously and the methodology carried out now is the weighted input of elephant ecologists and managers. While stakeholder interests are considered, the final quota determination is made by ZPWMA ecologists to ensure the quotas are assessed at a sustainable level, having negligible impact on the population. According to their July 2015 response, ZPWMA reduced the starting number from 500 to 300. For 2016, they stated that they were raising the starting point for determining a national quota to 400. However, based on the 2014 census data, a quota of 400 elephants would

constitute 0.49% of the total population of over 82,000. It should be noted that to date, the annual trophy harvest of 215 elephants is well below this value and therefore would account for less than a 0.49% off-take (It should be noted, however, that the proportional off-take of trophy animals would be higher when considering that trophy hunting is targeting a specific sub-group of the total population).

Revenue Utilization: On communal lands in Zimbabwe, the protection of elephants falls primarily under the Communal Areas Management Programme for Indigenous Resources (CAMPFIRE), which encourages reductions in human-elephant conflicts through conservation-based community development. The program was established in 1989 as a means of providing an economic incentive and return to rural communities while encouraging tolerance for the elephant and sustainable use of natural resources. This program has been the model for community-based conservation efforts in several other African countries and identified as an innovative program in the past. Under this program, there are currently 29 Rural District Councils (RDCs) that have been granted Appropriate Authority status under the Parks and Wild Life Act. Based on several CAMPFIRE documents presented to the Service, between 12 and 16 RDCs with exploitable wildlife resources make up the core of the CAMPFIRE program.

According to the Revised CAMPFIRE Revenue Sharing Guidelines, which were incorporated into the Constitution of the CAMPFIRE Association in 2007, at least 55% of generated revenue from hunting should be devolved to producer communities, no more than 26% and 15% for management and overhead at RDC level, respectively, and 4% as a levy to the CAMPFIRE Association. According to an undated document (but presumably produced in late 2014, since it references data from 2014 but does not include any references to 2015 data) produced by CAMPFIRE (CAMPFIRE report undated) at least 10 RDCs comply with the Revenue Guidelines. As reported in this document, data were presented in an October 2013 report stating an estimated US\$2,496,349 was generated by 15 RDCs in 2012 from hunting revenue. While this report states that 5 out of 13 RDCs contributed 84% of the hunting revenue, the supporting table to this statement does not reflect this number. Further, the report states that an assessment of 18 main CAMPFIRE districts allocated hunting quotas for 2014 shows that 106 out of 167 bull elephant hunts were booked by U.S. hunters and that elephant hunting contributes more than 70% of the income to the CAMPFIRE program, and that 90% of all CAMPFIRE revenue comes from all hunting.

The CAMPFIRE report (undated) stated that in the Community Based Natural Resources Management Stocktaking Assessment Report by Mazambani and Dembetembe (2010) [Service does not have a copy of this report], between 1989 and 2006, US\$88.9 million in gross revenue was realized by key stakeholders in the CAMPFIRE program. Of this revenue, 55% went to safari outfitters, 23.4% to producer communities, 19.8% to RDCs, and 1.8% to the CAMPFIRE Association. (The Service has no additional documentation or information to validate these figures.)

On 17-18 November 2014, a workshop titled “CAMPFIRE Stakeholder’s workshop: Towards the Development of a New Elephant Management Plan and Policy” was held in Zimbabwe. The

discussions and recommendations touched on the effectiveness of the CAMPFIRE concept and its relationship to tourist hunting. At the workshop, Charles McCallum Safari reported that they had contributed over \$349,000 to CAMPFIRE wards and the RDC in 2013 – U.S. elephant hunters contributed 40% of this total (\$132,870). In 2014, the total was up to \$400,995 but contributions due to U.S. hunters dropped to 27% (\$100,800) – all elephant hunting was only 32% of the total (\$118,425). It appears that the workshop may have been a good starting point to address issues faced by RDCs and to improve the effectiveness of CAMPFIRE. However, according to Conservation Force, represented at the workshop, CAMPFIRE needed to find a balance between a large elephant population and human population pressures, as well as ensure that revenue from tourist hunting and other resource uses flows to local communities. The 2014 Pan African survey results confirmed that elephant populations in the Zambezi Valley and in Sebungwe have decreased significantly. These areas include communal land. The declines indicate that the persistence of elephants in these areas may be in question in future years if the trend is not halted or reversed.

In a November 11, 2015, presentation by CAMPFIRE to the 14th African Wildlife Consultative Forum in South Africa, it was reported that new CAMPFIRE Revenue Sharing Guidelines have been established where revenue are paid by Safari Operators within CAMPFIRE communities directly into community controlled bank accounts, not through RDCs. CAMPFIRE areas would receive 100% of trophy fees for all animals hunted. The communities within the RDC would receive 55% of CAMPFIRE income for their projects, while 41% would be provided to the Rural District Councils for field patrols, monitoring of hunts, problem animal control, water, fire management, and district development. The remaining 4% would be given to the CAMPFIRE Association to coordinate the program and represent its interests at all levels. However, on average, 52% (below required 55%) went to communities, 44% (vs 41% required) went to councils, and 4% to the CAMPFIRE Association.

According to this presentation, the total income of all hunting in 2014, within CAMPFIRE areas that were surveyed, was \$2,102,007, compared to \$2,229,910 in 2013. It was stated that, on the average, elephant hunting contributed 54% (\$1,138,375) of the total hunting income in 2014. Only one district, Matobo, did not generate any income from elephant hunting. Hwange district generated 100% of its income from elephant hunts. Average revenue was \$82,475 per district, but one district, Matobo, generated \$0 and Tsholotsho generated \$381,500. Based on the actual division of the revenue, communities received \$1,100,643, RDC received \$917,283, and CAMPFIRE Association received \$84,080 from all hunting related activities in 2014.

Reports received since 2014 indicate that funds have been invested in projects that benefit the communities overall, such as building classrooms or clinics; purchasing farm equipment; rehabilitating water supplies; purchasing vehicles used in wildlife monitoring and anti-poaching; installing solar power; and other infrastructure improvements. The purpose behind CAMPFIRE is to stimulate the long-term development and sustainable use of natural resources in Zimbabwe's communal areas. By linking these tangible benefits to the protection of wildlife within the communal areas, CAMPFIRE can provide a clear connection to rural residents for the

protection of wildlife, including elephants. Its infrastructure also creates jobs for conservation officers and in monitoring programs, as well as employing game scouts.

In September 2016, the Service received information regarding efforts to review the CAMPFIRE program, which is being supported by the EU through a 12 million Euros contribution. The review was to start in February 2016 and last for 18 months, with a report by the end of 2017. The review was stated to be an effort to develop an improved policy, regulatory, and institutional framework for CAMPFIRE. While this review is still under way and the Service has not received any information on the potential outcome of the review, this appears to be a significant move forward in addressing issues that have been raised about CAMPFIRE, such as their support to communities to better manage wildlife resources and equitably utilize their financial resources.

“The Role of Trophy Hunting of Elephant in Support of the Zimbabwe CAMPFIRE Program – December 2016,” a report the Service received on December 17, 2016, contained a recent audit of nine CAMPFIRE districts that receive funds from elephant hunting. In these districts, approximately 60% of the allocated elephant quota (approximately 114 elephants/year of the annual average quota of 180 elephants) has historically been utilized and the majority of hunters (53%) originate from the United States. These U.S. hunters have contributed US\$9 million toward the CAMPFIRE Program during 2010-2015, compared to US\$8 million from hunters from 40 other nations. Based on this report, approximately 25% of Zimbabwe’s people are receiving incentives to conserve wildlife and prevent anti-poaching through CAMPFIRE. Between 1994 and 2012, CAMPFIRE generated US\$39 million of which US\$21.5 million was allocated to communities and used for resource management (22%), household benefits (26%), and community projects (52%). According to this report, about 90% of CAMPFIRE revenue comes from hunting, with elephant hunting contributing up to 70% of annual revenue.

According to the report, a total of 1,087 elephants have been allocated on quotas to the nine CAMPFIRE areas since 2010. The distribution of this quota among the nine CAMPFIRE areas is dictated by the relative density of elephants in the neighboring protected areas and those residing in the CAMPFIRE areas. Tsholotsho, for example, which borders the southern boundary of Hwange National Park, was allocated 158 elephants (or approximately 26/year) while Hwange, Binga and Hurungwe CAMPFIRE Areas, which do not border onto areas of high elephant densities, received approximately 10 elephants/year. Over the six years, Tsholotsho (99%), Mbire (71%) and Chiredzi (68%) have successfully utilized their allocated quotas while areas such as Hurungwe (20%) and Binga (26%) have utilized a smaller percentage of their allocated quotas. Based on this information, and information in the “Supplement”, approximately 53% of all sport-hunted elephant trophies taken annually in Zimbabwe were hunted CAMPFIRE areas.

As stated earlier, to fully account for earnings in the hunting sector, the Reserve Bank of Zimbabwe established the Tourism Receipts Accounting System (TRAS) and its web-based system, TRAS2 to links Safari Operators, ZPWMA, Taxidermists, Shipping Agents, International Marketing Agents and Reserve Bank. Under this system all authorized hunts are registered allowing for the capture of hunting data (origin of clients, value of trophies and hunts,

area hunted etc.), monitoring hunting quota utilization and tracking hunted trophies. Outfitters that operate hunting concessions in CAMPFIRE Areas are required to deposit copies of the TRAS2 form with the CAMPFIRE Office in their respective RDCs/Wards. Each Office is therefore able to extract data on daily rates, trophy fees and other incidental revenues. These data confirm the major role of American hunters to the CAMPFIRE program who contribute 52% of the overall income, but do not break down this contribution to species hunted, such as elephants.

Local conservation efforts: As was identified in our previous findings, Conservation Force and other commenters emphasized the economic impact of the suspension to local conservation efforts being carried out by individual landowners and leaseholders, safari outfitters, and conservancies. In our previous findings, we acknowledged that there were “pockets” of conservation work being carried out. It is now evident that after our 2014 and 2015 findings, due to greater efforts by ZWPMA and NGOs, there has been an increased effort by land owners and leaseholders to take a greater effort in addressing conservation needs of elephants and the habitat that they rely on. As stated previously, a number of regional and national workshops were held in 2014 and 2015 that promote a greater public-private partnership. While ZWPMA stated in 2014 that legislation was in place to decentralize management of wildlife within Zimbabwe, it does not appear that efforts were actually initiated until the workshops that were held after our original 2014 finding and the completion of the EMP in January 2016. In addition to the regional and national workshops that have been convened between ZWPMA and safari operators throughout Zimbabwe, there have been meetings targeting specific conservation needs with operators in the Lower Zambezi Valley and South East Lowveld. In addition, there appears to be a greater effort on the part of ZWPMA to put mechanisms into place to support these efforts. This has been reflected in collaboration between ZWPMA, WWF, Friends of Hwange, and other stakeholders on law enforcement efforts and funding conservation efforts in Northwest Matabeleland. In the Lower Zambezi Valley, ZWPMA has established joint ventures with WWF, Zambezi Society, the Tashinga Initiative, and other organizations to carry out anti-poaching efforts. Awareness campaigns to education local communities on wildlife conservation have been expanded in the South East Lowveld Northwest Matabeleland.

The Parks and Wildlife Act Chapter 20:14 devolved authority to manage and benefit from wildlife on communal and private lands to the landholders. Although the Service raised concerns about this approach in previous findings, there appears to have been an increase in working with NGOs, landowners, and safari area concessionaires to improve elephant management and anti-poaching efforts. According to their July 2015 response to the Service, and supported by the report on the implementation of the EMP provided in November 2016, ZPWMA is engaging private players in co-management in some areas and entering into long-term lease agreements (10-25 years) to manage some protected areas. In certain areas, ZPWMA is reportedly partnering with safari operators; in others, they partner with non-profits, such as the Tashinga Initiative in the Zambezi Valley and WWF in the Hwange-Sanyati Biological Corridor.

Evaluation:

As explained earlier in General Considerations, the Service evaluates a number of factors to

determine whether the killing of the trophy animal taken in a range country will enhance the survival of African elephants under 50 CFR 17.40(e)(6)(i)(B). The Service evaluates applications in accordance with the African elephant 4(d) rule and the permit issuance criteria outlined in 50 CFR 17.32(a)(2). In evaluating each of these criteria the Service has considered the information currently available to the Service as of the date of this finding on elephant hunting in Zimbabwe in 2016, 2017, and 2018, including information provided by the Government of Zimbabwe, current applicants to import sport-hunted elephant trophies, interested individuals and organizations, and other information available to the Service. In accordance with the regulatory requirements, the Service is able to make a determination that the killing of the trophy animal in Zimbabwe, on or after January 21, 2016 and on or before December 31, 2018, will enhance the survival of the African elephant. Therefore, with the information currently available, applications to import trophies hunted during this time period will be considered to have met this requirement unless we issue a new finding based on available information. In accordance with the 4(d) rule for the African elephant, 50 CFR 17.40(e), the Service will review each application received for import of such specimens on a case-by-case basis and each application also needs to meet all other applicable permitting requirements before it may be authorized. On an ongoing basis and as it evaluates each application, the Service will continue to monitor the status of the elephant population, the total management program for elephants in the country to ensure that the program is promoting the conservation of the species, and whether the participation of U.S. hunters in the program provides a clear benefit to the species. Accordingly, the Service may modify its determination based on available information consistent with the regulatory requirements. Further discussion for each of the criteria follows:

17.32(a)(2)(i): Whether the purpose for which the permit is required is adequate to justify removing from the wild or otherwise changing the status of the wildlife sought to be covered by the permit:

Zimbabwe has adequate legislation in place and on January 21, 2016, adopted the Zimbabwe Elephant Management Plan 2015-2020 (EMP), with regional components, which has clear objectives, action items, and measurables to more effectively monitor and evaluate elephant populations and management and facilitate a more systematic management regime. Further, ZWPMA has demonstrated through recent reports that the EMP, while somewhat constrained due to limited resources, is being implemented. Overall beginning January 21, 2016, while there are still concerns over the ability to fully implement the EMP, ZPWMA has provided a well-designed elephant management plan to incorporate an adaptive approach to management that considers regional variation in elephant management requirements. There is no doubt that efforts must continue in implementing the EMP to ensure adequate management of elephants in each of the four regions within Zimbabwe, but to date ZPWMA appears to have established a strong mechanism for national elephant management and has documented that identified targets and measurables are being achieved in a manner to enable elephant sport hunting that benefits the survival of African elephants in Zimbabwe now and is making an effort to make progress toward full implementation that achieves further benefits for elephants from sport hunting going forward.

The Pan African Elephant Aerial Survey, or Great Elephant Census (GEC), that was conducted in Zimbabwe in 2014, and became available in 2015, has provided ZPWMA a better elephant baseline population abundance estimate to assess future off-take quotas, management efforts, and anti-poaching activities. Although Zimbabwe did not conform to the new methods that GEC hoped to establish as the new standard, they opted to conduct surveys using other methods which were not necessarily more accurate but were directly comparable to previous surveys. While the revised population data was available in 2015, as well as other survey data obtained after the 2014 GEC it was not until implementation of the EMP in January 2016 that the data was fully incorporated into a systematic management regime. From information provided by ZPWMA in late 2016, it is clear that this population data has been incorporated into the implementation of the EMP and establishing scientifically defensible hunting quotas.

ZWPMA stated that U.S. hunters historically contribute approximately \$3 million annually through all hunting activities. ZWPMA, as well as other commenters, has stated that elephant hunting is the key component of the hunting industry since the species is the primary draw for U.S. hunters to Zimbabwe. For the most part, the central Zimbabwean Government does not directly allocate treasury funds to ZPWMA. Therefore, the vast majority of funding for ZPWMA must come from hunting revenues. The same is true for CAMPFIRE. With the implementation of TRAC2, ZPWMA and CAMPFIRE can now better document and track revenue generated through sport hunting and how it is utilized. For the 2014 and 2015 hunting seasons, the Service received limited evidence to support a positive enhancement finding. With information provided by ZPWMA in 2016 in response to additional inquiries from the Service, as well as meetings with ZPMWA officials in late 2016, there are now accounting mechanisms in place that document hunting revenue.

According to the information provided to the Service in late 2014 and 2015, Zimbabwe has established hunting quotas for all areas of the country. However, it was not until late 2015 and 2016 that the Service received more specific information on how these quotas are established, including how other forms of offtake, such as poaching and problem animal control, were taken into account. Further, it was not until the EMP was signed into effect January 21, 2016 that the Service could have confidence that ZWPMA had in place effective mechanisms to establish scientifically based hunting quotas that took into consideration other forms of off-take to ensure the sustainable utilization of their elephant population.

Since our findings in 2014 and 2015, CAMPFIRE has provided significantly more information on how their programs support the conservation of elephants and provide benefits to and promote greater tolerance of wildlife in rural communities. While the program has come under criticism in recent years relating to excessive retention of generated funds by district councils and diminished benefits to communities and elephants, strides are being taken to address these concerns. An overarching analysis of CAMPFIRE, supported by a grant of 12 million Euros from the EU, is currently being conducted and is scheduled to be completed by the end of 2017. While this review is still under way and the Service has not received any information on the potential outcome of the review, significantly more information has been provided to the Service in regard to how funds are utilized and the basis for hunting off-takes.

As stated in the previous findings, there have been “bright spots” regarding elephant conservation efforts, particularly those carried out by non-governmental entities that are providing a benefit to elephants. Since our 2014 and 2015 findings, there appear to be strong indications that the efforts of private landowners and consortiums to management elephants within their areas of control have received greater support from ZWPMA and the Zimbabwe government. There is increased support from the Central Government and Rural District Councils to expand and support local conservation efforts and evidence that local conservation efforts are meeting management deficiencies that were identified previously by the Service.

Based on the information currently available to the Service, we believe that these efforts will continue through the remainder of 2017 and 2018 to address Zimbabwe’s national and regional management issues, including monitoring the current population status of elephants, addressing poaching levels and prevention, and the appropriate utilization of hunting revenues that the Service identified in its previous Zimbabwe findings. Therefore, based on the information available to the Service and provided that elephants harvested in the 2016, 2017, and 2018 season were properly permitted and in compliance with international, national and provincial regulations, we find that the requirements of 17.32(a)(2)(i) is met.

17.32(a)(2)(ii): The probable direct and indirect effect that issuing the permit would have on the wild populations of the wildlife sought to be covered by the permit:

As a national management plan with regional management components, the EMP is extensive and addresses many aspects of elephant conservation and management. As reviewed above, the EMP provides a history of the relevant legislation in regard to elephant conservation and puts the current efforts into context. Objectives for elephant conservation are articulated in the EMP with clear goals identified. The monitoring plans have scientifically sound methodologies. While it is recognized that Zimbabwe does not currently have sufficient resources to fully implement the EMP, it has identified priority areas that have been established and are being implemented. To date ZPWMA appears to have established a strong mechanism for national elephant management and have documented that identified targets and measurables are being achieved in a manner to enable elephant sport-hunting that benefits the survival of African elephants in Zimbabwe from January 21, 2016, to present and is making an effort to make progress toward full implementation that achieves further benefits for elephants from sport-hunting going forward. Based on the information currently available to the Service, we have confidence that these efforts will continue in 2017 and 2018.

Evaluating the information provided by the Zimbabwe government and other sources, it appears that the elephant hunting program in Zimbabwe will address the concerns that were identified by the Service in our previous findings. Therefore, the management of elephants in Zimbabwe contributes to the on-going survival of the species.

Provided that the off-take of elephants continues to be monitored and the actions identified in the EMP be implemented, and that effective measures are taken to limit the illegal offtake of

elephants from poaching and offtake due to conflict with people, the participation of U.S. hunters in elephant hunts would provide an indirect benefit to wild populations by helping to support the ongoing management of the species. Therefore, based on the information available to the Service, the probable direct and indirect effect that issuing an import permit for a legally hunted elephants would have on the species would be a net positive.

17.32(a)(2)(iii): Whether the permit, if issued, would in any way, directly or indirectly, conflict with any known program intended to enhance the survival probabilities of the population from which the wildlife sought to be covered by the permit was or would be removed:

As stated above, Zimbabwe is monitoring and controlling the harvest of elephants through the EMP. The issuance of import permits for elephants legally hunted in Zimbabwe would not conflict with any programs intended to enhance the survival probability of the species in Zimbabwe. As with all aspects of an adaptive management approach to managing a species, the Service will continue to monitor the effectiveness of the hunting program to ensure that it continues to provide the stated benefits to elephants.

Therefore, based on the information available to the Service, the issuance of import permits for legally hunted elephants would not conflict with any known conservation programs.

17.32(a)(2)(iv): Whether the purpose for which the permit is required would be likely to reduce the threat of extinction facing the species of wildlife sought to be covered by the permit:

In some parts of Zimbabwe, elephant populations remain robust. In three of the four primary areas where elephants are found, population numbers exceed the desired density established by stakeholders in the EMP and resulting in significant modification of plant communities. A major component of the EMP is to manage elephant populations at a level that supports the biodiversity of the habitat and associated wildlife, as well as address poaching issues that have been a significant issue in the recent past. As identified in the EMP, with increased monitoring and oversight of elephant management efforts at both the national and regional level, the legal hunting activities that U.S. hunters would be involved in would contribute to reducing the threat of extinction of elephants by supporting ongoing management efforts. This legal hunting off-take must be evaluated in light of other off-takes, including poaching, to ensure that populations of elephants, particularly in the Sebungwe, are adequately maintained.

Therefore, based on the information available to the Service, the purposes for which import permits would be issued would likely reduce the threat of extinction facing elephants in Zimbabwe.

17.32(a)(2)(v): The opinions or views of scientists or other persons or organizations having expertise concerning the wildlife or other matters germane to the application:

Based on our review of comments provided to the Service since our 2014 finding, as well as information obtained through personal conversations and literature, there is a general agreement

that hunting, done properly and well managed, would not have an adverse effect on elephant populations. Researchers and others with substantial knowledge of elephant management have stated that, whether or not they support hunting in general, they see that benefits can be had through a scientifically based hunting program for elephants.

The IUCN Guiding Principles on Trophy Hunting as a Tool for Creating Conservation Incentives (Ver.1.0, August 2012) state that well-managed trophy hunting can “assist in furthering conservation objectives by creating the revenue and economic incentives for the management and conservation of the target species and its habitat, as well as supporting local livelihoods” and, further, that well-managed trophy hunting is “often a higher value, lower impact land use than alternatives such as agriculture or tourism.” Lindsey et al. (2007), in their paper on the economic and conservation significance of the trophy hunting industry in sub-Saharan Africa, state their belief that, from a conservation perspective, “the provision of incentives which promote wildlife as a land use is the single most important contribution of the trophy hunting industry.” In addition, they note that trophy hunting generates revenues in areas where alternatives, such as ecotourism, may not be viable. More recently, Di Minin et al. (2016) assert that trophy hunting “strongly contributes” to conservation in sub-Saharan Africa, where large areas currently allocated to use for trophy hunting support important biodiversity. They also note that, if revenue cannot be generated from trophy hunting, these natural habitats will be converted to other forms of land use. While recognizing that the degree to which trophy hunting contributes to conservation is a subject of debate, Mallon (2013), in his report on trophy hunting of CITES-listed species in Central Asia, states that “well-run hunting concessions have an economic interest in maintaining the resource (*i.e.*, conserving the species) so will also aim to manage the area to conserve high-quality habitat that supports high numbers of the hunting species, and also to prevent unregulated use by others (poaching, overgrazing).” Naidoo et al. (2015) describe the complementary benefits of tourism and hunting to communal conservancies in Namibia.

We have reviewed a number of comments from NGOs and the public opposing hunting any elephants. This opposition, however, is primarily based on the perceived ethics of hunting. While these comments are an indication of concerns from some members of the public over hunting, they are not germane to our review process.

Therefore, based on the information available to the Service, there is sufficient support by scientists and other persons or organizations having expertise that the well-managed, legal harvest of elephants, and the subsequent import of these trophies, would not have an adverse effect on the species, but can further efforts to conserve the species in the wild.

17.32(a)(2)(vi): Whether the expertise, facilities, or other resources available to the applicant appear adequate to successfully accomplish the objectives stated in the application:

Based on our understanding of the hunting program within Zimbabwe, U.S. hunters must be accompanied by a professional hunter on land that is being managed either by the landowner, concessionaire or representatives of the communal land where the hunt occurs. Although the U.S. may not have the expertise to ensure adequate and proper management of elephants on that

land, the professionals associated with the hunt have the expertise and resources to successfully accomplish the management goals of the EMP. Along with oversight established by the ZWPMA, there are expertise and facilities available to U.S. hunters to accomplish the stated objective of their application that the killing of an elephant in Zimbabwe whose trophy is intended for import into the United States would enhance the survival of the species in the wild. Therefore, based on the information available to the Service, that applicants that are hunting on properly permitted reserves that carry out their management practices in accordance with national and provincial regulations, have the expertise, facilities, or other resources available to them to successfully accomplish the objective their application; i.e., the long-term survival of elephants in Zimbabwe. In its evaluation of each application, the Service will further ensure that this criterion, along with the other criteria, is met by each applicant before issuing an import permit.

Given the significant amount of information that has been presented to the Service over the last three years, it can be difficult to clearly see how efforts in Zimbabwe since the 2015 finding have resulted in a clear improvement in the overall management of elephants to the point that the importation of elephant trophies by U.S. hunters would enhance the propagation or survival of the species. Therefore, the following comparison table is being provided to summarize the improvements and where we hope to see additional progress, as discussed more fully above.

Issue	2015 Finding	Present Finding
Management Plan	<p>Zimbabwe’s elephant management plan consisted of two primary documents drafted in 1996 and 1997. Although the documents provided a well-developed list of goals and objectives, there was no information on whether these goals and objectives had been met or could be met. Statements from ZPWMA that the plans were outdated and needed to be revised supported this view. In December 2014, ZPWMA hosted a workshop to review Zimbabwe’s Elephant Conservation Policy and Management Plan. The workshop participants agreed on a framework for the revised management plan with the same long-term vision of the 1997 plan, similar target goals, and the beginnings of strategic objectives and outputs, as well as some key activities. However, there was insufficient time at the workshop to complete the revised plan. At the</p>	<p>On January 21, 2016, Zimbabwe adopted the Zimbabwe National Elephant Management Plan (EMP) that replaced <u>The Policy and Plan for Elephant Management in Zimbabwe (1997)</u> and <u>Elephant Management in Zimbabwe, third edition (July 1996)</u>. The EMP incorporates an adaptive management framework with higher-level targets, with key components, strategic objectives, and outputs. Each key component has management actions that can be measured and verified through “Key Performance Indicators.” A set deadline for each action was identified. These measurables allow ZPWMA to monitor the success of the new management plan and, through an adaptive management approach, address newly emerging concerns and long-term management needs. The EMP addresses the challenges identified by the 2014 workshop participants and concerns identified by the Service about the</p>

	<p>time of the 2015 finding, the work had not been completed and the plan had not been adopted by the Zimbabwe government.</p>	<p>previous management plans. The EMP was developed as an outcome of several national and regional workshops that included government officials, NGOs, Rural community leaders, and safari outfitters and landowners.</p>
<p>Population Status</p>	<p>In the 2014 findings, the Service found that Zimbabwe did not have adequate data to determine the elephant population levels in the four primary elephant areas. In 2014, the Pan African Elephant Aerial Survey was conducted in Zimbabwe and preliminary findings reported a preliminary estimate of between 82,000 and 83,000 elephants. This represented a 6% decline since 2001 surveys.</p> <p>The 2015 finding concluded that if a better elephant baseline population abundance estimate were to be used as part of a revised national management plan to assess future off-take quotas, management efforts, and anti-poaching activities, that Zimbabwe could establish scientifically defensible hunting quotas. If this were done, the Service would have a better basis to re-evaluate our determination not to authorize elephant trophy imports.</p>	<p>The 2014 Pan African Elephant Aerial Survey, available in 2015, provided ZPWMA with a better elephant baseline population abundance estimate to assess future off-take quotas, management efforts, and anti-poaching activities. Confirmed results from the GEC reported an estimate for elephant abundance in Zimbabwe to be 82,304 individuals (73,715-90,893), with a total carcass ratio of 7.8%. While this represented a 6% decline in the 2001 population estimate, the estimate is based on more accurate and more recent survey data then was available to Zimbabwe previously.</p> <p>The IUCN AfESG <u>African Elephant Status Report – 2016</u> estimated Zimbabwe’s elephant population at 82,630 ± 8,589 across a range of 81,228 km².</p> <p>The results of the 2014 GEC, and subsequent survey data reported in the 2016 AfESG report, being utilized in the EMP and quota setting, is more reliable and provide a better basis for establishing management priorities than previous surveys and guesses.</p>
<p>Regulation and Enforcement</p>	<p>The 2015 finding confirmed that the Zimbabwe laws and regulations in place to address elephant</p>	<p>As identified in the 2015 finding, the Service still finds that if properly implemented, the ZPWMA regulatory</p>

<p>management are sufficient provided they were appropriately implemented, but it was not clear if or to what extent ZPWMA was able to successfully implement them.</p> <p>While the Parks and Wild Life Conservation Fund provides for financing wildlife operations directly from revenues generated through wildlife related activities, no other government funding was provided, and only limited outside funding from NGOs or other governments appeared to be available. Therefore, appropriate utilization of funds was necessary. The Service concluded that proper accounting mechanisms need to be in place to document hunting revenue and how it was being used to support elephant conservation efforts. While ZPWMA stated that elephant hunting contributes in excess of US\$14 million annually and that approximately 30% of ZPWMA’s revenue was from hunting, we did not have adequate information about how much money is generated by elephant hunting, particularly from U.S. hunters, how these funds are distributed, or how these funds impact the ability of ZPWMA.</p> <p>Both of the Elephant Trade Information System (ETIS) reports at the 15th and 16th Meetings of the Conference of the Parties to CITES expressed concerns about Zimbabwe, specifically regarding illicit ivory trade. The reports noted the existence of organized criminal activities within Zimbabwe, including reports of the involvement</p>	<p>mechanisms for managing elephants appears to be adequate. The key issue in the 2015 finding was whether there is an adequate mechanism in place to reliably document the financial benefits US hunters are providing for elephant conservation to demonstrate that U.S. hunters, through their participation in the hunting program, contribute funds to address management needs of the species, and that the funds were utilized in a meaningful manner.</p> <p>Since the 2015 finding, the Service has received information regarding the Tourism Receipts Accounting System (TRAS) and its web-based system (TRAS2) under which the Reserve Bank of Zimbabwe, in collaboration with relevant stakeholders, can now track all revenue generated through hunting activities. Under this system, all authorized hunts are now being registered allowing for the capture of hunting data, such as the origin of clients, value of trophies and hunts, and area hunted, to monitor hunting quota utilization and track hunted trophies. This system will provide data that was not previously easily obtained and, presumably, greatly improve the tracking of hunting revenue.</p> <p>One concern expressed by the Service in its previous findings was whether ZPWMA was responding to the apparent poaching crisis facing Zimbabwe. Based on communication from ZPWMA, as well as information received from other sources, ZPWMA has also stepped up its anti-poaching nationally by adopting a number of “Urgent Measures”. As shown in the July 2015 Response, most of ZPWMA’s budget (77%) is allocated for staff costs and patrol provisions.</p>
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	<p>of politicians, military personnel, and Chinese nationals in illicit wildlife trade. The CoP15 report stated that the law enforcement effort ratio within the three countries grouped for the analysis had dropped to 40%, a decline of 4% from the CoP14 analysis, and was attributed to the situation in Zimbabwe. The CoP16 report indicated that Governance indicators were mixed, with a much lower than average World Bank “rule of law” score, again contributed to Zimbabwe.</p> <p>The Service received several statements from Zimbabwean safari outfitters that stated that the large number of US hunters in Zimbabwe were a major deterrent to poaching. However, the Service was not provided any evidence to support this statement.</p> <p>The 2015 finding did recognize, however, that it was possible the various meetings and workshops that occurred in December 2014 and in 2015 might lead to a clearer understanding of funding levels and the utilization of ZPWMA revenue or result in improved mechanisms for demonstrating that U.S. hunters, through their participation in the hunting program, contribute funds to address management needs of the species, and that the funds were utilized in a meaningful manner.</p>	<p>These expenditures reportedly fund anti-poaching efforts throughout the elephant range. ZPWMA reportedly has a staff of 1,504 active field rangers and has stated that there is an intent to increase this number. According to “The Zimbabwe National Elephant Supplementary Management Plan (2015-2020)”, over 80% of spending under the new EMP has been on law enforcement (anti-poaching) and training, with law enforcement identified as the top priority going forward.</p> <p>With the adoption of the EMP in January 2016, it appears that ZPWMA has the mechanism to successfully implement these laws and regulations. Moreover, ZPWMA has a mechanism in place to monitor the effects of the EMP and adapt to changing environmental and social factors that would adversely affect elephant populations within Zimbabwe.</p> <p>The “Report on the Elephant Trade Information System (ETIS)” (CoP17 Doc. 57.6) reflected that there were some improvements in Zimbabwe. As in the previous report, the document grouped Botswana, Namibia, and Zimbabwe together in terms of their level of government oversight and capacity. These countries regularly report data to ETIS. In terms of all data that implicate these countries in an ivory seizure, this southern African grouping reflects middle range values in terms of mean number of seizures and the mean weight of ivory seized. The measure for assessing the presence of organized crime stands at zero which, according to the document, is indisputably a good sign. Governance indicators are mixed, however, with the rule of law score</p>
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		<p>problematic and suggesting the presence of corruption, but the relatively high law enforcement ratio partially mitigates that concern. As reported in earlier ETIS reports, Zimbabwe was the country that pulls the rule of law score down, indicating far greater governance challenges exist in that country than others in the group.</p>
<p>Sustainable Utilization</p>	<p>According to the information provided for the 2015 finding, Zimbabwe had established hunting quotas for all areas of the country. However, the Service did not receive adequate information regarding offtake, including how hunting quotas were established and whether other forms of offtake, such as poaching and problem animal control, were taken into account in establishing these quotas.</p> <p>Further, the Service had limited information to what extent biological factors are taken into consideration (as opposed to economic and societal considerations). While there was information that supported ZPWMA statements that the full quota is not actually met each year, we did not get complete information on how many trophies were taken annually. At the time the Service made its finding in 2015, we determined that without more definitive population data, it was difficult to determine whether these numbers, combined with other offtake, was sustainable. We had fundamental questions regarding how the number of elephants to be hunted in an area is decided. In addition to questions about how the overall offtake is</p>	<p>According to the information provided to the Service in late 2014 and 2015, Zimbabwe had established hunting quotas for all areas of the country. However, it was not until late 2015 and 2016 that the Service received more specific information on how these quotas are established, including how other forms of offtake, such as poaching and problem animal control, were taken into account. Further, it was not until the EMP was signed into on January 21, 2016, that the Service had confidence that ZWPMA had in place effective mechanisms to ensure long-term sustainability of its elephant population.</p> <p>For 2016 and 2017, Zimbabwe established the same annual export quota of 500 elephants and reported that quota to the CITES Secretariat. While the Service will request clarification before making a finding for the 2019 hunting season as to why Zimbabwe maintains the same voluntary export quota as it has since 2004, given the improved population data now available to Zimbabwe and the revised management plan that specifically recognizes the use of population data when establishing quotas, there is now clear information that Zimbabwe has not reached this export quota in the past and is unlikely to do so in the future given the current</p>

	<p>determined, we also had not received an adequate explanation on how the quota is allocated geographically.</p>	<p>management efforts.</p> <p>According to ZPWMA, quotas established before the EMP were set to maximize the sustainable production of high-quality trophies without detriment to the population. With the establishment of the EMP, there is a more systematic, scientific approach to establish national quotas. While ZPWMA still currently starts with the quota of 500 elephants, they are not immediately dividing this quota between all of the hunting areas. Instead, they are taking into consideration the results of the 2014 survey and subsequent surveys, results from research efforts, the size of the hunting area in relation to elephant habitat requirements, illegal off-take and other forms of off-take, how the hunting areas are managed in relation to land use or fencing, human-wildlife conflicts that have occurred previously, and recommended sustainable off-take levels developed based on ecological assessments of the hunting area. This information is then further evaluated in light of other species within the hunting area, past elephant trophy quality, and community benefits of proposed harvests.</p>
<p>Revenue Utilization by rural communities</p>	<p>Based on information the Service had when making its previous findings, CAMPFIRE has provided conservation benefits in the past and improved tolerance of wildlife in rural communities. However, the program has come under criticism relating to excessive retention of generated funds by district councils, resulting in diminished benefits to communities and elephants. While sport hunting may be an important tool that gives these communities a stake in sustainable management of</p>	<p>Since our findings in 2014 and 2015, CAMPFIRE has provided more information on how their programs support the conservation of elephants and provide benefits to and promote greater tolerance of wildlife in rural communities, including new efforts to improve the effectiveness of CAMPFIRE and new revenue sharing guidelines. An overarching analysis of CAMPFIRE, supported by a grant of 12 million Euros from the EU, is currently being conducted and is scheduled to be completed by the end of 2017. While</p>

	<p>the elephant as a natural and economic resource and offsets the costs of conflict with wildlife, without current information on how funds are utilized and the basis for hunting off-takes, the Service was unable to confirm whether revenue generated through sport hunting actually provided an incentive to local communities to conserve elephants.</p>	<p>this review is still under way and the Service has not received any information on the potential outcome of the review, more information has been provided to the Service regarding how funds are utilized and the basis for hunting off-takes.</p>
<p>Local conservation efforts</p>	<p>As was stated in the 2014 finding, the Service acknowledged that there were “bright spots” regarding elephant conservation efforts, particularly those carried out by non-governmental entities that are providing a benefit to elephants in some areas. We had received statements from several sources that emphasized the economic impact of the suspension to local conservation efforts being carried out by individual landowners and leaseholders, safari outfitters, and conservancies. In our 2015 finding, the Service recognized that effective conservation work is being carried out in some independently managed areas; however, it was unknown whether and to what extent these individuals would reduce their conservation efforts based on the inability of U.S. hunters to import a sport-hunted trophy. In addition, the information available to the Service on the conservation work being carried out by non-governmental entities was limited, and is not the norm for Zimbabwe as a whole. The Service recognized that without support from the Central Government and Rural District Councils, these efforts were not likely to be successful or to</p>	<p>Since our 2014 and 2015 findings, there are strong indications that the efforts of private landowners and consortiums to manage elephants within their areas of control have received greater support from ZPWMA and the Zimbabwe government. The Parks and Wildlife Act Chapter 20:14 devolved authority to manage and benefit from wildlife on communal and private lands to the landholders. There now appears to be a greater effort on the part of ZPWMA to work with NGOs, landowners, and safari area concessionaires to improve elephant management and anti-poaching efforts. According to their July 2015 response to the Service, and supported by the report on the implementation of the EMP, ZPWMA is engaging private players in co-management in some areas and entering into long-term lease agreements (10-25 years) to manage some protected areas. In certain areas, ZPWMA is reportedly collaborating with safari operators; in others, they collaborate with non-profits, such as the Tashinga Initiative in the Zambezi Valley and WWF in the Hwange-Sanyati Biological Corridor. There is increased support from the Central Government and Rural District Councils to expand and support local conservation efforts and there is evidence that local conservation efforts</p>

	compensate for the management deficiencies described above.	are meeting management deficiencies that were identified previously by the Service.
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Conclusion:

The issue before us, in accordance with the 4(d) rule for African elephants, is whether the killing of a trophy animal in Zimbabwe would enhance the survival of the species. In short, as previously explained, the Service is assessing whether Zimbabwe has sufficient numbers of elephants to support a hunting program, if the country has a management plan and adequate laws and regulations to effectively implement a hunting program, and if the participation of U.S. hunters in the program provides a clear benefit to the species to meet the requirements for the import of sport-hunted trophies under paragraph 17.40(e)(6)(i)(B).

Since our 2014 and 2015 findings, Zimbabwe has carried out a number of actions at the national level and in collaboration with regional and local communities and interested partners on the ground that together demonstrate a clear interest in and concrete efforts toward establishing a better management regime and providing greater support for conservation efforts to enable elephant sport hunting that provides a clear benefit to the survival of African elephants in Zimbabwe.

Importantly, on January 21, 2016, Zimbabwe adopted the National Elephant Management Plan, with regional components, to more effectively monitor and evaluate elephant populations and management. The National Elephant Management Plan has clear objectives, action items, and measurables to facilitate a more systematic management regime than was previously established in Zimbabwe. Further, ZPWMA has demonstrated through recent reports that the effort to implement the EMP, while somewhat constrained due to limited resources, is being implemented. There is no doubt that efforts must continue in implementing the EMP to ensure adequate management of elephants in each of the four regions within Zimbabwe, but to date ZPWMA appears to have established a strong mechanism for national elephant management and has documented that identified targets and measurables are being achieved in a manner to enable elephant sport hunting that benefits the survival of African elephants in Zimbabwe now and is making an effort to make progress toward full implementation that achieves further benefits for elephants from sport hunting going forward.

The Pan African Elephant Aerial Survey that was conducted in Zimbabwe in 2014, although it utilized the same methodology used by Zimbabwe since the 1960s, did provide ZPWMA with a better elephant baseline population abundance estimate to assess future off-take quotas, management efforts, and anti-poaching activities. ZPWMA has demonstrated it is incorporating these data for these purposes through the EMP. Having up to date information and population estimates was a critical first step in the process of establishing scientifically defensible hunting

quotas.

While ZPWMA had established hunting quotas for all areas of the country in the past, it was not until late 2015 and 2016 with the implementation of the EMP, that the Service received more specific information on how these quotas are established, including how other forms of offtake, such as poaching and problem animal control, were taken into account. Further, it was not until the EMP that the Service could have confidence that ZWPMA had in place effective mechanisms to establish scientifically based hunting quotas that took into consideration other forms of off-take to ensure the sustainable utilization of their elephant population.

Since our findings in 2014 and 2015, CAMPFIRE has provided significantly more information on how their programs support the conservation of elephants and provide benefits to and promote greater tolerance of wildlife in rural communities. While the program has come under criticism in recent years relating to excessive retention of generated funds by district councils and diminished benefits to communities and elephants, strides are being taken to address these concerns. An overarching analysis of CAMPFIRE, supported by a grant of 12 million Euros from the EU, is currently being conducted and is scheduled to be completed by the end of 2017. While the Service has not received any information on the potential outcome of the review, significantly more information has been provided to the Service in regard to how funds are utilized and the basis for hunting off-takes.

As stated in the previous findings, there have been “bright spots” regarding elephant conservation efforts, particularly those carried out by non-governmental entities that are providing a benefit to elephants. Since our 2014 and 2015 findings, there appear to be strong indications that the efforts of private landowners and consortiums to management elephants within their areas of control have received greater support from ZWPMA and the Zimbabwe government. There is increased support from the Central Government and Rural District Councils to expand and support local conservation efforts and evidence that local conservation efforts are meeting management deficiencies that were identified previously by the Service.

Further Actions:

The Service currently has a number of applications pending for the import of elephant trophies taken in Zimbabwe in 2016 and for import of elephant trophies taken or to be taken in 2017 and 2018. Based on the Service’s determination, applications for permits currently pending before the Service for import of trophies taken in Zimbabwe on or after January 21, 2016 and on or before December 31, 2018, will be considered to have met the enhancement requirement. The Service will complete its review of each application to determine whether they meet all other applicable permitting requirements, and if so, issue the required import permit. In order to assist the Service in its ongoing efforts to assess whether imports of elephant trophies may meet the enhancement requirement in 2019 and beyond, the Service will send a letter to ZPWMA requesting the following information:

- An up-to-date report on the progress that has been made implementing the Zimbabwe

Elephant Management Plan (2015-2020), including the status of each action item identified in the plan and progress on meeting the goals of that action.

- A report generated through the TRAS2 system identifying hunting revenue for 2016 and 2017, and to the extent available, 2018. In addition, an accounting of the funds generated by each of the US hunters who hunted elephants in 2016 and 2017, and up to date in 2018 that a letter is sent requesting the report. This accounting should be broken down by hunter (hunter's name would be redacted) and should include money provided to ZPWMA, CAMPFIRE, or other agencies. (A similar report will be requested from each hunter for comparison).
- Annual reports on implementation of the elephant plan, including budgets allocated for elephant management and specific activities undertaken for anti-poaching and reduction of human-elephant conflict.
- Additional information on elephant distribution and population trends with respect to land custodianship/land use.
- An explanation of how Zimbabwe sets its voluntary CITES export quota each year and why it has been consistently 500 elephants between 2004 and 2017. Further, if this export quota remains the same for 2018, an explanation for this continuation in 2018.
- Specific information on the 2017 quota set for each of the four major elephant populations and how the quota was distributed between communal areas, concession, and safari companies. In addition, information on the quota set for the 2018 hunting season and any explanation on why it was maintained/decreased/ increased.
- Information on the continued cooperation and coordination between ZPWMA, CAMPFIRE, landowners, safari outfitters, and NGOs to implement continued conservation benefits for elephants in Zimbabwe.

Further, the Service will be requesting a copy of the EU funding review of CAMPFIRE that will reportedly be finalized by the end of 2017.

*This is a draft document subject to change

Sunday 12 November

- 1500 Registration
Welcome Reception
- 1900 Dinner at Hotel

Monday 13 November

- 0900 Government Meetings
Moderator: Tanzania Ministry of Natural Resources, SCI Foundation Africa
Coordinator
 - National and Multilateral Issues
 - Finalize AWCF Agenda
- 0900 PH Association Business Meeting
Moderator: OPHASA Chair, SCI Guides & Outfitters Liaison
- 1230 Lunch
- 1330 Meetings Continue
- 1600 Private Meetings TBD
- 1900 Dinner meetings between Government and PH Associations

Tuesday 14 November

- 0900 **Session 1: Official Opening**
 - Tanzania Official: Ministry of Natural Resources
 - Tanzania Professional Hunting Associations
 - SCI Foundation President
 - SCI Foundation Conservation Chairman

Review of 2015 Action Items
Approval of Minutes from the 15th AWCF in South Africa
- 1000 **Session 2: African Lion Symposium**
Moderator: Tanzania Ministry of Natural Resources, SCI Foundation Africa
Coordinator
Presentation:



Tanzania Lion Project

Mississippi State University, Carnivore Ecology Laboratory

Tanzania Lion Project

Tanzania Wildlife Research Institute

1230 Lunch

1330 Session 2: African Lion Symposium Continued

Moderator: Tanzania Ministry of Natural Resources, SCI Foundation Africa

Coordinator

Presentation:

Zambia Lion Project

University of California Los Angeles, Center for Tropical Research

1530 Break

1600 Session 2: African Lion Symposium Continued

Moderator: Tanzania Ministry of Natural Resources, SCI Foundation Africa

Coordinator

Presentation:

Discussion on Implementation of Research Results

1700 Close Day

1900 Dinner

Wednesday 15 November

0800 Session 3: African Leopard Symposium

Moderator: Tanzania Ministry of Natural Resources, SCI Foundation Africa

Coordinator

Presentation:

Zimbabwe Parks

1015 Break

1030 Session 3: African Leopard Symposium Continued

Moderator: Tanzania Ministry of Natural Resources, SCI Foundation Africa

Coordinator

Presentation:

1230 Lunch



1330 **Session 4: International Trade and CITES**

Moderator: Tanzania Ministry of Natural Resources, SCI Foundation Africa

Coordinator

Presentation:

U.S. Endangered Species Act and Importation Law

United Nations Environment Program

CITES MIKE Program

1515 Break

1530 **Session 4: International Trade and CITES Continued**

Moderator: Tanzania Ministry of Natural Resources, SCI Foundation Africa

Coordinator

Presentation:

Zimbabwe Lion Quotas

Mozambique Hippo Quotas

1700 Close Day

1900 Dinner

Thursday 16 November

0900 **Session 5: Country Reports**

Moderator: Tanzania Ministry of Natural Resources, SCI Foundation Africa

Coordinator

Presentation:

Tanzania

Botswana

Burkina Faso

Cameroon

Congo

Ethiopia

Malawi

1015 Break

1030 **Session 5: Country Reports Continued**

Moderator: Tanzania Ministry of Natural Resources, SCI Foundation Africa

Coordinator

Presentation:



Mozambique
Namibia
South Africa
Uganda
Zambia
Zimbabwe

1230 Lunch

1330 Session 6: Anti-Poaching & Human-Wildlife Conflict

Moderator: Tanzania Ministry of Natural Resources, SCI Foundation Africa

Coordinator

Presentation:

Namibia Human-Wildlife Conflict Policy

Namibia Ministry of Environment & Tourism

**Mitigating Human-Wildlife Conflict and Increasing Community Benefits:
A Zimbabwe CAMPFIRE Case Study**

CAMPFIRE

IUCN Sustainable Use & Livelihoods Specialist Group

IUCN SULi Chair

Tanzania Selous Game Reserve Anti-Poaching Project

College of African Wildlife Management, Mweka

Namibia Anti-Poaching Project

Namibian Association of Conservancy Support Organizations

1515 Break

1530 Session 7: Discussion and Closing

1700 Close Day

1900 Dinner

Friday 17 November

0900 Field Trip: local community or hunting concession for discussion on management issues, wildlife challenges, quotas, anti-poaching, or other topics.

Travel



Preparing for the 17th Meeting of the Conference of the Parties to CITES

What is CITES?

The Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) entered into force in 1975, and became the only treaty to ensure that international trade in plants and animals does not threaten their survival in the wild. A country that has agreed to implement the Convention is called a Party to CITES. Currently there are 181 Parties including the United States.

CITES is administered through the United Nations Environment Programme (UNEP). A Secretariat, located in Geneva, Switzerland, oversees the treaty. The Secretariat:

1. Provides Parties with trade information and technical support
2. Acts as a liaison among Parties
3. Contracts trade studies
4. Informs governments and the public about CITES wildlife trade developments
5. Investigates possible CITES violations and trade threats to wildlife
6. Organizes meetings of the Conference of the Parties

How are species protected by CITES?

Species protected by CITES are included in one of three appendices.

- Appendix I includes species threatened with extinction and provides the greatest level of protection, including restrictions on commercial trade. Examples of species currently listed in Appendix I include gorillas, sea turtles, most lady slipper orchids, and giant pandas.
- Appendix II includes species that, although not necessarily



The elephant-shaped CITES logo was first used at CoP3 in 1981. The original version, a simple black and white design, has since evolved to include species protected by CITES.

threatened with extinction, may become so without trade controls. Most CITES species are included in this appendix, including American ginseng, paddlefish, African lions, and many corals.

- Appendix III includes species protected by at least one country, which needs assistance from other Parties to regulate trade. Examples of species currently listed in Appendix III include map turtles, walrus, and Cape stag beetles.

Changes to Appendices I and II must be proposed at a Conference of the Parties (CoP) and agreed to by a two-thirds majority of the Parties present and voting at the CoP. Changes to Appendix III can be requested by individual Parties at any time.



Frank Kohn/USFWS

Delegations from the Parties meet at CoP15

What is the purpose of a CoP?

The Parties meet every two to three years at a CoP. During this 2-week meeting, they review and vote on:

1. Proposed resolutions and decisions to improve the effectiveness of CITES
2. Amendments to CITES Appendix I and Appendix II

They also work to resolve policy and implementation issues. Attendants include delegations from the Parties, representatives of the CITES Secretariat, and approved non-governmental and inter-governmental organizations (NGOs and IGOs), who attend as observers.

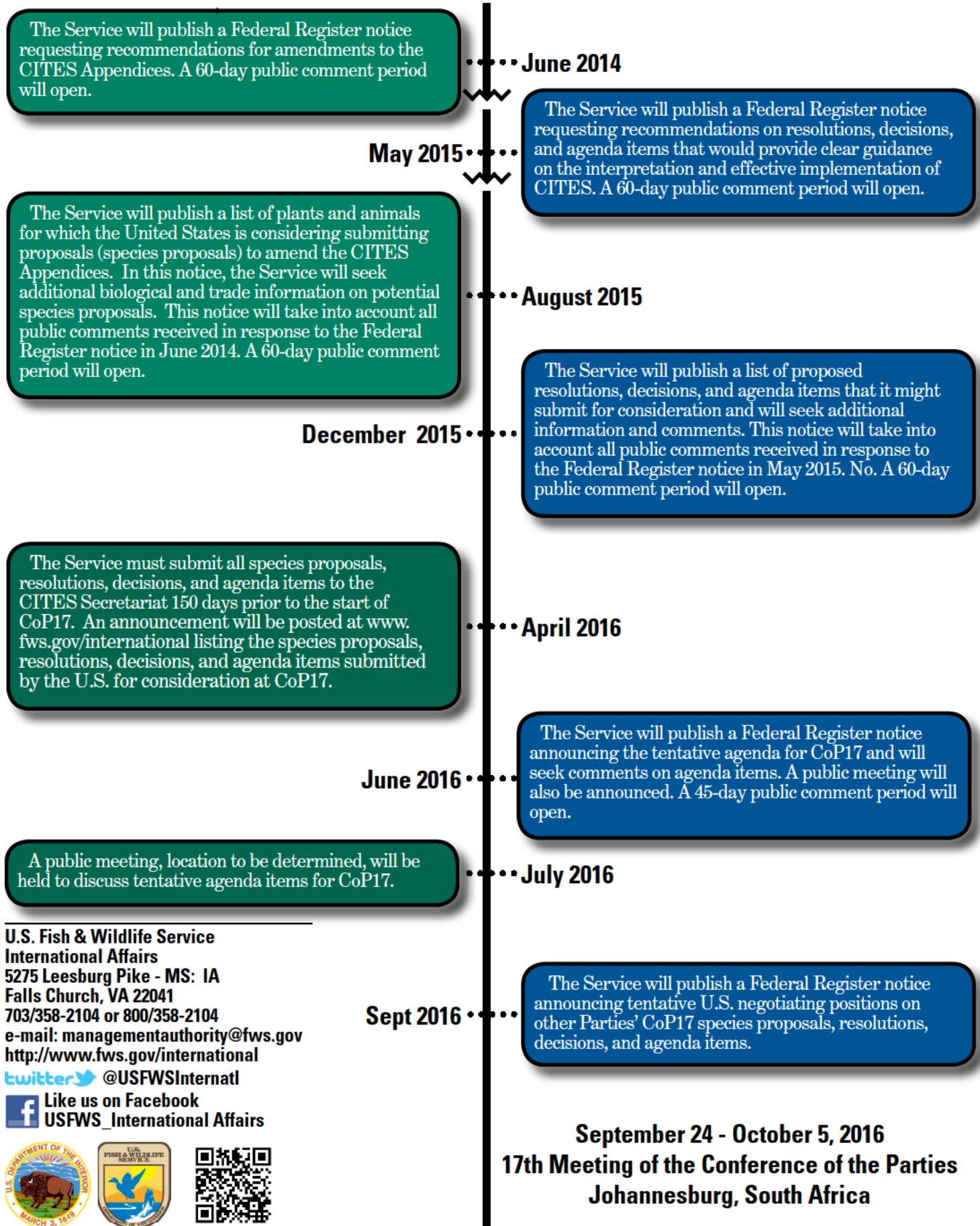
How is the United States preparing for CoP17?

The United States began to prepare for CoP17 almost immediately after CoP16 ended. The Department of the Interior and the U.S. Fish and Wildlife Service (the Service) lead the U.S. delegation to each CoP. All preparations for CoP17 are coordinated through the Service, in close consultation with the National Oceanic and Atmospheric Administration (NOAA), Department of State (DOS), U.S. Department of Agriculture Animal and Plant Health Inspection Service (APHIS), the Association of Fish and Wildlife Agencies (AFWA), and other government agencies.


The Service examines international trade and biological data for species that may warrant a change in their protection status under CITES. Through a series of Federal Register notices, website postings, and public meetings, the Service solicits public input, evaluates the public's recommendations, and prepares formal documents and negotiating positions for consideration at CoP17.

How does the public provide input for the United States to consider in drafting its submissions and negotiating positions for CoP17?

The Service solicits public input through a series of announcements, including Federal Register notices, website postings, and public meetings. Details on how to submit public comments are contained in each Federal Register notice. A tentative timeline for CoP17 preparations is:



U.S. Fish & Wildlife Service
International Affairs
5275 Leesburg Pike - MS: IA
Falls Church, VA 22041
703/358-2104 or 800/358-2104
e-mail: managementauthority@fws.gov
<http://www.fws.gov/international>

 @USFWSInternatl

 Like us on Facebook
USFWS International Affairs



.....
(Original Signature of Member)

115TH CONGRESS
1ST SESSION

H. R. 3668

To provide for the preservation of sportsmen's heritage and enhance recreation opportunities on Federal land, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

Mr. DUNCAN of South Carolina introduced the following bill; which was referred to the Committee on _____

A BILL

To provide for the preservation of sportsmen's heritage and enhance recreation opportunities on Federal land, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the "Sportsmen's Heritage
5 and Recreational Enhancement Act" or the "SHARE".
6 Act.

7 **SEC. 2. TABLE OF CONTENTS.**

8 The table of contents for this Act is as follows:

- Sec. 1. Short title.
- Sec. 2. Table of contents.

TITLE I—FISHING PROTECTION ACT

- Sec. 101. Short title.
- Sec. 102. Modification of definition.
- Sec. 103. Limitation on authority to regulate ammunition and fishing tackle.

TITLE II—TARGET PRACTICE AND MARKSMANSHIP TRAINING
SUPPORT ACT

- Sec. 201. Short title.
- Sec. 202. Definition of public target range.
- Sec. 203. Amendments to Pittman-Robertson Wildlife Restoration Act.
- Sec. 204. Limits on liability.
- Sec. 205. Sense of Congress regarding cooperation.

TITLE III—RECREATIONAL LANDS SELF-DEFENSE ACT

- Sec. 301. Short title.
- Sec. 302. Protecting Americans from violent crime.

TITLE IV—RECREATIONAL FISHING AND HUNTING HERITAGE
OPPORTUNITIES ACT

- Sec. 401. Short title.
- Sec. 402. Definitions.
- Sec. 403. Recreational fishing, hunting, and shooting.
- Sec. 404. Volunteer Hunters; Reports; Closures and Restrictions.

TITLE V—FARMER AND HUNTER PROTECTION ACT

- Sec. 501. Short title.
- Sec. 502. Baiting of migratory game birds.

TITLE VI—TRANSPORTING BOWS ACROSS NATIONAL PARK
SERVICE LANDS

- Sec. 601. Short title.
- Sec. 602. Bowhunting opportunity and wildlife stewardship.

TITLE VII—RESPECT FOR TREATIES AND RIGHTS

- Sec. 701. Respect for treaties and rights.

TITLE VIII—STATE APPROVAL OF FISHING RESTRICTION

- Sec. 801. State or territorial approval of restriction of recreational or commercial fishing access to certain State or territorial waters.

TITLE IX—OPEN BOOK ON EQUAL ACCESS TO JUSTICE

- Sec. 901. Short title.
- Sec. 902. Modification of equal access to justice provisions.

TITLE X—GOOD SAMARITAN SEARCH AND RECOVERY

- Sec. 1001. Short title.
- Sec. 1002. Expedited access to certain Federal land.

TITLE XI—INTERSTATE TRANSPORTATION OF FIREARMS OR
AMMUNITION

Sec. 1101. Interstate transportation of firearms or ammunition.

TITLE XII—POLAR BEAR CONSERVATION AND FAIRNESS ACT

Sec. 1201. Short title.

Sec. 1202. Permits for importation of polar bear trophies taken in sport hunts
in Canada.

TITLE XIII—NORTH AMERICAN WETLANDS CONSERVATION
EXTENSION

Sec. 1301. Short title.

Sec. 1302. Authorization of appropriations.

Sec. 1303. Limitation on expenditures for purchase of land.

Sec. 1304. Enhanced report on expenditures.

TITLE XIV—GRAY WOLVES

Sec. 1401. Reissuance of final rules relating to gray wolves in the Western
Great Lakes and the State of Wyoming.

TITLE XV—HEARING PROTECTION

Sec. 1501. Short title.

Sec. 1502. Equal treatment of silencers and firearms.

Sec. 1503. Treatment of certain silencers.

Sec. 1504. Preemption of certain State laws in relation to firearm silencers.

Sec. 1505. Destruction of records.

Sec. 1506. Amendments to title 18, United States Code.

Sec. 1507. Imposition of tax on firearm silencers or firearm mufflers.

TITLE XVI—LAWFUL PURPOSE AND SELF-DEFENSE

Sec. 1601. Short title.

Sec. 1602. Elimination of authority to reclassify popular rifle ammunition as
“armor piercing ammunition”.

Sec. 1603. Elimination of restrictions on importation of non-National Firearms
Act firearm or ammunition that may otherwise be lawfully pos-
sessed and sold in the United States.

Sec. 1604. Protection of shotguns, shotgun shells, and large caliber rifles from
arbitrary classification as “destructive devices”.

Sec. 1605. Broadening of the temporary interstate transfer provision to allow
temporary transfers for all lawful purposes rather than just for
“sporting purposes”.

TITLE XVII—FEDERAL LAND TRANSACTION FACILITATION ACT
REAUTHORIZATION (FLTFA)

Sec. 1701. Short title.

Sec. 1702. Federal Land Transaction Facilitation Act.

TITLE XVIII—FILM CREWS

Sec. 1801. Annual permit and fee for film crews of 5 persons or fewer.

TITLE XIX—RESPECT FOR STATE WILDLIFE MANAGEMENT
AUTHORITY

Sec. 1901. Authority of the States.

Sec. 1902. Federal Licenses.

Sec. 1903. Cooperation with State Fish and Wildlife Agencies on Management
Plans.

1 **TITLE I—FISHING PROTECTION**
2 **ACT**

3 **SEC. 101. SHORT TITLE.**

4 This title may be cited as the “Fishing Protection
5 Act”.

6 **SEC. 102. MODIFICATION OF DEFINITION.**

7 Section 3(2)(B) of the Toxic Substances Control Act
8 (15 U.S.C. 2602(2)(B)) is amended—

9 (1) in clause (v), by striking “and” at the end;

10 (2) in clause (vi), by striking the period at the
11 end and inserting “, and”; and

12 (3) by inserting after clause (vi) the following:

13 “(vii) any sport fishing equipment (as such
14 term is defined in subsection (a) of section 4162 of
15 the Internal Revenue Code of 1986) the sale of
16 which is subject to the tax imposed by section
17 4161(a) of such Code (determined without regard to
18 any exemptions from such tax as provided by section
19 4162 or 4221 or any other provision of such Code),
20 and sport fishing equipment components.”.

1 **SEC. 103. LIMITATION ON AUTHORITY TO REGULATE AM-**
2 **MUNITION AND FISHING TACKLE.**

3 Except as provided in section 20.21 of title 50, Code
4 of Federal Regulations, as in effect on the date of the en-
5 actment of this Act, or any substantially similar successor
6 regulation thereto, the Secretary of the Interior, the Sec-
7 retary of Agriculture, and any bureau, service, or office
8 of the Department of the Interior or the Department of
9 Agriculture, may not regulate the use of ammunition car-
10 tridges, ammunition components, or fishing tackle based
11 on the lead content thereof if such use is in compliance
12 with the law of the State in which the use occurs.

13 **TITLE II—TARGET PRACTICE**
14 **AND MARKSMANSHIP TRAIN-**
15 **ING SUPPORT ACT**

16 **SEC. 201. SHORT TITLE.**

17 This title may be cited as the “Target Practice and
18 Marksmanship Training Support Act”.

19 **SEC. 202. DEFINITION OF PUBLIC TARGET RANGE.**

20 In this title, the term “public target range” means
21 a specific location that—

- 22 (1) is identified by a governmental agency for
23 recreational shooting;
- 24 (2) is open to the public;
- 25 (3) may be supervised; and

1 (4) may accommodate archery or rifle, pistol, or
2 shotgun shooting.

3 **SEC. 203. AMENDMENTS TO PITTMAN-ROBERTSON WILD-**
4 **LIFE RESTORATION ACT.**

5 (a) DEFINITIONS.—Section 2 of the Pittman-Robert-
6 son Wildlife Restoration Act (16 U.S.C. 669a) is amend-
7 ed—

8 (1) by redesignating paragraphs (2) through
9 (8) as paragraphs (3) through (9), respectively; and
10 (2) by inserting after paragraph (1) the fol-
11 lowing:

12 “(2) the term ‘public target range’ means a
13 specific location that—

14 “(A) is identified by a governmental agen-
15 cy for recreational shooting;

16 “(B) is open to the public;

17 “(C) may be supervised; and

18 “(D) may accommodate archery or rifle,
19 pistol, or shotgun shooting;”.

20 (b) EXPENDITURES FOR MANAGEMENT OF WILD-
21 LIFE AREAS AND RESOURCES.—Section 8(b) of the Pitt-
22 man-Robertson Wildlife Restoration Act (16 U.S.C.
23 669g(b)) is amended—

24 (1) by striking “(b) Each State” and inserting
25 the following:

1 “(b) EXPENDITURES FOR MANAGEMENT OF WILD-
2 LIFE AREAS AND RESOURCES.—

3 “(1) IN GENERAL.—Except as provided in para-
4 graph (2), each State”;

5 (2) in paragraph (1) (as so designated), by
6 striking “construction, operation,” and inserting
7 “operation”;

8 (3) in the second sentence, by striking “The
9 non-Federal share” and inserting the following:

10 “(3) NON-FEDERAL SHARE.—The non-Federal
11 share”;

12 (4) in the third sentence, by striking “The Sec-
13 retary” and inserting the following:

14 “(4) REGULATIONS.—The Secretary”; and

15 (5) by inserting after paragraph (1) (as des-
16 ignated by paragraph (1) of this subsection) the fol-
17 lowing:

18 “(2) EXCEPTION.—Notwithstanding the limita-
19 tion described in paragraph (1), a State may pay up
20 to 90 percent of the cost of acquiring land for, ex-
21 panding, or constructing a public target range.”.

22 (c) FIREARM AND BOW HUNTER EDUCATION AND
23 SAFETY PROGRAM GRANTS.—Section 10 of the Pittman-
24 Robertson Wildlife Restoration Act (16 U.S.C. 669h–1)
25 is amended—

1 (1) in subsection (a), by adding at the end the
2 following:

3 “(3) ALLOCATION OF ADDITIONAL AMOUNTS.—
4 Of the amount apportioned to a State for any fiscal
5 year under section 4(b), the State may elect to allo-
6 cate not more than 10 percent, to be combined with
7 the amount apportioned to the State under para-
8 graph (1) for that fiscal year, for acquiring land for,
9 expanding, or constructing a public target range.”;

10 (2) by striking subsection (b) and inserting the
11 following:

12 “(b) COST SHARING.—

13 “(1) IN GENERAL.—Except as provided in para-
14 graph (2), the Federal share of the cost of any activ-
15 ity carried out using a grant under this section shall
16 not exceed 75 percent of the total cost of the activ-
17 ity.

18 “(2) PUBLIC TARGET RANGE CONSTRUCTION OR
19 EXPANSION.—The Federal share of the cost of ac-
20 quiring land for, expanding, or constructing a public
21 target range in a State on Federal or non-Federal
22 land pursuant to this section or section 8(b) shall
23 not exceed 90 percent of the cost of the activity.”;

24 and

25 (3) in subsection (c)(1)—

1 (A) by striking “Amounts made” and in-
2 serting the following:

3 “(A) IN GENERAL.—Except as provided in
4 subparagraph (B), amounts made”; and

5 (B) by adding at the end the following:

6 “(B) EXCEPTION.—Amounts provided for
7 acquiring land for, constructing, or expanding a
8 public target range shall remain available for
9 expenditure and obligation during the 5-fiscal-
10 year period beginning on October 1 of the first
11 fiscal year for which the amounts are made
12 available.”.

13 **SEC. 204. LIMITS ON LIABILITY.**

14 (a) DISCRETIONARY FUNCTION.—For purposes of
15 chapter 171 of title 28, United States Code (commonly
16 referred to as the “Federal Tort Claims Act”), any action
17 by an agent or employee of the United States to manage
18 or allow the use of Federal land for purposes of target
19 practice or marksmanship training by a member of the
20 public shall be considered to be the exercise or perform-
21 ance of a discretionary function.

22 (b) CIVIL ACTION OR CLAIMS.—Except to the extent
23 provided in chapter 171 of title 28, United States Code,
24 the United States shall not be subject to any civil action
25 or claim for money damages for any injury to or loss of

1 property, personal injury, or death caused by an activity
2 occurring at a public target range that is—

- 3 (1) funded in whole or in part by the Federal
4 Government pursuant to the Pittman-Robertson
5 Wildlife Restoration Act (16 U.S.C. 669 et seq.); or
6 (2) located on Federal land.

7 **SEC. 205. SENSE OF CONGRESS REGARDING COOPERATION.**

8 It is the sense of Congress that, consistent with appli-
9 cable laws and regulations, the Chief of the Forest Service
10 and the Director of the Bureau of Land Management
11 should cooperate with State and local authorities and
12 other entities to carry out waste removal and other activi-
13 ties on any Federal land used as a public target range
14 to encourage continued use of that land for target practice
15 or marksmanship training.

16 **TITLE III—RECREATIONAL**
17 **LANDS SELF-DEFENSE ACT**

18 **SEC. 301. SHORT TITLE.**

19 This title may be cited as the “Recreational Lands
20 Self-Defense Act”.

21 **SEC. 302. PROTECTING AMERICANS FROM VIOLENT CRIME.**

22 The Secretary of the Army shall not promulgate or
23 enforce any regulation that prohibits an individual from
24 possessing a firearm, including a firearm that is assem-
25 bled, loaded, and functional, at a water resources develop-

1 ment project covered under section 327.0 of title 36, Code
2 of Federal Regulations (as in effect on the date of enact-
3 ment of this Act), if—

4 (1) the individual is not otherwise prohibited by
5 law from possessing the firearm; and

6 (2) the possession of the firearm is in compli-
7 ance with the law of the State in which the water
8 resources development project is located.

9 **TITLE IV—RECREATIONAL FISH-**
10 **ING AND HUNTING HERITAGE**
11 **OPPORTUNITIES ACT**

12 **SEC. 401. SHORT TITLE.**

13 This title may be cited as the “Recreational Fishing
14 and Hunting Heritage and Opportunities Act”.

15 **SEC. 402. DEFINITIONS.**

16 In this title:

17 (1) **FEDERAL PUBLIC LAND.**—The term “Fed-
18 eral public land” means any land or water that is
19 owned and managed by the Bureau of Land Man-
20 agement or the Forest Service.

21 (2) **FEDERAL PUBLIC LAND MANAGEMENT OF-**
22 **FICIALS.**—The term “Federal public land manage-
23 ment officials” means—

24 (A) the Secretary of the Interior and Di-
25 rector of the Bureau of Land Management re-

1 garding Bureau of Land Management lands
2 and waters; and

3 (B) the Secretary of Agriculture and Chief
4 of the Forest Service regarding the National
5 Forest System.

6 (3) HUNTING.—

7 (A) IN GENERAL.—Except as provided in
8 subparagraph (B), the term “hunting” means
9 use of a firearm, bow, or other authorized
10 means in the lawful—

11 (i) pursuit, shooting, capture, collec-
12 tion, trapping, or killing of wildlife;

13 (ii) attempt to pursue, shoot, capture,
14 collect, trap, or kill wildlife; or

15 (iii) the training of hunting dogs, in-
16 cluding field trials.

17 (B) EXCLUSION.—The term “hunting”
18 does not include the use of skilled volunteers to
19 cull excess animals (as defined by other Federal
20 law).

21 (4) RECREATIONAL FISHING.—The term “rec-
22 reational fishing” means the lawful—

23 (A) pursuit, capture, collection, or killing
24 of fish; or

25 (B) attempt to capture, collect, or kill fish.

1 (3) discretionary limitations on recreational
2 fishing, hunting, and shooting determined to be nec-
3 essary and reasonable as supported by the best sci-
4 entific evidence and advanced through a transparent
5 public process.

6 (b) MANAGEMENT.—Consistent with subsection (a),
7 the head of each Federal public land management agency
8 shall exercise its land management discretion—

9 (1) in a manner that supports and facilitates
10 recreational fishing, hunting, and shooting opportu-
11 nities;

12 (2) to the extent authorized under applicable
13 State law; and

14 (3) in accordance with applicable Federal law.

15 (c) PLANNING.—

16 (1) EVALUATION OF EFFECTS ON OPPORTUNI-
17 TIES TO ENGAGE IN RECREATIONAL FISHING, HUNT-
18 ING, OR SHOOTING.—Federal public land planning
19 documents, including land resources management
20 plans, resource management plans, and comprehen-
21 sive conservation plans, shall include a specific eval-
22 uation of the effects of such plans on opportunities
23 to engage in recreational fishing, hunting, or shoot-
24 ing.

1 (2) NO MAJOR FEDERAL ACTION.—No action
2 taken under this title, or under section 4 of the Na-
3 tional Wildlife Refuge System Administration Act of
4 1966 (16 U.S.C. 668dd), either individually or cu-
5 mulatively with other actions involving Federal pub-
6 lic lands or lands managed by the United States
7 Fish and Wildlife Service, shall be considered under
8 the National Environmental Policy Act of 1969 (42
9 U.S.C. 4321 et seq.) to be a major Federal action
10 significantly affecting the quality of the human envi-
11 ronment, and no additional identification, analysis,
12 or consideration of environmental effects, including
13 cumulative effects, is necessary or required with re-
14 spect to such an action.

15 (3) OTHER ACTIVITY NOT CONSIDERED.—Fed-
16 eral public land management officials are not re-
17 quired to consider the existence or availability of rec-
18 reational fishing, hunting, or shooting opportunities
19 on adjacent or nearby public or private lands in the
20 planning for or determination of which Federal pub-
21 lic lands are open for these activities or in the set-
22 ting of levels of use for these activities on Federal
23 public lands, unless the combination or coordination
24 of such opportunities would enhance the recreational

1 fishing, hunting, or shooting opportunities available
2 to the public.

3 (d) FEDERAL PUBLIC LANDS.—

4 (1) LANDS OPEN.—Notwithstanding any other
5 law, lands under the jurisdiction of the Bureau of
6 Land Management or the Forest Service, including
7 Wilderness Areas, Wilderness Study Areas, lands
8 designated as wilderness or administratively classi-
9 fied as wilderness eligible or suitable and primitive
10 or semi-primitive areas and National Monuments,
11 but excluding lands on the Outer Continental Shelf,
12 shall be open to recreational fishing, hunting, and
13 shooting unless the managing Federal agency acts to
14 close lands to such activity. Lands may be made
15 subject to closure to or restriction on recreational
16 fishing, hunting, or shooting if determined by the
17 head of the agency concerned to be necessary and
18 reasonable and supported by facts and evidence, for
19 purposes including resource conservation, public
20 safety, energy or mineral production, energy genera-
21 tion or transmission infrastructure, water supply fa-
22 cilities, protection of other permittees, protection of
23 private property rights or interest, national security,
24 or compliance with other law.

25 (2) SHOOTING RANGES.—

1 (A) IN GENERAL.—The head of each Fed-
2 eral agency shall use his or her authorities in
3 a manner consistent with this title and other
4 applicable law, to—

5 (i) lease or permit use of lands under
6 the jurisdiction of the agency for shooting
7 ranges; and

8 (ii) designate specific lands under the
9 jurisdiction of the agency for recreational
10 shooting activities.

11 (B) LIMITATION ON LIABILITY.—Any des-
12 ignation under subparagraph (A)(ii) shall not
13 subject the United States to any civil action or
14 claim for monetary damages for injury or loss
15 of property or personal injury or death caused
16 by any activity occurring at or on such des-
17 ignated lands.

18 (e) NECESSITY IN WILDERNESS AREAS AND “WITH-
19 IN AND SUPPLEMENTAL TO” WILDERNESS PURPOSES.—

20 (1) MINIMUM REQUIREMENTS FOR ADMINIS-
21 TRATION.—The provision of opportunities for rec-
22 reational fishing, hunting, and shooting and the con-
23 servation of fish and wildlife to provide sustainable
24 use recreational opportunities on designated Federal
25 wilderness areas shall constitute measures necessary

1 to meet the minimum requirements for the adminis-
2 tration of the wilderness area, provided that this de-
3 termination shall not authorize or facilitate com-
4 modity development, use, or extraction, motorized
5 recreational access or use that is not otherwise al-
6 lowed under the Wilderness Act (16 U.S.C. 1131 et
7 seq.), or permanent road construction or mainte-
8 nance within designated wilderness areas.

9 (2) APPLICATION OF WILDERNESS ACT.—Provi-
10 sions of the Wilderness Act (16 U.S.C. 1131 et
11 seq.), stipulating that wilderness purposes are “with-
12 in and supplemental to” the purposes of the under-
13 lying Federal land unit are reaffirmed. When seek-
14 ing to carry out fish and wildlife conservation pro-
15 grams and projects or provide fish and wildlife de-
16 pendent recreation opportunities on designated wil-
17 derness areas, the head of each Federal agency shall
18 implement these supplemental purposes so as to fa-
19 cilitate, enhance, or both, but not to impede the un-
20 derlying Federal land purposes when seeking to
21 carry out fish and wildlife conservation programs
22 and projects or provide fish and wildlife dependent
23 recreation opportunities in designated wilderness
24 areas, provided that such implementation shall not
25 authorize or facilitate commodity development, use

1 or extraction, or permanent road construction or use
2 within designated wilderness areas.

3 (f) REPORT.—Beginning on the second October 1
4 after the date of the enactment of this Act and biennially
5 on October 1 thereafter, the head of each Federal agency
6 who has authority to manage Federal public land on which
7 recreational fishing, hunting, or shooting occurs shall sub-
8 mit to the Committee on Natural Resources of the House
9 of Representatives and the Committee on Energy and
10 Natural Resources of the Senate a report that describes—

11 (1) any Federal public land administered by the
12 agency head that was closed to recreational fishing,
13 hunting, or shooting at any time during the pre-
14 ceding year; and

15 (2) the reason for the closure.

16 (g) CLOSURES OR SIGNIFICANT RESTRICTIONS OF
17 640 OR MORE ACRES.—

18 (1) IN GENERAL.—Other than closures estab-
19 lished or prescribed by land planning actions re-
20 ferred to in subsection (d) or emergency closures de-
21 scribed in paragraph (3) of this subsection, a perma-
22 nent or temporary withdrawal, change of classifica-
23 tion, or change of management status of Federal
24 public land that effectively closes or significantly re-
25 stricts 640 or more contiguous acres of Federal pub-

1 lic land to access or use for recreational fishing or
2 hunting or activities related to recreational fishing
3 or hunting, or both, shall take effect only if, before
4 the date of withdrawal or change, the head of the
5 Federal agency that has jurisdiction over the Fed-
6 eral public land—

7 (A) publishes appropriate notice of the
8 withdrawal or change, respectively;

9 (B) demonstrates that coordination has oc-
10 curred with a State fish and wildlife agency;
11 and

12 (C) submits to the Committee on Natural
13 Resources of the House of Representatives and
14 the Committee on Energy and Natural Re-
15 sources of the Senate written notice of the with-
16 drawal or change, respectively.

17 (2) AGGREGATE OR CUMULATIVE EFFECTS.—If
18 the aggregate or cumulative effect of separate with-
19 drawals or changes effectively closes or significantly
20 restricts 1,280 or more acres of land or water, such
21 withdrawals and changes shall be treated as a single
22 withdrawal or change for purposes of paragraph (1).

23 (3) EMERGENCY CLOSURES.—Nothing in this
24 title prohibits a Federal land management agency
25 from establishing or implementing emergency clo-

1 sures or restrictions of the smallest practicable area
2 to provide for public safety, resource conservation,
3 national security, or other purposes authorized by
4 law. Such an emergency closure shall terminate after
5 a reasonable period of time unless converted to a
6 permanent closure consistent with this title.

7 (h) NATIONAL PARK SERVICE UNITS NOT AF-
8 FECTED.—Nothing in this title shall affect or modify man-
9 agement or use of units of the National Park System.

10 (i) NO PRIORITY.—Nothing in this title requires a
11 Federal land management agency to give preference to
12 recreational fishing, hunting, or shooting over other uses
13 of Federal public land or over land or water management
14 priorities established by Federal law.

15 (j) CONSULTATION WITH COUNCILS.—In fulfilling
16 the duties set forth in this Act, the heads of Federal agen-
17 cies shall consult with respective advisory councils as es-
18 tablished in Executive Order Nos. 12962 and 13443.

19 (k) AUTHORITY OF THE STATES.—

20 (1) IN GENERAL.—Nothing in this title shall be
21 construed as interfering with, diminishing, or con-
22 flicting with the authority, jurisdiction, or responsi-
23 bility of any State to exercise primary management,
24 control, or regulation of fish and wildlife under State

1 law (including regulations) on land or water within
2 the State, including on Federal public land.

3 (2) FEDERAL LICENSES.—Nothing in this title
4 shall be construed to authorize the head of a Federal
5 agency to require a license, fee, or permit to fish,
6 hunt, or trap on land or water in a State, including
7 on Federal public land in the States, except that this
8 paragraph shall not affect the Migratory Bird Stamp
9 requirement set forth in the Migratory Bird Hunting
10 and Conservation Stamp Act (16 U.S.C. 718 et
11 seq.).

12 **SEC. 404. VOLUNTEER HUNTERS; REPORTS; CLOSURES AND**
13 **RESTRICTIONS.**

14 (a) DEFINITIONS.—For the purposes of this section:

15 (1) PUBLIC LAND.—The term “public land”
16 means—

17 (A) units of the National Park System;

18 (B) National Forest System lands; and

19 (C) land and interests in land owned by
20 the United States and under the administrative
21 jurisdiction of—

22 (i) the Fish and Wildlife Service; or

23 (ii) the Bureau of Land Management.

24 (2) SECRETARY.—The term “Secretary”
25 means—

1 (A) the Secretary of the Interior and in-
2 cludes the Director of the National Park Serv-
3 ice, with regard to units of the National Park
4 System;

5 (B) the Secretary of the Interior and in-
6 cludes the Director of the Fish and Wildlife
7 Service, with regard to Fish and Wildlife Serv-
8 ice lands and waters;

9 (C) the Secretary of the Interior and in-
10 cludes the Director of the Bureau of Land
11 Management, with regard to Bureau of Land
12 Management lands and waters; and

13 (D) the Secretary of Agriculture and in-
14 cludes the Chief of the Forest Service, with re-
15 gard to National Forest System lands.

16 (3) VOLUNTEER FROM THE HUNTING COMMU-
17 NITY.—The term “volunteer from the hunting com-
18 munity” means a volunteer who holds a valid hunt-
19 ing license issued by a State.

20 (b) VOLUNTEER HUNTERS.—When planning wildlife
21 management involving reducing the size of a wildlife popu-
22 lation on public land, the Secretary shall consider the use
23 of and may use volunteers from the hunting community
24 as agents to assist in carrying out wildlife management
25 on public land. The Secretary shall not reject the use of

1 volunteers from the hunting community as agents without
2 the concurrence of the appropriate State wildlife manage-
3 ment authorities.

4 (c) REPORT.—Beginning on the second October 1
5 after the date of the enactment of this Act and biennially
6 on October 1 thereafter, the Secretary shall submit to the
7 Committee on Natural Resources of the House of Rep-
8 resentatives and the Committee on Energy and Natural
9 Resources of the Senate a report that describes—

10 (1) any public land administered by the Sec-
11 retary that was closed to fishing, hunting, and rec-
12 reational shooting at any time during the preceding
13 year; and

14 (2) the reason for the closure.

15 (d) CLOSURES OR SIGNIFICANT RESTRICTIONS.—

16 (1) IN GENERAL.—Other than closures estab-
17 lished or prescribed by land planning actions re-
18 ferred to in section 604(e) or emergency closures de-
19 scribed in paragraph (2), a permanent or temporary
20 withdrawal, change of classification, or change of
21 management status of public land that effectively
22 closes or significantly restricts any acreage of public
23 land to access or use for fishing, hunting, rec-
24 reational shooting, or activities related to fishing,
25 hunting, or recreational shooting, or a combination

1 of those activities, shall take effect only if, before the
2 date of withdrawal or change, the Secretary—

3 (A) publishes appropriate notice of the
4 withdrawal or change, respectively;

5 (B) demonstrates that coordination has oc-
6 curred with a State fish and wildlife agency;
7 and

8 (C) submits to the Committee on Natural
9 Resources of the House of Representatives and
10 the Committee on Energy and Natural Re-
11 sources of the Senate written notice of the with-
12 drawal or change, respectively.

13 (2) EMERGENCY CLOSURES.—Nothing in this
14 Act prohibits the Secretary from establishing or im-
15 plementing emergency closures or restrictions of the
16 smallest practicable area to provide for public safety,
17 resource conservation, national security, or other
18 purposes authorized by law. Such an emergency clo-
19 sure shall terminate after a reasonable period of
20 time unless converted to a permanent closure con-
21 sistent with this Act.

1 **TITLE V—FARMER AND HUNTER**
2 **PROTECTION ACT**

3 **SEC. 501. SHORT TITLE.**

4 This title may be cited as the “Hunter and Farmer
5 Protection Act”.

6 **SEC. 502. BAITING OF MIGRATORY GAME BIRDS.**

7 Section 3 of the Migratory Bird Treaty Act (16
8 U.S.C. 704) is amended by striking subsection (b) and in-
9 serting the following:

10 “(b) PROHIBITION OF BAITING.—

11 “(1) DEFINITIONS.—In this subsection:

12 “(A) BAITED AREA.—

13 “(i) IN GENERAL.—The term ‘baited
14 area’ means—

15 “(I) any area on which salt,
16 grain, or other feed has been placed,
17 exposed, deposited, distributed, or
18 scattered, if the salt, grain, or feed
19 could lure or attract migratory game
20 birds; and

21 “(II) in the case of waterfowl,
22 cranes (family Gruidae), and coots
23 (family Rallidae), a standing,
24 unharvested crop that has been ma-
25 nipulated through activities such as

1 mowing, discing, or rolling, unless the
2 activities are normal agricultural prac-
3 tices.

4 “(ii) EXCLUSIONS.—An area shall not
5 be considered to be a ‘baited area’ if the
6 area—

7 “(I) has been treated with a nor-
8 mal agricultural practice;

9 “(II) has standing crops that
10 have not been manipulated; or

11 “(III) has standing crops that
12 have been or are flooded.

13 “(B) BAITING.—The term ‘baiting’ means
14 the direct or indirect placing, exposing, depos-
15 iting, distributing, or scattering of salt, grain,
16 or other feed that could lure or attract migra-
17 tory game birds to, on, or over any areas on
18 which a hunter is attempting to take migratory
19 game birds.

20 “(C) MIGRATORY GAME BIRD.—The term
21 ‘migratory game bird’ means migratory bird
22 species—

23 “(i) that are within the taxonomic
24 families of Anatidae, Columbidae, Gruidae,
25 Rallidae, and Scolopacidae; and

1 “(ii) for which open seasons are pre-
2 scribed by the Secretary of the Interior.

3 “(D) NORMAL AGRICULTURAL PRAC-
4 TICE.—

5 “(i) IN GENERAL.—The term ‘normal
6 agricultural practice’ means any practice in
7 one annual growing season that—

8 “(I) is carried out in order to
9 produce a marketable crop, including
10 planting, harvest, postharvest, or soil
11 conservation practices; and

12 “(II) is recommended for the
13 successful harvest of a given crop by
14 the applicable State office of the Co-
15 operative Extension System of the De-
16 partment of Agriculture, in consulta-
17 tion with, and if requested, the con-
18 currence of, the head of the applicable
19 State department of fish and wildlife.

20 “(ii) INCLUSIONS.—

21 “(I) IN GENERAL.—Subject to
22 subclause (II), the term ‘normal agri-
23 cultural practice’ includes the destruc-
24 tion of a crop in accordance with
25 practices required by the Federal

1 Crop Insurance Corporation for agri-
2 cultural producers to obtain crop in-
3 surance under the Federal Crop In-
4 surance Act (7 U.S.C. 1501 et seq.)
5 on land on which a crop during the
6 current or immediately preceding crop
7 year was not harvestable due to a nat-
8 ural disaster (including any hurricane,
9 storm, tornado, flood, high water,
10 wind-driven water, tidal wave, tsu-
11 nami, earthquake, volcanic eruption,
12 landslide, mudslide, drought, fire,
13 snowstorm, or other catastrophe that
14 is declared a major disaster by the
15 President in accordance with section
16 401 of the Robert T. Stafford Dis-
17 aster Relief and Emergency Assist-
18 ance Act (42 U.S.C. 5170)).

19 “(II) LIMITATIONS.—The term
20 ‘normal agricultural practice’ only in-
21 cludes a crop described in subclause
22 (I) that has been destroyed or manip-
23 ulated through activities that include
24 (but are not limited to) mowing,
25 discing, or rolling if the Federal Crop

1 Insurance Corporation certifies that
2 flooding was not an acceptable method
3 of destruction to obtain crop insur-
4 ance under the Federal Crop Insur-
5 ance Act (7 U.S.C. 1501 et seq.).

6 “(E) WATERFOWL.—The term ‘waterfowl’
7 means native species of the family Anatidae.

8 “(2) PROHIBITION.—It shall be unlawful for
9 any person—

10 “(A) to take any migratory game bird by
11 baiting or on or over any baited area, if the
12 person knows or reasonably should know that
13 the area is a baited area; or

14 “(B) to place or direct the placement of
15 bait on or adjacent to an area for the purpose
16 of causing, inducing, or allowing any person to
17 take or attempt to take any migratory game
18 bird by baiting or on or over the baited area.

19 “(3) REGULATIONS.—The Secretary of the In-
20 terior may promulgate regulations to implement this
21 subsection.”.

1 **TITLE VI—TRANSPORTING BOWS**
2 **ACROSS NATIONAL PARK**
3 **SERVICE LANDS**

4 **SEC. 601. SHORT TITLE.**

5 This title may be cited as the “Hunter Access Cor-
6 ridors Act”.

7 **SEC. 602. BOWHUNTING OPPORTUNITY AND WILDLIFE**
8 **STEWARDSHIP.**

9 (a) IN GENERAL.—Subchapter II of chapter 1015 of
10 title 54, United States Code, is amended by adding at the
11 end the following:

12 **“§ 101513. Hunter access corridors**

13 “(a) DEFINITIONS.—In this section:

14 “(1) NOT READY FOR IMMEDIATE USE.—The
15 term ‘not ready for immediate use’ means—

16 “(A) a bow or crossbow, the arrows of
17 which are secured or stowed in a quiver or
18 other arrow transport case; and

19 “(B) with respect to a crossbow, uncocked.

20 “(2) VALID HUNTING LICENSE.—The term
21 ‘valid hunting license’ means a State-issued hunting
22 license that authorizes an individual to hunt on pri-
23 vate or public land adjacent to the System unit in
24 which the individual is located while in possession of

1 a bow or crossbow that is not ready for immediate
2 use.

3 “(b) TRANSPORTATION AUTHORIZED.—

4 “(1) IN GENERAL.—The Director shall not re-
5 quire a permit for, or promulgate or enforce any
6 regulation that prohibits an individual from trans-
7 porting bows and crossbows that are not ready for
8 immediate use across any System unit if—

9 “(A) in the case of an individual traversing
10 the System unit on foot—

11 “(i) the individual is not otherwise
12 prohibited by law from possessing the bows
13 and crossbows;

14 “(ii) the bows or crossbows are not
15 ready for immediate use throughout the
16 period during which the bows or crossbows
17 are transported across the System unit;

18 “(iii) the possession of the bows and
19 crossbows is in compliance with the law of
20 the State in which the System unit is lo-
21 cated; and

22 “(iv)(I) the individual possesses a
23 valid hunting license;

24 “(II) the individual is traversing
25 the System unit en route to a hunting

1 access corridor established under sub-
2 section (c)(1); or

3 “(III) the individual is traversing
4 the System unit in compliance with
5 any other applicable regulations or
6 policies; or

7 “(B) the bows or crossbows are not ready
8 for immediate use and remain inside a vehicle.

9 “(2) ENFORCEMENT.—Nothing in this sub-
10 section limits the authority of the Director to en-
11 force laws (including regulations) prohibiting hunt-
12 ing or the taking of wildlife in any System unit.

13 “(c) ESTABLISHMENT OF HUNTER ACCESS COR-
14 RIDORS.—

15 “(1) IN GENERAL.—On a determination by the
16 Director under paragraph (2), the Director may es-
17 tablish and publish (in accordance with section 1.5
18 of title 36, Code of Federal Regulations (or a suc-
19 cessor regulation)), on a publicly available map,
20 hunter access corridors across System units that are
21 used to access public land that is—

22 “(A) contiguous to a System unit; and

23 “(B) open to hunting.

24 “(2) DETERMINATION BY DIRECTOR.—The de-
25 termination referred to in paragraph (1) is a deter-

1 mination that the hunter access corridor would pro-
2 vide wildlife management or visitor experience bene-
3 fits within the boundary of the System unit in which
4 the hunter access corridor is located.

5 “(3) HUNTING SEASON.—The hunter access
6 corridors shall be open for use during hunting sea-
7 sons.

8 “(4) EXCEPTION.—The Director may establish
9 limited periods during which access through the
10 hunter access corridors is closed for reasons of pub-
11 lic safety, administration, or compliance with appli-
12 cable law. Such closures shall be clearly marked with
13 signs and dates of closures, and shall not include
14 gates, chains, walls, or other barriers on the hunter
15 access corridor.

16 “(5) IDENTIFICATION OF CORRIDORS.—The Di-
17 rector shall—

18 “(A) make information regarding hunter
19 access corridors available on the individual
20 website of the applicable System unit; and

21 “(B) provide information regarding any
22 processes established by the Director for trans-
23 porting legally taken game through individual
24 hunter access corridors.

1 “(6) REGISTRATION; TRANSPORTATION OF
2 GAME.—The Director may—

3 “(A) provide registration boxes to be lo-
4 cated at the trailhead of each hunter access cor-
5 ridor for self-registration;

6 “(B) provide a process for online self-reg-
7 istration; and

8 “(C) allow nonmotorized conveyances to
9 transport legally taken game through a hunter
10 access corridor established under this sub-
11 section, including game carts and sleds.

12 “(7) CONSULTATION WITH STATES.—The Di-
13 rector shall consult with each applicable State wild-
14 life agency to identify appropriate hunter access cor-
15 ridors.

16 “(d) EFFECT.—Nothing in this section—

17 “(1) diminishes, enlarges, or modifies any Fed-
18 eral or State authority with respect to hunting, rec-
19 reational shooting, or any other recreational activi-
20 ties within the boundaries of a System unit; or

21 “(2) authorizes—

22 “(A) the establishment of new trails in
23 System units; or

1 “(B) authorizes individuals to access areas
2 in System units, on foot or otherwise, that are
3 not open to such access.

4 “(e) NO MAJOR FEDERAL ACTION.—

5 “(1) IN GENERAL.—Any action taken under
6 this section shall not be considered a major Federal
7 action significantly affecting the quality of the
8 human environment under the National Environ-
9 mental Policy Act of 1969 (42 U.S.C. 4321 et seq.).

10 “(2) NO ADDITIONAL ACTION REQUIRED.—No
11 additional identification, analyses, or consideration
12 of environmental effects (including cumulative envi-
13 ronmental effects) is necessary or required with re-
14 spect to an action taken under this section.”.

15 (b) CLERICAL AMENDMENT.—The table of sections
16 for title 54, United States Code, is amended by inserting
17 after the item relating to section 101512 the following:

 “101513. Hunter access corridors.”.

18 **TITLE VII—RESPECT FOR**
19 **TREATIES AND RIGHTS**

20 **SEC. 701. RESPECT FOR TREATIES AND RIGHTS.**

21 Nothing in this Act or the amendments made by this
22 Act shall be construed to affect or modify any treaty or
23 other right of any federally recognized Indian Tribe.

1 **TITLE VIII—STATE APPROVAL**
2 **OF FISHING RESTRICTION**

3 **SEC. 801. STATE OR TERRITORIAL APPROVAL OF RESTRIC-**
4 **TION OF RECREATIONAL OR COMMERCIAL**
5 **FISHING ACCESS TO CERTAIN STATE OR TER-**
6 **RITORIAL WATERS.**

7 (a) APPROVAL REQUIRED.—The Secretary of the In-
8 terior and the Secretary of Commerce shall not restrict
9 recreational or commercial fishing access to any State or
10 territorial marine waters or Great Lakes waters within the
11 jurisdiction of the National Park Service or the Office of
12 National Marine Sanctuaries, respectively, unless those re-
13 strictions are developed in coordination with, and ap-
14 proved by, the fish and wildlife management agency of the
15 State or territory that has fisheries management authority
16 over those waters.

17 (b) DEFINITION.—In this section, the term “marine
18 waters” includes coastal waters and estuaries.

19 **TITLE IX—OPEN BOOK ON**
20 **EQUAL ACCESS TO JUSTICE**

21 **SEC. 901. SHORT TITLE.**

22 This title may be cited as the “Open Book on Equal
23 Access to Justice Act”.

1 **SEC. 902. MODIFICATION OF EQUAL ACCESS TO JUSTICE**
2 **PROVISIONS.**

3 (a) AGENCY PROCEEDINGS.—Section 504 of title 5,
4 United States Code, is amended—

5 (1) in subsection (c)(1), by striking “, United
6 States Code”;

7 (2) by redesignating subsection (f) as sub-
8 section (h);

9 (3) by striking subsection (e); and

10 (4) by inserting after subsection (d) the fol-
11 lowing:

12 “(e) The Chairman of the Administrative Conference
13 of the United States shall create and maintain online a
14 searchable database containing the following information
15 with respect to each award of fees and other expenses
16 under this section:

17 “(1) The case name and number of the adver-
18 sary adjudication, if available.

19 “(2) The name of the agency involved in the
20 adversary adjudication.

21 “(3) A description of the claims in the adver-
22 sary adjudication.

23 “(4) The name of each party to whom the
24 award was made, as such party is identified in the
25 order or other agency document making the award.

26 “(5) The amount of the award.

1 “(6) The basis for the finding that the position
2 of the agency concerned was not substantially justi-
3 fied.

4 “(f) The online searchable database described in sub-
5 section (e) may not reveal any information the disclosure
6 of which is prohibited by law or court order.

7 “(g) The head of each agency shall provide to the
8 Chairman of the Administrative Conference of the United
9 States, no later than 60 days following the Chairman’s
10 request, all information requested by the Chairman to
11 comply with the requirements of subsections (e) and (f).”.

12 (b) COURT CASES.—Section 2412(d) of title 28,
13 United States Code, is amended by adding at the end the
14 following:

15 “(5) The Chairman of the Administrative Con-
16 ference shall create and maintain online a searchable
17 database containing the following information with
18 respect to each award of fees and other expenses
19 under this section:

20 “(A) The case name and number.

21 “(B) The name of the agency involved in
22 the case.

23 “(C) The name of each party to whom the
24 award was made, as such party is identified in

1 the order or other court document making the
2 award.

3 “(D) A description of the claims in the
4 case.

5 “(E) The amount of the award.

6 “(F) The basis for the finding that the po-
7 sition of the agency concerned was not substan-
8 tially justified.

9 “(6) The online searchable database described
10 in paragraph (5) may not reveal any information the
11 disclosure of which is prohibited by law or court
12 order.

13 “(7) The head of each agency (including the
14 Attorney General of the United States) shall provide
15 to the Chairman of the Administrative Conference of
16 the United States, no later than 60 days following
17 the Chairman’s request, all information requested by
18 the Chairman to comply with the requirements of
19 paragraphs (5) and (6).”.

20 (c) CLERICAL AMENDMENTS.—Section 2412 of title
21 28, United States Code, is amended—

22 (1) in subsection (d)(3), by striking “United
23 States Code,”; and

24 (2) in subsection (e)—

1 (A) by striking “of section 2412 of title
2 28, United States Code,” and inserting “of this
3 section”; and

4 (B) by striking “of such title” and insert-
5 ing “of this title”.

6 (d) EFFECTIVE DATE.—

7 (1) IN GENERAL.—The amendments made by
8 subsections (a) and (b) shall first apply with respect
9 to awards of fees and other expenses that are made
10 on or after the date of the enactment of this Act.

11 (2) ONLINE DATABASES.—The online databases
12 required by section 504(e) of title 5, United States
13 Code, and section 2412(d)(5) of title 28, United
14 States Code, shall be established as soon as prac-
15 ticable after the date of the enactment of this Act,
16 but in no case later than 1 year after the date of
17 the enactment of this Act.

18 **TITLE X—GOOD SAMARITAN**

19 **SEARCH AND RECOVERY**

20 **SEC. 1001. SHORT TITLE.**

21 This title may be cited as the “Good Samaritan
22 Search and Recovery Act”.

23 **SEC. 1002. EXPEDITED ACCESS TO CERTAIN FEDERAL** 24 **LAND.**

25 (a) DEFINITIONS.—In this section:

1 (1) ELIGIBLE.—The term “eligible”, with re-
2 spect to an organization or individual, means that
3 the organization or individual, respectively, is—

4 (A) acting in a not-for-profit capacity; and

5 (B) composed entirely of members who, at
6 the time of the good Samaritan search-and-re-
7 covery mission, have attained the age of major-
8 ity under the law of the State where the mis-
9 sion takes place.

10 (2) GOOD SAMARITAN SEARCH-AND-RECOVERY
11 MISSION.—The term “good Samaritan search-and-
12 recovery mission” means a search conducted by an
13 eligible organization or individual for 1 or more
14 missing individuals believed to be deceased at the
15 time that the search is initiated.

16 (3) SECRETARY.—The term “Secretary” means
17 the Secretary of the Interior or the Secretary of Ag-
18 riculture, as applicable.

19 (b) PROCESS.—

20 (1) IN GENERAL.—Each Secretary shall develop
21 and implement a process to expedite access to Fed-
22 eral land under the administrative jurisdiction of the
23 Secretary for eligible organizations and individuals
24 to request access to Federal land to conduct good
25 Samaritan search-and-recovery missions.

1 (2) INCLUSIONS.—The process developed and
2 implemented under this subsection shall include pro-
3 visions to clarify that—

4 (A) an eligible organization or individual
5 granted access under this section—

6 (i) shall be acting for private pur-
7 poses; and

8 (ii) shall not be considered to be a
9 Federal volunteer;

10 (B) an eligible organization or individual
11 conducting a good Samaritan search-and-recov-
12 ery mission under this section shall not be con-
13 sidered to be a volunteer under section
14 102301(e) of title 54, United States Code;

15 (C) chapter 171 of title 28, United States
16 Code (commonly known as the “Federal Tort
17 Claims Act”), shall not apply to an eligible or-
18 ganization or individual carrying out a privately
19 requested good Samaritan search-and-recovery
20 mission under this section; and

21 (D) chapter 81 of title 5, United States
22 Code (commonly known as the “Federal Em-
23 ployees’ Compensation Act”), shall not apply to
24 an eligible organization or individual conducting
25 a good Samaritan search-and-recovery mission

1 under this section, and the conduct of the good
2 Samaritan search-and-recovery mission shall
3 not constitute civilian employment.

4 (c) RELEASE OF FEDERAL GOVERNMENT FROM LI-
5 ABILITY.—The Secretary shall not require an eligible or-
6 ganization or individual to have liability insurance as a
7 condition of accessing Federal land under this section, if
8 the eligible organization or individual—

9 (1) acknowledges and consents, in writing, to
10 the provisions described in subparagraphs (A)
11 through (D) of subsection (b)(2); and

12 (2) signs a waiver releasing the Federal Gov-
13 ernment from all liability relating to the access
14 granted under this section and agrees to indemnify
15 and hold harmless the United States from any
16 claims or lawsuits arising from any conduct by the
17 eligible organization or individual on Federal land.

18 (d) APPROVAL AND DENIAL OF REQUESTS.—

19 (1) IN GENERAL.—The Secretary shall notify
20 an eligible organization or individual of the approval
21 or denial of a request by the eligible organization or
22 individual to carry out a good Samaritan search-
23 and-recovery mission under this section by not later
24 than 48 hours after the request is made.

1 (2) DENIALS.—If the Secretary denies a re-
2 quest from an eligible organization or individual to
3 carry out a good Samaritan search-and-recovery mis-
4 sion under this section, the Secretary shall notify the
5 eligible organization or individual of—

6 (A) the reason for the denial of the re-
7 quest; and

8 (B) any actions that the eligible organiza-
9 tion or individual can take to meet the require-
10 ments for the request to be approved.

11 (e) PARTNERSHIPS.—Each Secretary shall develop
12 search-and-recovery-focused partnerships with search-and-
13 recovery organizations—

14 (1) to coordinate good Samaritan search-and-
15 recovery missions on Federal land under the admin-
16 istrative jurisdiction of the Secretary; and

17 (2) to expedite and accelerate good Samaritan
18 search-and-recovery mission efforts for missing indi-
19 viduals on Federal land under the administrative ju-
20 risdiction of the Secretary.

21 (f) REPORT.—Not later than 180 days after the date
22 of enactment of this Act, the Secretaries shall submit to
23 Congress a joint report describing—

24 (1) plans to develop partnerships described in
25 subsection (e)(1); and

1 (2) efforts carried out to expedite and accel-
2 erate good Samaritan search-and-recovery mission
3 efforts for missing individuals on Federal land under
4 the administrative jurisdiction of each Secretary
5 pursuant to subsection (e)(2).

6 **TITLE XI—INTERSTATE TRANS-**
7 **PORTATION OF FIREARMS OR**
8 **AMMUNITION**

9 **SEC. 1101. INTERSTATE TRANSPORTATION OF FIREARMS**
10 **OR AMMUNITION.**

11 (a) IN GENERAL.—Section 926A of title 18, United
12 States Code, is amended to read as follows:

13 **“§ 926A. Interstate transportation of firearms or am-**
14 **munication**

15 “(a) Notwithstanding any provision of any law, rule,
16 or regulation of a State or any political subdivision there-
17 of:

18 “(1) A person who is not prohibited by this
19 chapter from possessing, transporting, shipping, or
20 receiving a firearm or ammunition shall be entitled
21 to transport a firearm for any lawful purpose from
22 any place where the person may lawfully possess,
23 carry, or transport the firearm to any other such
24 place if, during the transportation, the firearm is
25 unloaded, and—

1 “(A) if the transportation is by motor vehi-
2 cle, the firearm is—

3 “(i) not directly accessible from the
4 passenger compartment of the vehicle;

5 “(ii) in a locked container other than
6 the glove compartment or console; or

7 “(iii) secured by a secure gun storage
8 or safety device; or

9 “(B) if the transportation is by other
10 means, the firearm is in a locked container or
11 secured by a secure gun storage or safety de-
12 vice.

13 “(2) A person who is not prohibited by this
14 chapter from possessing, transporting, shipping, or
15 receiving a firearm or ammunition shall be entitled
16 to transport ammunition for any lawful purpose
17 from any place where the person may lawfully pos-
18 sess, carry, or transport the ammunition, to any
19 other such place if, during the transportation, the
20 ammunition is not loaded into a firearm, and—

21 “(A) if the transportation is by motor vehi-
22 cle, the ammunition is—

23 “(i) not directly accessible from the
24 passenger compartment of the vehicle; or

1 “(ii) is in a locked container other
2 than the glove compartment or console; or

3 “(B) if the transportation is by other
4 means, the ammunition is in a locked container.

5 “(b) In subsection (a), the term ‘transport’ includes
6 staying in temporary lodging overnight, stopping for food,
7 fuel, vehicle maintenance, an emergency, medical treat-
8 ment, and any other activity incidental to the transport.

9 “(c)(1) A person who is transporting a firearm or
10 ammunition may not be arrested or otherwise detained for
11 violation of any law or any rule or regulation of a State
12 or any political subdivision thereof related to the posses-
13 sion, transportation, or carrying of firearms, unless there
14 is probable cause to believe that the person is doing so
15 in a manner not provided for in subsection (a).

16 “(2) When a person asserts this section as a defense
17 in a criminal proceeding, the prosecution shall bear the
18 burden of proving, beyond a reasonable doubt, that the
19 conduct of the person did not satisfy the conditions set
20 forth in subsection (a).

21 “(3) When a person successfully asserts this section
22 as a defense in a criminal proceeding, the court shall
23 award the prevailing defendant a reasonable attorney’s
24 fee.

1 “(d)(1) A person who is deprived of any right, privi-
2 lege, or immunity secured by this section, section 926B
3 or 926C, under color of any statute, ordinance, regulation,
4 custom, or usage of any State or any political subdivision
5 thereof, may bring an action in any appropriate court
6 against any other person, including a State or political
7 subdivision thereof, who causes the person to be subject
8 to the deprivation, for damages and other appropriate re-
9 lief.

10 “(2) The court shall award a plaintiff prevailing in
11 an action brought under paragraph (1) damages and such
12 other relief as the court deems appropriate, including a
13 reasonable attorney’s fee.”.

14 (b) CLERICAL AMENDMENT.—The table of sections
15 for such chapter is amended in the item relating to section
16 926A by striking “firearms” and inserting “firearms or
17 ammunition”.

18 **TITLE XII—POLAR BEAR CON-**
19 **SERVATION AND FAIRNESS**
20 **ACT**

21 **SEC. 1201. SHORT TITLE.**

22 This title may be cited as the “Polar Bear Conserva-
23 tion and Fairness Act”.

1 **SEC. 1202. PERMITS FOR IMPORTATION OF POLAR BEAR**
2 **TROPHIES TAKEN IN SPORT HUNTS IN CAN-**
3 **ADA.**

4 Section 104(c)(5)(D) of the Marine Mammal Protec-
5 tion Act of 1972 (16 U.S.C. 1374(c)(5)(D)) is amended
6 to read as follows:

7 “(D)(i) The Secretary of the Interior shall, ex-
8 peditiously after the expiration of the applicable 30-
9 day period under subsection (d)(2), issue a permit
10 for the importation of any polar bear part (other
11 than an internal organ) from a polar bear taken in
12 a sport hunt in Canada to any person—

13 “(I) who submits, with the permit applica-
14 tion, proof that the polar bear was legally har-
15 vested by the person before February 18, 1997;
16 or

17 “(II) who has submitted, in support of a
18 permit application submitted before May 15,
19 2008, proof that the polar bear was legally har-
20 vested by the person before May 15, 2008, from
21 a polar bear population from which a sport-
22 hunted trophy could be imported before that
23 date in accordance with section 18.30(i) of title
24 50, Code of Federal Regulations.

25 “(ii) The Secretary shall issue permits under
26 clause (i)(I) without regard to subparagraphs (A)

1 and (C)(ii) of this paragraph, subsection (d)(3), and
2 sections 101 and 102. Sections 101(a)(3)(B) and
3 102(b)(3) shall not apply to the importation of any
4 polar bear part authorized by a permit issued under
5 clause (i)(I). This clause shall not apply to polar
6 bear parts that were imported before June 12, 1997.

7 “(iii) The Secretary shall issue permits under
8 clause (i)(II) without regard to subparagraph (C)(ii)
9 of this paragraph or subsection (d)(3). Sections
10 101(a)(3)(B) and 102(b)(3) shall not apply to the
11 importation of any polar bear part authorized by a
12 permit issued under clause (i)(II). This clause shall
13 not apply to polar bear parts that were imported be-
14 fore the date of enactment of the Polar Bear Con-
15 servation and Fairness Act.”

16 **TITLE XIII—NORTH AMERICAN**
17 **WETLANDS CONSERVATION**
18 **EXTENSION**

19 **SEC. 1301. SHORT TITLE.**

20 This title may be cited as the “North American Wet-
21 lands Conservation Extension Act”.

22 **SEC. 1302. AUTHORIZATION OF APPROPRIATIONS.**

23 Section 7(c) of the North American Wetlands Con-
24 servation Act (16 U.S.C. 4406(c)) is amended by striking
25 “not to exceed—” and all that follows through paragraph

1 (5) and inserting “not to exceed \$50,000,000 for each of
2 fiscal years 2018 through 2022.”.

3 **SEC. 1303. LIMITATION ON EXPENDITURES FOR PURCHASE**
4 **OF LAND.**

5 (a) **LIMITATION.**—Section 6 of the North American
6 Wetlands Conservation Act (16 U.S.C. 4405) is amended
7 by adding at the end the following:

8 “(c) **LIMITATION ON EXPENDITURES FOR PURCHASE**
9 **OF LAND.**—Amounts appropriated under this Act may not
10 be used by the Secretary to purchase land that will be
11 administered by the United States.”.

12 (b) **APPLICATION.**—The amendment made by sub-
13 section (a) shall not apply with respect to any specific land
14 acquisition required by contract or other agreement en-
15 tered into before the date of enactment of this Act.

16 **SEC. 1304. ENHANCED REPORT ON EXPENDITURES.**

17 Section 10(2) of the North American Wetlands Con-
18 servation Act (16 U.S.C. 4409(2)) is amended to read as
19 follows:

20 “(2) an annual assessment of the status of wet-
21 lands conservation projects, including an accounting
22 of—

23 “(A) expenditures by Federal, State, and
24 other United States entities;

1 “(B) expenditures made for fee-simple ac-
2 quisition of Federal lands in the United States;
3 and

4 “(C) expenditures by Canadian and Mexi-
5 can sources to carry out wetland projects fund-
6 ed under this Act.”.

7 **TITLE XIV—GRAY WOLVES**

8 **SEC. 1401. REISSUANCE OF FINAL RULES RELATING TO** 9 **GRAY WOLVES IN THE WESTERN GREAT** 10 **LAKES AND THE STATE OF WYOMING.**

11 (a) IN GENERAL.—Notwithstanding any other provi-
12 sion of law, not later than 60 days after the date of enact-
13 ment of this Act, the Secretary of the Interior shall re-
14 issue—

15 (1) the final rule entitled “Endangered and
16 Threatened Wildlife and Plants; Revising the Listing
17 of the Gray Wolf (*Canis lupus*) in the Western Great
18 Lakes” (76 Fed. Reg. 81666 (December 28, 2011));
19 and

20 (2) the final rule entitled “Endangered and
21 Threatened Wildlife and Plants; Removal of the
22 Gray Wolf in Wyoming From the Federal List of
23 Endangered and Threatened Wildlife and Removal
24 of the Wyoming Wolf Population’s Status as an Ex-

1 perimental Population” (77 Fed. Reg. 55530 (Sep-
2 tember 10, 2012)).

3 (b) NO JUDICIAL REVIEW.—The reissuance of the
4 final rules described in subsection (a) shall not be subject
5 to judicial review.

6 **TITLE XV—HEARING** 7 **PROTECTION**

8 **SEC. 1501. SHORT TITLE.**

9 This title may be cited as the “Hearing Protection
10 Act”.

11 **SEC. 1502. EQUAL TREATMENT OF SILENCERS AND FIRE-** 12 **ARMS.**

13 (a) IN GENERAL.—Section 5845(a) of the Internal
14 Revenue Code of 1986 is amended by striking “(7) any
15 silencer” and all that follows through “; and (8)” and in-
16 serting “; and (7)”.

17 (b) EFFECTIVE DATE.—The amendment made by
18 this section shall apply to calendar quarters beginning
19 more than 90 days after the date of the enactment of this
20 Act.

21 **SEC. 1503. TREATMENT OF CERTAIN SILENCERS.**

22 Section 5841 of the Internal Revenue Code of 1986
23 is amended by adding at the end the following:

24 “(f) FIREARM SILENCERS.—A person acquiring or
25 possessing a firearm silencer in accordance with chapter

1 44 of title 18, United States Code, shall be treated as
2 meeting any registration and licensing requirements of the
3 National Firearms Act with respect to such silencer.”.

4 **SEC. 1504. PREEMPTION OF CERTAIN STATE LAWS IN RELA-**
5 **TION TO FIREARM SILENCERS.**

6 Section 927 of title 18, United States Code, is
7 amended by adding at the end the following: “Notwith-
8 standing the preceding sentence, a law of a State or a
9 political subdivision of a State that imposes a tax, other
10 than a generally applicable sales or use tax, on making,
11 transferring, using, possessing, or transporting a firearm
12 silencer in or affecting interstate or foreign commerce, or
13 imposes a marking, recordkeeping or registration require-
14 ment with respect to such a firearm silencer, shall have
15 no force or effect.”.

16 **SEC. 1505. DESTRUCTION OF RECORDS.**

17 Not later than 365 days after the date of the enact-
18 ment of this Act, the Attorney General shall destroy any
19 registration of a silencer maintained in the National Fire-
20 arms Registration and Transfer Record pursuant to sec-
21 tion 5841 of the Internal Revenue Code of 1986, any ap-
22 plication to transfer filed under section 5812 of the Inter-
23 nal Revenue Code of 1986 that identifies the transferee
24 of a silencer, and any application to make filed under sec-

1 tion 5822 of the Internal Revenue Code of 1986 that iden-
2 tifies the maker of a silencer.

3 **SEC. 1506. AMENDMENTS TO TITLE 18, UNITED STATES**
4 **CODE.**

5 Title 18, United States Code, is amended—

6 (1) in section 921(a), by striking paragraph
7 (24) and inserting the following:

8 “(24)(A) The terms ‘firearm silencer’ and ‘firearm
9 muffler’ mean any device for silencing, muffling, or dimin-
10 ishing the report of a portable firearm, including the ‘key-
11 stone part’ of such a device.

12 “(B) The term ‘keystone part’ means, with respect
13 to a firearm silencer or firearm muffler, an externally visi-
14 ble part of a firearm silencer or firearm muffler, without
15 which a device capable of silencing, muffling, or dimin-
16 ishing the report of a portable firearm cannot be assem-
17 bled, but the term does not include any interchangeable
18 parts designed to mount a firearm silencer or firearm muf-
19 fler to a portable firearm.”;

20 (2) in section 922(b)—

21 (A) in paragraph (1), by striking “shot-
22 gun or rifle” the 1st place it appears and in-
23 serting “shotgun, rifle, firearm silencer or fire-
24 arm muffler,”; and

1 (B) in paragraph (3), by striking “rifle or
2 shotgun” and inserting “shotgun, rifle, firearm
3 silencer or firearm muffler”; and

4 (3) in section 923(i)—

5 (A) by striking “Licensed” and inserting
6 the following:

7 “(1) In the case of a firearm other than a firearm
8 silencer or firearm muffler, licensed”; and

9 (B) by adding at the end the following:

10 “(2) In the case of a firearm silencer or firearm muf-
11 fler, licensed importers and licensed manufacturers shall
12 identify by means of a serial number engraved or cast on
13 the keystone part of the firearm silencer or firearm muf-
14 fler, in such manner as the Attorney General shall by reg-
15 ulations prescribe, each firearm silencer or firearm muffler
16 imported or manufactured by such importer or manufac-
17 turer, except that, if a firearm silencer or firearm muffler
18 does not have a clearly identifiable keystone part or has
19 multiple keystone parts, licensed importers or licensed
20 manufacturers shall submit a request for a marking vari-
21 ance to the Attorney General. The Attorney General shall
22 grant such a request except on showing good cause that
23 marking the firearm silencer or firearm muffler as re-
24 quested would not further the purposes of this chapter.”.

1 **SEC. 1507. IMPOSITION OF TAX ON FIREARM SILENCERS OR**
2 **FIREARM MUFFLERS.**

3 (a) IN GENERAL.—Section 4181 of the Internal Rev-
4 enue Code of 1986 is amended by adding at the end of
5 the list relating to “Articles taxable at 10 percent” the
6 following:

7 “Firearm silencers or firearm mufflers.”.

8 (b) FIREARM SILENCERS; FIREARM MUFFLERS.—
9 Section 4181 of such Code is amended by adding at the
10 end the following:

11 “For purposes of this part, the terms ‘firearm silencer’
12 and ‘firearm muffler’ mean any device for silencing, muf-
13 fling, or diminishing the report of a portable firearm.”.

14 (c) CONFORMING AMENDMENTS.—

15 (1) Section 4181 of such Code is amended by
16 striking “other than pistols and revolvers” and in-
17 sserting “other than articles taxable at 10 percent
18 under this section”.

19 (2) Section 4182(b) of such Code is amended
20 by striking “firearms, pistols, revolvers, shells, and
21 cartridges” and inserting “articles described in sec-
22 tion 4181 and”.

23 (3) Section 4182(c)(1) of such Code is amended
24 by striking “or firearm” and inserting “firearm,
25 firearm silencer, or firearm muffler,”.

1 (d) EFFECTIVE DATE.—The amendments made by
2 this section shall apply to articles sold by the manufac-
3 turer, producer, or importer in any calendar quarter be-
4 ginning more than 90 days after the date of the enactment
5 of this Act.

6 **TITLE XVI—LAWFUL PURPOSE**
7 **AND SELF-DEFENSE**

8 **SEC. 1601. SHORT TITLE.**

9 This Act may be cited as the “Lawful Purpose and
10 Self Defense Act”.

11 **SEC. 1602. ELIMINATION OF AUTHORITY TO RECLASSIFY**
12 **POPULAR RIFLE AMMUNITION AS “ARMOR**
13 **PIERCING AMMUNITION”.**

14 Section 921(a)(17) of title 18, United States Code,
15 is amended—

16 (1) in subparagraph (B)(i), by striking “may be
17 used” and inserting “is designed and intended by
18 the manufacturer or importer for use”;

19 (2) in subparagraph (B)(ii), by inserting “by
20 the manufacturer or importer” before “for use”; and

21 (3) in subparagraph (C), by striking “the At-
22 torney General finds is primarily intended to be used
23 for sporting purposes” and inserting “is primarily
24 intended by the manufacturer or importer to be used
25 in a rifle or shotgun, a handgun projectile that is de-

1 signed and intended by the manufacturer or im-
2 porter to be used for hunting, recreational, or com-
3 petitive shooting”.

4 **SEC. 1603. ELIMINATION OF RESTRICTIONS ON IMPORTA-**
5 **TION OF NON-NATIONAL FIREARMS ACT**
6 **FIREARM OR AMMUNITION THAT MAY OTH-**
7 **ERWISE BE LAWFULLY POSSESSED AND SOLD**
8 **IN THE UNITED STATES.**

9 (a) ELIMINATION OF PROHIBITIONS.—Section 922 of
10 title 18, United States Code, is amended—

11 (1) in subsection (a), by striking paragraph (7)
12 and inserting the following:

13 “(7) for any person to manufacture or import
14 armor piercing ammunition, unless the manufacture
15 or importation of the ammunition—

16 “(A) is for the use of the United States,
17 any department or agency of the United States,
18 any State, or any department, agency, or polit-
19 ical subdivision of a State;

20 “(B) is for the purpose of exportation; or

21 “(C) is for the purpose of testing or ex-
22 perimentation, and has been authorized by the
23 Attorney General;”;

24 (2) in subsection (l), by striking “925(d) of this
25 chapter” and inserting “925”; and

1 (3) by striking subsection (r).

2 (b) BROADENING OF EXCEPTIONS.—Section 925 of
3 such title is amended—

4 (1) in subsection (a)(3), by striking “deter-
5 mined” and all that follows through the end and in-
6 serting “intended for the lawful personal use of such
7 member or club.”;

8 (2) in subsection (a)(4), by striking “(A)” and
9 all that follows through “for the” and inserting “in-
10 tended for the lawful”; and

11 (3) by striking subsections (d) through (f) and
12 inserting the following:

13 “(d)(1) Within 30 days after the Attorney General
14 receives an application therefor, the Attorney General
15 shall authorize a firearm or ammunition to be imported
16 or brought into the United States or any possession there-
17 of if—

18 “(A) the firearm or ammunition is being im-
19 ported or brought in for scientific, research, testing,
20 or experimentation purposes;

21 “(B) the firearm is an unserviceable firearm
22 (other than a machine gun as defined in section
23 5845(b) of the Internal Revenue Code of 1986 that
24 is readily restorable to firing condition) imported or
25 brought in as a curio or museum piece;

1 “(C) the firearm is not a firearm as defined in
2 section 5845(a) of the Internal Revenue Code of
3 1986;

4 “(D) the ammunition is not armor piercing am-
5 munition (as defined in section 921(a)(17)(B) of
6 this title), unless subparagraph (A), (E), (F), or (G)
7 applies;

8 “(E) the firearm or ammunition is being im-
9 ported or brought in for the use of the United
10 States, any department or agency of the United
11 States, any State, or any department, agency, or po-
12 litical subdivision of a State;

13 “(F) the firearm or ammunition is being im-
14 ported or brought in for the purpose of exportation;

15 “(G) the firearm or ammunition was previously
16 taken out of the United States or a possession there-
17 of by the person who is bringing in the firearm or
18 ammunition; or

19 “(H) the firearm is a firearm defined as curio
20 or relic by the Attorney General under section
21 921(a)(13) of this title.

22 “(2) Within 30 days after the Attorney General re-
23 ceives an application therefor, the Attorney General shall
24 permit the conditional importation or bringing in of a fire-
25 arm or ammunition for examination and testing in connec-

1 tion with the making of a determination as to whether
2 the importation or bringing in of the firearm or ammuni-
3 tion will be allowed under this subsection.

4 “(3) The Attorney General shall not authorize, under
5 this subsection, the importation of any firearm the impor-
6 tation of which is prohibited by section 922(p).”.

7 **SEC. 1604. PROTECTION OF SHOTGUNS, SHOTGUN SHELLS,**
8 **AND LARGE CALIBER RIFLES FROM ARBI-**
9 **TRARY CLASSIFICATION AS “DESTRUCTIVE**
10 **DEVICES”.**

11 (a) AMENDMENTS TO THE NATIONAL FIREARMS
12 ACT.—Section 5845(f) of the Internal Revenue Code of
13 1986 is amended—

14 (1) in paragraph (2), by striking “recognized as
15 particularly suitable for sporting purposes” and in-
16 serting “recognized as suitable for lawful purposes”;
17 and

18 (2) by striking “use solely for sporting pur-
19 poses” and inserting “use for sporting purposes”.

20 (b) AMENDMENTS TO TITLE 18, UNITED STATES
21 CODE.—Section 921(a)(4) of title 18, United States Code,
22 is amended—

23 (1) in subparagraph (B) of the 1st sentence, by
24 striking “particularly suitable for sporting” and in-
25 serting “suitable for lawful”; and

1 (2) in the 2nd sentence, by striking “solely”.

2 **SEC. 1605. BROADENING OF THE TEMPORARY INTERSTATE**
3 **TRANSFER PROVISION TO ALLOW TEM-**
4 **PORARY TRANSFERS FOR ALL LAWFUL PUR-**
5 **POSES RATHER THAN JUST FOR “SPORTING**
6 **PURPOSES”.**

7 Section 922 of title 18, United States Code, is
8 amended in each of subsections (a)(5)(B), (a)(9), and
9 (b)(3)(B), by striking “sporting”.

10 **TITLE XVII—FEDERAL LAND**
11 **TRANSACTION FACILITATION**
12 **ACT REAUTHORIZATION**
13 **(FLTFA)**

14 **SEC. 1701. SHORT TITLE.**

15 This title may be cited as the “Federal Land Trans-
16 action Facilitation Act Reauthorization”.

17 **SEC. 1702. FEDERAL LAND TRANSACTION FACILITATION**
18 **ACT.**

19 The Federal Land Transaction Facilitation Act is
20 amended—

21 (1) in section 203(1) (43 U.S.C. 2302(1)), by
22 striking “cultural, or” and inserting “cultural, rec-
23 reational access and use, or other”;

1 (2) in section 203(2) in the matter preceding
2 subparagraph (A), by striking “on the date of enact-
3 ment of this Act was” and inserting “is”;

4 (3) in section 205 (43 U.S.C. 2304)—

5 (A) in subsection (a), by striking “section
6 206” and all that follows through the period
7 and inserting the following: “section 206—

8 “(1) to complete appraisals and satisfy other
9 legal requirements for the sale or exchange of public
10 land identified for disposal under approved land use
11 plans under section 202 of the Federal Land Policy
12 and Management Act of 1976 (43 U.S.C. 1712);

13 “(2) not later than 180 days after the date of
14 the enactment of the Federal Land Transaction Fa-
15 cilitation Act Reauthorization, to establish and make
16 available to the public, on the website of the Depart-
17 ment of the Interior, a database containing a com-
18 prehensive list of all the land referred to in para-
19 graph (1); and

20 “(3) to maintain the database referred to in
21 paragraph (2).”;

22 (B) in subsection (d), by striking “11” and
23 inserting “22”;

24 (4) by amending section 206(e)(1) (43 U.S.C.
25 2305(e)(1)) to read as follows:

1 “(1) USE OF FUNDS.—

2 “(A) IN GENERAL.—Funds in the Federal
3 Land Disposal Account shall be expended, sub-
4 ject to appropriation, in accordance with this
5 subsection.

6 “(B) PURPOSES.—Except as authorized
7 under paragraph (2), funds in the Federal
8 Land Disposal Account shall be used for one or
9 more of the following purposes:

10 “(i) To purchase lands or interests
11 therein that are otherwise authorized by
12 law to be acquired and are one or more of
13 the following:

14 “(I) Inholdings.

15 “(II) Adjacent to federally des-
16 igned areas and contain exceptional
17 resources.

18 “(III) Provide opportunities for
19 hunting, recreational fishing, rec-
20 reational shooting, and other rec-
21 reational activities.

22 “(IV) Likely to aid in the per-
23 formance of deferred maintenance or
24 the reduction of operation and main-
25 tenance costs or other deferred costs.

1 “(ii) To perform deferred mainte-
2 nance or other maintenance activities that
3 enhance opportunities for recreational ac-
4 cess.”;

5 (5) in section 206(c)(2) (43 U.S.C.
6 2305(c)(2))—

7 (A) by striking subparagraph (A);

8 (B) by redesignating subparagraphs (B),
9 (C), and (D) as subparagraphs (A), (B), and
10 (C), respectively;

11 (C) in subparagraph (C) (as so redesi-
12 gnated by this paragraph)—

13 (i) by striking “PURCHASES” and in-
14 serting “LAND PURCHASES AND PERFORM-
15 ANCE OF DEFERRED MAINTENANCE AC-
16 TIVITIES”;

17 (ii) by striking “subparagraph (C)”
18 and inserting “subparagraph (B)”;

19 (iii) by inserting “for the activities
20 outlined in paragraph (2)” after “gen-
21 erated”; and

22 (D) by adding at the end the following:

23 “(D) Any funds made available under sub-
24 paragraph (C) that are not obligated or ex-
25 pended by the end of the fourth full fiscal year

1 after the date of the sale or exchange of land
2 that generated the funds may be expended in
3 any State.”;

4 (6) in section 206(c)(3) (43 U.S.C.
5 2305(c)(3))—

6 (A) by inserting after subparagraph (A)
7 the following:

8 “(B) the extent to which the acquisition of
9 the land or interest therein will increase the
10 public availability of resources for, and facilitate
11 public access to, hunting, fishing, and other rec-
12 reational activities;”; and

13 (B) by redesignating subparagraphs (B)
14 and (C) as subparagraphs (C) and (D);

15 (7) in section 206(f) (43 U.S.C. 2305(f)), by
16 amending paragraph (2) to read as follows:

17 “(2) any remaining balance in the account shall
18 be deposited in the Treasury and used for deficit re-
19 duction, except that in the case of a fiscal year for
20 which there is no Federal budget deficit, such
21 amounts shall be used to reduce the Federal debt (in
22 such manner as the Secretary of the Treasury con-
23 siders appropriate).”; and

24 (8) in section 207(b) (43 U.S.C. 2306(b))—

25 (A) in paragraph (1)—

1 (i) by striking “96–568” and insert-
2 ing “96–586”; and

3 (ii) by striking “; or” and inserting a
4 semicolon;

5 (B) in paragraph (2)—

6 (i) by inserting “Public Law 105–
7 263;” before “112 Stat.”; and

8 (ii) by striking the period at the end
9 and inserting a semicolon; and

10 (C) by adding at the end the following:

11 “(3) the White Pine County Conservation,
12 Recreation, and Development Act of 2006 (Public
13 Law 109–432; 120 Stat. 3028);

14 “(4) the Lincoln County Conservation, Recre-
15 ation, and Development Act of 2004 (Public Law
16 108–424; 118 Stat. 2403);

17 “(5) subtitle F of title I of the Omnibus Public
18 Land Management Act of 2009 (16 U.S.C. 1132
19 note; Public Law 111–11);

20 “(6) subtitle O of title I of the Omnibus Public
21 Land Management Act of 2009 (16 U.S.C. 460www
22 note, 1132 note; Public Law 111–11);

23 “(7) section 2601 of the Omnibus Public Land
24 Management Act of 2009 (Public Law 111–11; 123
25 Stat. 1108); or

1 “(8) section 2606 of the Omnibus Public Land
2 Management Act of 2009 (Public Law 111–11; 123
3 Stat. 1121).”.

4 **TITLE XVIII—FILM CREWS**

5 **SECTION 1801. ANNUAL PERMIT AND FEE FOR FILM CREWS** 6 **OF 5 PERSONS OR FEWER.**

7 Section 100905 of title 54, United States Code, is
8 amended as follows:

9 (1) In subsection (a)—

10 (A) in paragraph (1), by striking “provide
11 a fair return to the United States” and insert
12 “be sufficient to cover the cost of a film permit
13 and other administrative and personnel costs”;
14 and

15 (B) by adding at the end the following:

16 “(3) **FILM CREW OF 5 PERSONS OR FEWER.—**
17 For a commercial film crew of 5 persons or fewer for
18 commercial filming activities or similar projects on
19 Federal land and waters administered by the Sec-
20 retary the Secretary shall—

21 “(A) assess an annual fee in an amount
22 sufficient to cover the administrative cost of
23 issuing a permit under this section, but not
24 greater than \$200; and

1 “(B) require a permit which shall be valid
2 for commercial filming activities or similar
3 projects that occur in areas designated for pub-
4 lic use during public hours on all Federal land
5 and waterways administered by the Secretary
6 for a 1-year period beginning on the date of
7 issuance of the permit.”.

8 (2) By striking subsection (b) and redesign-
9 nating subsections (c), (d), (e), and (f) and sub-
10 sections (b), (c), (d), and (e), respectively.

11 (3) In subsection (b), as redesignated by this
12 section, by adding at the end the following:

13 “(3) STILL PHOTOGRAPHY CREW OF 5 PERSONS
14 OR FEWER.—The fee under this paragraph for a still
15 photography crew of 5 persons or fewer shall be not
16 more than \$200.”.

17 (4) In subsection (e), as redesignated by this
18 section—

19 (A) by striking “The Secretary” and in-
20 serting the following:

21 “(1) TIMING.—The Secretary”; and

22 (B) by adding at the end the following:

23 “(2) CRITERIA.—The Secretary shall not con-
24 sider subject matter or content as a criterion for
25 issuing or denying a permit under this Act.”.

1 (5) By adding at the end the following:

2 “(f) EXEMPTION FROM COMMERCIAL FILMING OR
3 STILL PHOTOGRAPHY PERMITS AND FEES.—The Sec-
4 retary shall not require persons holding commercial use
5 authorizations or special recreation permits to obtain an
6 additional permit or pay an additional fee for commercial
7 filming or still photography under this section if—

8 “(1) the filming or still photography conducted
9 is incidental to the permitted activity that is the
10 subject of the commercial use authorization or spe-
11 cial recreation permit; and

12 “(2) the holder of the commercial use author-
13 ization or special recreation permit is an individual
14 or small business concern (within the meaning of
15 section 3 of the Small Business Act (15 U.S.C.
16 632)).

17 “(g) NEWS GATHERING ACTIVITIES.—For the pur-
18 poses of this section, a news gathering shall not be consid-
19 ered a commercial activity.

20 “(h) DEFINITIONS.—For the purposes of this sec-
21 tion—

22 “(1) the term ‘commercial film crew’ means any
23 persons present on Federal land or water under the
24 jurisdiction of the Secretary who are associated with
25 the production of a film;

1 “(2) the term ‘news gathering’ means the gath-
2 ering, recording, and filming of news and informa-
3 tion related to news in any medium; and

4 “(3) the term ‘Secretary’ means the Secretary
5 of the Interior or the Secretary of Agriculture, as
6 applicable, with respect to land under the respective
7 jurisdiction of such Secretary.”.

8 **TITLE XIX—RESPECT FOR STATE**
9 **WILDLIFE MANAGEMENT AU-**
10 **THORITY**

11 **SEC. 1901. AUTHORITY OF THE STATES.**

12 Nothing in this Act shall be construed as interfering
13 with, diminishing, or conflicting with the authority, juris-
14 diction, or responsibility of any State to exercise primary
15 management, control, or regulation of fish and wildlife
16 under State law on land or water within the State, includ-
17 ing on Federal land administered by the Bureau of Land
18 Management or the Forest Service.

19 **SEC. 1902. FEDERAL LICENSES.**

20 Nothing in this Act, shall be construed to authorize
21 the head of a Federal agency to require a license, fee, or
22 permit to fish, hunt, or trap on land or water in a State,
23 including on Federal land in the State, except that this
24 paragraph shall not affect the Migratory Bird Stamp re-

1 quirement set forth in the Migratory Bird Hunting and
2 Conservation Stamp Act (16 U.S.C. 718 et seq.).

3 **SEC. 1903. COOPERATION WITH STATE FISH AND WILDLIFE**
4 **AGENCIES ON MANAGEMENT PLANS.**

5 (a) USE OF STATE FISH AND WILDLIFE DATA AND
6 ANALYSES.—The Secretary of the Interior and the Sec-
7 retary of Agriculture shall prioritize coordination and co-
8 operation with the appropriate State fish and wildlife
9 agencies to recognize and fully utilize State fish and wild-
10 life data and analyses, unless such data or analyses are
11 proprietary or protected from disclosure under State law,
12 as a primary source to inform—

13 (1) land and resource management plans for
14 units of the National Forest System developed under
15 section 6 of the Forest and Rangeland Renewable
16 Resources Planning Act of 1974 (16 U.S.C. 1604);

17 (2) land use plans developed under section 202
18 of the Federal Land Policy and Management Act of
19 1976 (43 U.S.C. 1712);

20 (3) comprehensive conservation plans developed
21 under section 4 of the National Wildlife Refuge Sys-
22 tem Administration Act of 1966 (16 U.S.C. 668dd);

23 (4) project planning and execution; and

24 (5) related natural resource policies and deci-
25 sions.

1 (b) SHARING DATA.—Federal agencies shall evaluate
2 and utilize existing analysis of data on fish and wildlife
3 populations prepared by the appropriate State and share
4 Federal data with State fish and wildlife managers.

Lion and Elephant ESA Listings and the Permitting Process

- Lions (*Panthera leo melanochaita*) and African elephants (*Loxodonta africana*) are both listed as Threatened under the U.S. Endangered Species Act (ESA);
- Import of sport-hunted trophies requires an ESA permit, which can be issued if the Fish and Wildlife Service is able to make a finding that the sport-hunting activity enhances the survival of the species in the wild;
- For elephants, we currently have positive findings and allow the import of such trophies from South Africa and Namibia. We have negative findings for Tanzania and Zimbabwe for 2014 and 2015 and our reevaluating both countries for the 2016 and 2017 hunting seasons. We are completing findings for Mozambique and Zambia, where we do not currently have any finding in place;
- U.S. imports of sport-hunted elephant trophies in 2013: Botswana = 181; Namibia = 30; Tanzania = 34; South Africa = 60; Zambia = 5; Zimbabwe = 188;
- As of July 10, we have 55 permit applications for elephants taken in 2016 or 2017;
- For lions, we have a positive finding for “wild” and “wild-managed” lions from South Africa and a negative finding for “captive” lions for 2016. We are finalizing findings for South Africa for 2017-19 and for Tanzania, Zambia and Zimbabwe in July.
- U.S. imports of sport-hunted lion trophies in 2013: Burkino Faso = 3; Mozambique = 6; Namibia = 9; South Africa = 545 trophies; Tanzania = 3; Zambia = 17; Zimbabwe = 44 trophies.
- As of July 10, we have 66 pending permit applications for lions taken in 2016 or 2017.



THE HUMANE SOCIETY
OF THE UNITED STATES



HUMANE SOCIETY
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LEGISLATIVE FUND™

November 24, 2017

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Re: Comments Opposing the Establishment of an International Wildlife Conservation Council (Docket No. FWS-HQ-R-2017-N118)

Dear Mr. Winchell and Chief Van Norman,

The Humane Society of the United States (“HSUS”), Humane Society International (“HSI”), Humane Society Legislative Fund (“HSLF”), and the twenty-two undersigned organizations strongly urge the U.S. Fish and Wildlife Service (“Service”) not to establish the euphemistically-named International Wildlife Conservation Council (“IWCC”), as establishing the IWCC as proposed would violate the Federal Advisory Committee Act (“FACA”, 5 U.S.C. App. 2) and would be arbitrary and capricious and not in accordance with law. *See* 82 Fed. Reg. 51,857 (Nov. 8, 2017).

The Service Proposes to Create a Duplicative and Biased Advisory Council

The Service is proposing to establish the IWCC for the purpose of “**increasing public awareness** domestically regarding the **conservation**, wildlife law enforcement, and **economic benefits that result from U.S. citizens traveling to foreign nations to engage in hunting**. Additionally, the Council shall **advise the Secretary on the benefits international hunting** has on foreign wildlife and habitat conservation, anti-poaching and illegal wildlife trafficking programs, and other ways in which international hunting benefits human populations in these areas.” *Id.* (emphasis added).

The duties of the IWCC would include:

- developing a plan for public engagement and education on the benefits of international hunting;
- reviewing and making recommendations for changes, when needed, on all Federal programs, and/or regulations, to ensure support of hunting as: (a) An enhancement to foreign wildlife conservation and survival, and (b) an effective tool to combat illegal trafficking and poaching;
- recommending strategies to benefit the U.S. Fish and Wildlife Service's permit office in receiving timely country data and information so as to remove barriers that impact consulting with range states;
- recommending removal of barriers to the importation into the United States of legally hunted wildlife;
- ongoing review of import suspension/bans and providing recommendations that seek to resume the legal trade of those items, where appropriate;
- reviewing seizure and forfeiture actions/practices, and providing recommendations for regulations that will lead to a reduction of unwarranted actions;
- reviewing the Endangered Species Act's foreign listed species and interaction with the Convention on International Trade in Endangered Species of Wild Flora and Fauna [*sic*], with the goal of eliminating regulatory duplications; and
- recommending methods for streamlining/expediting the process of import permits.

Id.

As detailed herein, the IWCC is unnecessary, duplicative, not in the public interest, and designed to be inappropriately influenced by the trophy hunting industry in a manner that undermines the Service's statutory duties under the Endangered Species Act (16 U.S.C. § 1531 *et seq.*) and FACA. Therefore, the IWCC cannot lawfully be established.

Requirements for Establishing a Federal Advisory Committee

The FACA provides that “new advisory committees should be established only when they are determined to be essential and their number should be kept to the minimum necessary.” 5 U.S.C. App. 2 § 2(b)(2). Further, “[n]o advisory committee shall be established unless such establishment is determined...to be in the public interest in connection with the performance of duties imposed on that agency by law.” *Id.* § 9(a)(2). Advisory committees can only be used “solely for advisory functions” (*id.* § 9(b)) and must serve a “clearly defined purpose” (*id.* § 5(b)(1)). The membership of an advisory committee must “be fairly balanced in terms of the points of view represented and the functions to be performed by the advisory committee” (*id.* § 5(b)(2)), and must “not be inappropriately influenced by... any special interest” (*id.* § 5(b)(3)). Agency actions contrary to the requirements of FACA are subject to judicial review under the Administrative Procedure Act (APA). *See, e.g., Fertilizer Institute v. U.S. E.P.A.*, 938 F.Supp. 52, 54-55 (D.D.C., 1996); 5 U.S.C. § 702. *See also Food Chem. News, Inc. v. Davis*, 378 F. Supp. 1048, 1049 (D.D.C. 1974) (enjoining agency from convening advisory committee meetings unless conducted in full compliance with FACA).

Establishing the IWCC Would Violate FACA

A. The IWCC Is Duplicative and Not Essential

The purpose of FACA is “to enhance the public accountability of advisory committees established by the Executive Branch and to reduce wasteful expenditures” that result only in “worthless committee meetings and biased proposals.” *Pub. Citizen v. U.S. Dep’t of Justice*, 491 U.S. 440, 453, 459 (1989). To this end, it is unlawful for FWS to establish an advisory committee that exceeds the minimum number of committees necessary or to establish a committee that is not needed to advance an agency’s statutory duties and regulatory agenda. *See* 5 U.S.C. App. 2 § 2(b)(2). The IWCC wholly fails to meet these standards – indeed, the IWCC raises the precise concerns that FACA was designed to guard against.

Notably, there already exists an advisory council entitled the Wildlife and Hunting Heritage Conservation Council (“WHHCC”), which has the authority to address the matters included in the IWCC’s proposed purview. *See* 75 Fed. Reg. 6,056 (Feb. 5, 2010); <https://www.fws.gov/whhcc/>. Like the IWCC, the WHHCC’s mission explicitly includes providing “advice on wildlife and habitat conservation endeavors that (1) **benefit recreational hunting**; (2) benefit wildlife resources; and (3) encourage partnerships among the public, the sporting conservation community, wildlife conservation groups, the States, Native American Tribes, and the Federal government.” 75 Fed. Reg. 6,056 (Feb. 5, 2010) (emphasis added). To achieve that goal of promoting recreational hunting, the WHHCC focuses in part on “Providing appropriate access to hunting and recreational shooting on Federal lands” and “Providing recommendations to improve implementation of Federal conservation programs that benefit wildlife, hunting and outdoor recreation on private lands.” *Id.* Consistent with these broad purposes, the WHHCC has multiple times discussed and formed recommendations on international trophy hunting issues.

For example, in July 2012, the WHHCC sent a letter to the Service on behalf of “millions of hunters and anglers nationwide, including many who hunt internationally and seek to import and export their trophies into and out of the United States.” (Attached). That letter included criticism of the process the Service uses to interpret and apply restrictions on the import and seizure of hunting trophies, and provided eight particular recommendations relating to “1) amendments to CITES resolutions and/or decision documents; 2) modifications to FWS manuals, policies, Directors’ Orders, guidance documents and/or practices; and 3) coordinating efforts with representative organizations of the international hunting community.” *Id.* Similarly, in July 2014, the WHHCC sent another letter to the Service, this time urging the Service to reverse its decision to suspend the import of elephant hunting trophies from Tanzania and Zimbabwe, noting the WHHCC’s “efforts on behalf of the hunting community.” (Attached). That latter letter followed a June 2014 meeting of the WHHCC where Safari Club International (“SCI”) presented “updates on African Lion and Elephant” trophy hunting.¹ At its March 2016 meeting, WHHCC again discussed the topic of international trophy hunting, specifically focusing on African lion import issues and including a presentation from SCI.² These are the precise tasks identified

¹<https://www.facadatabase.gov/committee/historymeeting.aspx?mid=123631&cid=2299&fy=2014>.

²<https://www.facadatabase.gov/committee/historymeetingdocuments.aspx?flr=135324&cid=2299&fy=2016>.

in the IWCC notice, demonstrating that there already exists a forum for trophy hunters to attempt to influence FWS policy on these matters.

Indeed, the WHCC currently includes members that represent international trophy hunting interests, such as the Congressional Sportsmen's Foundation.³ The WHCC also currently includes representatives from the Boone & Crockett Club, Backcountry Hunters & Anglers, Ducks Unlimited de Mexico, and Urban American Outdoors, many of whose members trophy hunt in the U.S.—and likely abroad. Further, the IWCC seeks representation from “the firearms or ammunition manufacturing industry,” but a representative from the National Shooting Sports Foundation – a national trade association for the firearms industry – already serves as a member of the WHCC. The incredibly slight differences in the membership these councils maintain/are seeking, demonstrate the duplicative nature of the IWCC.

Therefore, it would be wholly duplicative for the Service to establish the IWCC, whose proposed purpose and tasks are matters that can and are already being carried out by another advisory group.

Similarly, the Service has failed to demonstrate that establishing the IWCC is *essential*. For example, in 2013 the Service established a Wildlife Trafficking Advisory Council to combat issues of illicit wildlife trade and to improve enforcement of wildlife trade laws. 78 Fed. Reg. 45,555 (Jul. 29, 2013). That committee discussed issues of international trophy hunting as a type of wildlife trade.⁴ However, that advisory council was deemed inessential and discontinued pursuant to Executive Order No. 13811 (September 29, 2017).⁵ It is arbitrary and capricious for the Service to now establish the IWCC to take on activities that were previously covered by the Wildlife Trafficking Advisory Council, which was deemed unnecessary by this Administration. Further, the duplicative nature of the IWCC is further demonstrated by the fact that the IWCC would include a representative from the U.S. Department of State – the Presidential Task Force on Wildlife Trafficking established pursuant to Executive Order No. 13,648 (July 1, 2013) already provides a forum for the Service and the State Department to discuss issues of international wildlife trade, including trade in hunting trophies.

Thus, there are already multiple fora for detailed discussion of the issues the IWCC is tasked with providing advice to the Service on, meaning that establishing the IWCC is not essential, as required by law. This is especially true given the broader statutory context, as discussed further below – the Endangered Species Act already provides the opportunity for the trophy hunting industry to submit applications for import permits that demonstrate the alleged benefit of trophy hunting and to submit comments on other permit applications and foreign species listing petitions. *See* 16 U.S.C. § 1539(c). Thus, there is no functional need

³ *See, e.g.*, Congressional Sportsmen's Foundation. Press Release. Aug. 7, 2013. *Sportsmen's Priorities Moving in Congress* (supporting bill allowing import of polar bear trophies hunted in Canada), <http://sportsmenslink.org/the-media-room/news/sportsmens-priorities-moving-in-congress>.

⁴ *See* <https://www.fws.gov/International/advisory-council-wildlife-trafficking/pdf/acwt-meeting-minutes-march-20.pdf>.

⁵ *See* <https://www.whitehouse.gov/the-press-office/2017/09/29/presidential-executive-order-continuance-certain-federal-advisory>.

for an advisory committee dedicated to promoting propaganda of the trophy hunting industry.

Because the IWCC is per se inessential and duplicative, chartering the IWCC would violate FACA.

B. The IWCC Is Not in the Public Interest

Chartering the IWCC would further violate FACA because its purpose is inconsistent with the public interest and the “performance of duties imposed on [the Service] by law.” 5 U.S.C. App. § 9(a)(2).

The primary stated purpose of the IWCC is to *promote* trophy hunting of foreign species and to relax the legal restrictions for importing trophies of threatened and endangered species, accepting as incontrovertible fact the notion that trophy hunting promotes the conservation of wildlife species. However, this is a highly controversial and hotly debated topic, with ample scientific evidence to the contrary, and the notice of IWCC creation patently reveals the biased and unsupported positions that the council would advance.

The FACA was specifically adopted to avoid such a circumstance. *See, e.g., Moss v. C.A.B.*, 430 F.2d 891, 893 (1970) (when the “subject matter of” a FACA council’s “involve[s] serious and much-debated...issues...[t]he Government’s consideration of such sensitive issues must not be unduly weighted by input from the private commercial sector, lest the Government fall victim to the devastating harm of being regulated by those whom the Government is supposed to regulate in the public interest.”); H.R. REP. 92-1017, 1972 U.S.C.C.A.N. 3491, 3496 (“One of the great dangers in th[e] unregulated use of advisory committees is that special interest groups may use their membership on such bodies to promote their private concerns. Testimony received [on the passage of the FACA] pointed out the danger of allowing special interest groups to exercise undue influence upon the Government through the dominance of advisory committees which deal with matters in which they have vested interests.”).

Thus, forming the IWCC as proposed would be unlawful.

1. Trophy hunting undermines conservation efforts

As detailed in numerous documents in the Service’s possession (*e.g.*, petitions to list African lions, elephants, and leopards as endangered under the ESA; letters submitted with respect to the import of lions and elephants from Tanzania, Zimbabwe, Zambia, and South Africa, as well as the expert declarations in support thereof; and comments opposing the import of endangered bontebok, cape mountain zebra, and black rhinoceros trophies, attached), there is ample scientific evidence that trophy hunting of threatened and endangered species does not in fact enhance the survival of the species in the wild. With respect to three of the so-called “Big Five” species targeted by trophy hunters, a summary of that evidence is as follows.

Trophy Hunting of African Lions

With the world's preeminent lion scientist as the lead author, Packer et al. (2009)⁶ and Packer et al. (2010)⁷ identify trophy hunting as the likely cause of multiple lion population declines in Africa.⁸ In addition to direct population reduction through lethal take, trophy hunting poses a threat to lions because it can weaken a population's genetic constitution (e.g. Allendorf et al. 2008⁹). Because hunters target the biggest and strongest males, trophy hunting removes these animals from the breeding pool and unnaturally selects for smaller or weaker animals (Allendorf and Hard, 2009¹⁰). In this way, trophy hunting can decrease genetic variation, shift the population structure, and cause unnatural evolutionary impacts. This effect has already been documented in other species. For example, selective hunting likely increased the occurrence of mature female African elephants (*Loxodonta africana*) lacking tusks from 10% to 38% in parts of Zambia over 20 years (Jachmann et al. 1995¹¹), and recent studies of bighorn sheep suggest that horn size and body weight decreased over time as a result of trophy hunting (e.g. Coltman et al., 2003¹²; Festa-Bianchet et al., 2013¹³). Further, when trophy hunting is sanctioned, poaching activity increases, likely due to the perception that species authorized for hunting are of diminished value and the perception that legal killing increases the acceptability of poaching.¹⁴ Moreover, trophy hunting of lions has cascading lethal impacts on lion populations, as the social instability created by removing dominant males leads to infanticide of cubs sired by the male killed for a trophy (Packer et al. 2009).

⁶ Packer, C., Kosmala, M., Cooley, H.S., Brink, H., Pintea, L., Garshelis, D., Purchase, G., Strauss, M., Swanson, A., Balme, G., Hunter, L., and Nowell, K. (2009). Sport Hunting, Predator Control and Conservation of Large Carnivores. *PLoS ONE*, 4(6): e5941. DOI:10.1371/journal.pone.0005941

⁷ Packer, C., Brink, H., Kissui, B.M., Maliti, H., Kushnir, H., and Caro, T. (2010) Effects of trophy hunting on lion and leopard populations in Tanzania. *Conservation Biology*, 25, 142–153.

⁸ See also Bauer H, Henschel P, Packer C, Sillero-Zubiri C, Chardonnet B, Sogbohossou EA, et al. (2017) Lion trophy hunting in West Africa: A response to Bouché et al. *PLoS ONE*12(3): e0173691. <https://doi.org/10.1371/journal.pone.0173691>.

⁹ Allendorf, F.W., England, P.R., Luikart, G., Ritchie, P.A., and Ryman, N. (2008). Genetic effects of harvest on wild animal populations. *Trends in Ecology and Evolution*, 23, 327-337. doi:10.1016/j.tree.2008.02.008

¹⁰ Allendorf, F.W. and Hard, J.J. (2009). Human-induced evolution caused by unnatural selection through harvest of wild animals. *Proceedings of the National Academy of Sciences of the United States of America*, 106, 9987-9994. See also Coltman, D. W., et al. (2003). Undesirable evolutionary consequences of trophy hunting. *Nature* 426(6967): 655-658.; Palazy, L., et al. (2012). Rarity, trophy hunting and ungulates. *Animal Conservation* 15(1): 4-11.; Darimont, C. T., et al. (2015). The unique ecology of human predators. *Science* 349(6250): 858-860.

¹¹ Jachmann, H., Berry, P.S.M., and Imae, H. (1995). Tusknlessness in African Elephants: a future trend. *African Journal of Ecology*, 33, 230-235. DOI: 10.1111/j.1365-2028.1995.tb00800.x

¹² Coltman, D.W., O'Donoghue, P., Jorgenson, J.T., Hogg, J.T., Strobeck, C., and Festa-Bianchet, M. (2003). Undesirable evolutionary consequences of trophy hunting. *Nature*, 426, 655-658. doi:10.1038/nature02177

¹³ Festa-Bianchet, M., Pelletier, F., Jorgenson, J.T., Feder, C., and Hubbs, A. (2013). Decrease in Horn Size and Increase in Age of Trophy Sheep in Alberta Over 37 Years. *Journal of Wildlife Management*, 78, 133-141.

¹⁴ Chapron, G. and Treves, A., *Blood does not buy goodwill: allowing culling increases poaching of a large carnivore*, Proc. R. Soc. B 283 (2016), <http://dx.doi.org/10.1098/rspb.2015.2939>.

Lion scientists have produced a steady drumbeat of warnings that trophy hunting across African range states is unsustainable and is a threat to survival of the species:

African Continent:

- Rosenblatt (2014)¹⁵: “...overharvesting of lions has been well-documented throughout Africa”, recognize trophy hunting as one of the reasons for the decline of the lion throughout its range.
- Hunter et al. (2014)¹⁶: “there is considerable scientific evidence of negative population impacts associated with poorly-managed trophy hunting of lions.” The authors state “there have been documented negative impact on lion populations resulting from trophy hunting” and call for lion trophy hunting reform.
- Lindsey et al. (2013)¹⁷ stated that, regarding the recent decline of lion populations, “Most of the factors that contribute to this decline are now well understood, although evidence of the impacts of trophy hunting on lions has only emerged relatively recently.” The authors also state, “lion quotas remain higher than the 0.5/1,000 km² recommended by [Packer et al. (2011)] in all countries except Mozambique” and “in all countries where data are available, harvests appear too high in a proportion of hunting blocks.”

Zambia:

- Rosenblatt et al. (2014): found a declining lion population in South Luangwa National Park with low recruitment, low sub-adult and adult survivorship, depletion of adult males and an aging adult female population and attributed this to the “severe male depletion” caused by trophy hunting.
- Lindsey et al. (2014)¹⁸: numerous problems identified with trophy hunting in Zambia including that the Zambia Wildlife Authority establishes trophy quotas arbitrarily and “quotas of lions have been particularly excessive”.
- Lindsey et al. (2013): “Excessive offtake from trophy hunting also lowered population density of lions and altered sex-ratios of lions in Hwange National Park, Zimbabwe, South Luangwa, Kafue and Lower Zambezi national parks in Zambia, and the Bénoué Complex in Cameroon.” The authors also said that mean lion harvests are higher than Packer et al. (2011) 0.5/1,000 km² threshold in Zambia.

Tanzania:

- Dolrenry et al. (2014)¹⁹: populations in Tanzania are declining in part due to “overexploitation due to poor management of trophy hunting”.

¹⁵ Rosenblatt, E., Becker, M. S., Creel, S., Droge, E., Mweetwa, T., Schuette, P. A., & Mwape, H. (2014). Detecting declines of apex carnivores and evaluating their causes: An example with Zambian lions. *Biological Conservation*, 180, 176-186.

¹⁶ Hunter, L., Lindsey, P., Balme, G., Becker, M., Begg, C., Brink, H. ...White, P., Whitman-Gelatt, K. (2014). Urgent and comprehensive reform of trophy hunting of lions is a better option than an endangered listing; a science-based consensus [sic]. Unpublished.

¹⁷ Lindsey, P. A., Balme, G. A., Funston, P., Henschel, P., Hunter, L., Madzikanda, H., ... & Nyirenda, V. (2013). The trophy hunting of African lions: Scale, current management practices and factors undermining sustainability. *PloS one*, 8(9), e73808.

¹⁸ Lindsey, P. A., Nyirenda, V. R., Barnes, J. I., Becker, M. S., McRobb, R., Tambling, C. J., ... & t'Sas-Rolfes, M. (2014). Underperformance of African Protected Area Networks and the Case for New Conservation Models: Insights from Zambia. *PloS one*, 9(5), e94109.

- Lindsey et al. (2013): “Trophy hunting has contributed to population declines outside (and inside some) protected areas in Tanzania, a country that holds between 30-50% of Africa’s lion.”

Zimbabwe:

- Groom et al. (2014)²⁰: the low densities of lion populations in Gonarezhou National Park and trophy hunting concessions in Tuli are due to the collapse of these populations in the past due to “unsustainably high trophy hunting within Tuli and in the concessions around Gonarezhou ...” The authors concluded, “hunting has probably had a strong negative effect on lion abundance in both reserves.”
- Lindsey et al. (2013): “Excessive offtake from trophy hunting also lowered population density of lions and altered sex-ratios of lions in Hwange National Park, Zimbabwe, South Luangwa, Kafue and Lower Zambezi national parks in Zambia, and the Bénoué Complex in Cameroon.”
- Lindsey et al. (2013): mean lion harvests are higher than Packer et al. (2011) 0.5/1,000 km² threshold in Zimbabwe.

Namibia:

- Lindsey et al. (2013): mean lion harvests are higher than Packer et al. (2011) 0.5/1,000 km² threshold in Namibia.

Cameroon:

- Lindsey et al. (2013): “Excessive offtake from trophy hunting also lowered population density of lions and altered sex-ratios of lions in Hwange National Park, Zimbabwe, South Luangwa, Kafue and Lower Zambezi national parks in Zambia, and the Bénoué Complex in Cameroon.”

Burkina Faso:

- Lindsey et al. (2013): mean lion harvests are higher than Packer et al. (2011) 0.5/1,000 km² threshold in Burkina Faso.

Benin:

- Sogbohossou et al. (2014)²¹: the low lion density and small group size found in Pendjari Biosphere Reserve in Benin is due to human disturbance and mortality through trophy hunting, the Pendjari lion hunting quota is three times higher than recommended by Packer et al. (2011), and the existing age limit for ‘old males’ is not enforced.

Trophy Hunting of African Elephants

Similarly, trophy hunting is documented to undermine the conservation of African elephants. As explained in a recent scientific study, range states from which the Service

¹⁹ S. Dolrenry, J. Stenglein, L. Hazzah, R.S. Lutz, and L. Frank (2014). A metapopulation approach to African lion (*Panthera leo*) conservation. Plos One 9 (2), e88081.

²⁰ R.J. Groom, P.J. Funston and R. Mandisodza (2014). Surveys of lions *Panthera leo* in protected areas in Zimbabwe yield disturbing results: what is driving the population collapse? Oryx 2014: 1-9.

²¹ Sogbohossou, E. A., Bauer, H., Loveridge, A., Funston, P. J., De Snoo, G. R., Sinsin, B., & De Iongh, H. H. (2014). Social Structure of Lions (*Panthera leo*) Is Affected by Management in Pendjari Biosphere Reserve, Benin. *PloS one*, 9(1), e84674.

currently allows trophy imports (such as South Africa) may be setting unsustainably high hunting quotas: in the Greater Mapungubwe Transfrontier Conservation Area scientists found that, in contrast to current hunting allowances, “only a small number of bulls (<10/year) could be hunted sustainably. At current rates of hunting, under average ecological conditions, trophy bulls will disappear from the population in less than 10 years.”²²

Researchers have found that the selective nature of trophy hunting causes changes in desirable phenotypic traits in harvested species. In particular, trophy sizes for wild herbivores experienced temporal decline in South Africa and Tanzania. “Declines in trophy size over time due to selective harvesting could be attributed to phenotypic plasticity that may result due to a decline in abundance of big tuskers and individuals with big horns or tusks as these are mostly selected by hunters.”²³ Again, because hunters target the biggest and strongest male elephants, trophy hunting removes these animals from the breeding pool and unnaturally selects for smaller or weaker animals.²⁴ In this way, trophy hunting can decrease genetic variation, shift the population structure, and cause unnatural evolutionary impacts. For example, selective hunting likely increased the occurrence of mature female African elephants (*Loxodonta africana*) lacking tusks from 10% to 38% in parts of Zambia over 20 years.²⁵ Additionally, trophy hunting has been shown to disrupt family groups and social stability, negatively impacting elephant survival.²⁶

Another study reviewed the functioning of Zambia’s protected areas and game management areas (GMAs), where trophy hunting occurs.²⁷ The authors found numerous problems that pertain to management of trophy hunting in GMAs including: uncontrolled human immigration and open access to wildlife; the Zambia Wildlife Authority (ZAWA) retains most of income derived from trophy hunting, little of this income goes to people living in GMAs with affluent community members benefiting most, and there are frequent financial

²² S. Selier et al. (2014), Sustainability of elephant hunting across international borders in southern Africa: A case study of the greater Mapungubwe Transfrontier Conservation Area. *The Journal of Wildlife Management*, 78: 122–132.

http://www.researchgate.net/publication/259539652_Sustainability_of_elephant_hunting_across_international_borders_in_southern_Africa_A_case_study_of_the_greater_Mapungubwe_Transfrontier_Conservation_Area.

²³ Muposhi VK, Gandiwa E, Bartels P, Makuza SM, Madiri TH, *Trophy Hunting and Sustainability: Temporal Dynamics in Trophy Quality and Harvesting Patterns of Wild Herbivores in a Tropical Semi-Arid Savanna Ecosystem*, *PLoS ONE* 11(10) (2016), <http://journals.plos.org/plosone/article?id=10.1371/journal.pone.0164429>.

²⁴ Allendorf, F.W. and Hard, J.J. (2009). Human-induced evolution caused by unnatural selection through harvest of wild animals. *Proceedings of the National Academy of Sciences of the United States of America*, 106, 9987-9994.

²⁵ Jachmann, H., Berry, P.S.M., and Imae, H. (1995). Tuskllessness in African Elephants: a future trend. *African Journal of Ecology*, 33, 230-235. DOI: 10.1111/j.1365-2028.1995.tb00800.x

²⁶ Milner J.M., Nielsen E.B., Andreassen HP, *Demographic side effects of selective hunting in ungulates and carnivores*, *Conservation Biology* Vol. 21:36-47 (2007), doi: 10.1111/j.1523-1739.2006.00591.x (“Such selective harvesting can destabilize social structures and the dominance hierarchy and may cause loss of social knowledge, sexually selected infanticide, habitat changes among reproductive females, and changes in offspring sex ratio.”)

²⁷ Lindsey, P. A., Nyirenda, V. R., Barnes, J. I., Becker, M. S., McRobb, R., Tambling, C. J., ... & t’Sas-Rolfes, M. (2014). Underperformance of African Protected Area Networks and the Case for New Conservation Models: Insights from Zambia. *PLoS one*, 9(5), e94109.

irregularities associated with the distribution of this income; scouts employed in anti-poaching in GMAs are poorly and irregularly paid, insufficiently trained and equipped, and inadequate in number; ZAWA is poorly funded, has an inadequate number of staff to protect elephants against poaching, has increased hunting quotas to unsustainable levels in GMAs in order to raise money (the authors state that ZAWA ‘are sometimes forced to make decisions to achieve financial survival at the expense of the wildlife they are mandated to conserve’), establishes trophy quotas arbitrarily, and does not monitor wildlife populations or trophies; and hunting concession agreements are not effectively enforced and unscrupulous concession operators are not adequately punished. The authors blame these many failures for the low numbers and diversity of wildlife, including elephants.

Thus, it is not surprising that elephant densities are lower in trophy hunting areas compared to a national park where trophy hunting is not permitted.²⁸ The Service itself acknowledged such impacts in 2014 when it suspended the issuance of elephant trophy imports from Tanzania and Zimbabwe.²⁹

The Service has previously rejected attempts to import trophies from Zambia due to similar concerns of mismanagement including inconsistencies in reported elephant population estimates, failure to comply with monitoring requirements, absence of government funding for elephant protection, and lack of effective anti-poaching measures.³⁰ Further, the Service has not made enhancement findings for elephant trophy imports from either Mozambique or Cameroon even though elephant trophy hunting is allowed there.³¹

Trophy Hunting of African Leopards

Balme et al. (2010)³² demonstrated the impact of trophy hunting on infanticide in a population of leopards in South Africa; high trophy hunting offtake resulted in particularly high male leopard mortality and high levels of male turnover; females cannot successfully raise cubs because of immigration into the population of new males; the consequences were low cub survival rates, delayed age at first parturition, reduced conception rates, and low annual litter production; the combined impact of high mortality and low reproductive

²⁸ Crosmary, W. G., S. D. Cote, and H. Fritz. (2015). Does trophy hunting matter to long-term population trends in African herbivores of different dietary guilds?. *Animal Conservation*, 18, 117-130.

²⁹ See 80 Fed. Reg. 42524 (July 17, 2015); 79 Fed. Reg. 44459 (July 31, 2014) (“Without management plans with specific goals and actions that are measurable and reports on the progress of meeting these goals, the Service cannot determine if...Zimbabwe is implementing, on a national scale, appropriate management measures for its elephant populations.”). Note that the Service’s November 2017 decision to reverse this suspension was put “on hold” by President Trump and Secretary Zinke on November 17, 2017.

³⁰ See *Marcum v. Salazar*, 810 F.Supp.2d 56, 63 (D.D.C. 2011); *Marcum v. Salazar*, 694 F.3d 123 (D.C.Cir. 2012). Note that the Service’s November 2017 decision to allow elephant trophy imports from Zambia was put “on hold” by President Trump and Secretary Zinke on November 17, 2017.

³¹ See <https://www.fws.gov/international/permits/by-activity/sport-hunted-trophies-elephants.html>.

³² Balme, G.A., Hunter, L.T., Goodman, P., Ferguson, H., Craigie, J. and Slotow, R., 2010. An adaptive management approach to trophy hunting of leopards *Panthera pardus*: a case study from KwaZulu-Natal, South Africa. *Biology and conservation of wild felids*. Oxford University Press, Oxford, pp.341-352. See also Brackowski, A. R., et al. (2015). Who Bites the Bullet First? The Susceptibility of Leopards *Panthera pardus* to Trophy Hunting. *PLOS ONE* 10(4).

output led to a negative population growth rate. Further, the 2016 IUCN assessment for *Panthera pardus* specifically notes that “concern about unsustainable trophy hunting has lately increased” and cites studies concretely demonstrating that “trophy hunting was a key driver of Leopard population decline” (Stein et al. 2016).³³

Moreover, few of the potential benefits from hunting are consistently realized by local communities that live amongst lions, elephants, leopards, and other species targeted by trophy hunters. According to an IUCN analysis from 2009, big-game hunting only provided one job for every 10,000 inhabitants in the area studied,³⁴ and many of these jobs were temporary seasonal positions like opening the trails at the start of the hunting season (IUCN 2009³⁵). Trophy hunting fails to create a significant number of permanent jobs (and those that it does create do not automatically benefit conservation), but ecotourism offers a possible solution. Consider the Okavango in Botswana where, as of 2009, a safari ecotourism tourism park provided 39 times the number of jobs than would big-game hunting on an area of equal size (IUCN 2009). Another example is the Luangwa National Park in Zambia, which produced twice the number of jobs provided by Benin and Burkina Faso’s trophy hunting sector combined in 2007 (IUCN 2009).

The IUCN also found that Africa’s 11 main big-game hunting countries only contributed an average of 0.6% to the national GDP as of 2009 (IUCN 2009). Of this marginal profit, studies suggest that as little as 3-5% of trophy hunting revenues are actually shared with local communities (Economists at Large 2013³⁶; IUCN 2009; Sachedina 2008³⁷). Perhaps because of this, locals do not always view trophy hunting as the positive economic driver that hunting advocates portray it as. For example, villagers in Emboreet village in Tanzania characterized hunting as “destructive, exploitative, and disempowering,” and blame hunting for jeopardizing village revenues (Sachedina 2008). The same study presents an interview with the Village Executive Officer, who explained that villagers feel more closely partnered with photographic tour operators than with hunters because hunters “are finishing off the wildlife before we’ve had a chance to realize a profit from it,” and because villagers never see the 5% of revenue they are supposed to receive from trophy hunting (Sachedina 2008).

A 2017 report from Economists at Large³⁸ found that in Botswana (where trophy hunting is now prohibited since 2014), Ethiopia, Mozambique, Namibia, South Africa, Tanzania,

³³ Stein, A.B., Athreya, V., Gerngross, P., Balme, G., Henschel, P., Karanth, U., Miquelle, D., Rostro, S., Kamler, J.F. and Laguardia, A. 2016. *Panthera pardus*. The IUCN Red List of Threatened Species 2016: e.T15954A50659089. Downloaded on 11 July 2016. <http://www.iucnredlist.org/details/full/15954/0>

³⁴ South Africa, Namibia, Tanzania, Botswana, Cameroon, Central African Republic, Burkina, and Benin.

³⁵ IUCN. (2009). Programme Afrique Centrale et Occidentale. Big Game Hunting in West Africa. What is its contribution to conservation?

³⁶ Economists at Large. (2013). The \$200 million question: How much does trophy hunting really contribute to African communities? A report for the African Lion Coalition, prepared by Economists at Large, Melbourne, Australia.

³⁷ Sachedina, H.T. 2008. “Wildlife Is Our Oil: Conservation, Livelihoods and NGOs in the Tarangire Ecosystem, Tanzania.” University of Oxford. PhD. Thesis.

³⁸ Economists at Large. (2017). The Lion’s Share? On The Economic Benefits Of Trophy Hunting. A report for the Humane Society International, prepared by Economists at Large, Melbourne,

Zambia and Zimbabwe, trophy hunting brings in less than \$132 million in tourism spending to the eight study countries out of \$17 billion annual tourism spending, or just 0.78 percent. And trophy hunting has only a marginal impact on employment in these eight countries, contributing only between 7,500-15,500 jobs or 0.76 percent or less of nearly 2.6 million overall tourism jobs.

On average, American trophy hunters import more than 126,000 trophies every year.³⁹ While not all of these species are protected under the U.S. Endangered Species Act, it is an unfounded and sweeping generalization to assert that trophy hunting always provides a biological or economic benefit to the conservation of the species, as asserted in the IWCC notice. Therefore, an advisory council designed solely to *educate* the public on the *benefits* of trophy hunting is not in the public interest, as those alleged benefits are not supported by the best available science. Nor is that conclusion supported by the American public – indeed, in the last week alone, over 435,121 members of the public have voiced their opposition to American trophy hunters killing African lions and elephants threatened with extinction, and nearly 2 million people worldwide have taken action in opposition to elephant trophy hunting in another call to action.⁴⁰

2. Using taxpayer dollars to promote the commercial interests of trophy hunting industry is not in the public interest

The purpose of the FACA is “to eliminate useless advisory committees, strengthen independence of remaining advisory committees, and prevent advisory groups from becoming self-serving.” *Consumers Union of U.S., Inc. v. Department of Health, Ed. and Welfare*, 409 F.Supp. 473, affirmed 551 F.2d 466 (D.D.C.1976). Establishing the IWCC would require the Service to expend resources on convening and participating in the council, unnecessarily diverting resources from an already strapped agency. Indeed, the Fiscal Year 2018 budget proposes to decrease funds spent on foreign species protection by \$1,000,000.⁴¹ To use precious agency resources to create a self-serving platform for trophy hunters to amplify their voice, especially while funds are already provided for other FACA advisory committees addressing these same topics, does not meet the FACA requirements for actions in the public interest.

Therefore, the IWCC is not in the public interest and cannot be lawfully chartered.

C. The IWCC Is Designed to Undermine the Implementation of the ESA and the Service’s Other Legal Obligations

The IWCC represents an effort by a commercial industry to undermine the statutory duties of an agency, and as such the establishment of the IWCC would be patently *ultra vires*.

Australia.

³⁹ http://www.hsi.org/assets/pdfs/report_trophy_hunting_by_the.pdf;
<http://www.hsi.org/assets/pdfs/trophy-madness-report.pdf>;
http://www.ifaw.org/sites/default/files/IFAW_TrophyHuntingReport_UK_v2.pdf.

⁴⁰ <https://www.thepetitionsite.com/takeaction/721/417/558/>;
https://secure.avaaz.org/campaign/fr/trump_vs_elephants/.

⁴¹ <https://www.fws.gov/budget/2018/FY2018-FWS-Greenbook.pdf>

As an initial matter (and to be discussed further in comments submitted on or before December 8, 2017), the proposed makeup of the IWCC is inherently biased – it would include up to eighteen members who represent “Wildlife and habitat conservation/management organizations; U.S. hunters actively engaged in international and/or domestic hunting conservation; The firearms or ammunition manufacturing industry; Archery and/or hunting sports industry; and Tourism, outfitter, and/or guide industries related to international hunting.” There is no suggestion that objective conservation biologists will be invited to have a roll on this committee that would make recommendations on the management of threatened and endangered species. Indeed, even the reference to participation by conservation and management organizations is so vague that it could even include biased groups like Safari Club International/Safari Club International Foundation or the National Rifle Association, groups that have filed lawsuits against the Service to assert the interests they now seek to address via the IWCC.

The IWCC is inherently designed to allow the trophy hunting industry to have an amplified voice, with an air of formality, on the question of whether killing threatened and endangered species enhances the survival of the species as required under the Endangered Species Act. 16 U.S.C. § 1539(a)(1)(A); 50 C.F.R. § 17.40. Specifically, the IWCC would be charged with:

- recommending removal of barriers to the importation into the United States of legally hunted wildlife;
- ongoing review of import suspension/bans and providing recommendations that seek to resume the legal trade of those items, where appropriate;
- reviewing seizure and forfeiture actions/practices, and providing recommendations for regulations that will lead to a reduction of unwarranted actions;
- reviewing the Endangered Species Act's foreign listed species and interaction with the Convention on International Trade in Endangered Species of Wild Flora and Fauna [*sic*], with the goal of eliminating regulatory duplications; and
- recommending methods for streamlining/expediting the process of import permits.”

The ESA mandates that the Service itself make enhancement findings and determine whether listing a species is warranted, and these are not tasks that can be delegated to the regulated industry. 16 U.S.C. §§ 1533, 1539. Indeed, even without the creation of the IWCC the trophy hunting industry has had undue influence on such decisions of the Service, as evidenced by the fact that Safari Club International announced the recent decisions to allow elephant trophy imports from Zimbabwe and Zambia before such findings were even announced by the Service⁴² (and before such announcements were called into question by the President).⁴³

The IWCC would also apparently take on “recommending strategies to benefit the U.S. Fish and Wildlife Service's permit office in receiving timely country data and information so as to remove barriers that impact consulting with range states.” But it would be inappropriate

⁴² <https://www.safariclub.org/detail/news/2017/11/14/u.s.-now-allows-elephants-from-zimbabwe-zambia-to-be-imported?from=groupmessage&isappinstalled=0>

⁴³ Statement of President Trump, Nov. 17, 2017 at 8:47 pm, <https://twitter.com/realDonaldTrump/status/931685146415255552>; Statement of President Trump, Nov. 19, 2017 at 6:57 pm, <https://twitter.com/realDonaldTrump/status/932397369655808001>.

for such bilateral governmental discussions to be mediated by a third party with a financial stake in affecting the outcome of those communications. It is clear that the trophy hunting industry is aiming to minimize the impact of the ESA (indeed, they are currently arguing both in federal court⁴⁴ and before Congress that the ESA should add no more protections than what exists under CITES, even though that treaty explicitly calls for member countries to adopt national measures⁴⁵). The IWCC would give the regulated industry a special seat at the table, to the disadvantage of conservation and animal protection groups seeking to prevent species extinction in furtherance of the statutory mandate of the ESA.

With the establishment of the ESA, Congress created “a program for the conservation of such endangered species and threatened species” and mandated federal agencies to “utilize their authorities in furtherance of the purposes of” the ESA by committing “to conserve to the extent practicable the various species of fish or wildlife and plants facing extinction . . .” 16 U.S.C. § 1531(a)(4), (b), (c)(1). The ESA defines the term “conserve” to mean “to use all methods and procedures which are necessary to bring any endangered species or threatened species to the point at which the measures provided pursuant to [the Act] are no longer necessary.” 16 U.S.C. § 1532(3). It is critical that any decisions to list species or allow imports of listed species are made based on the best available science, not pursuant to the commercial interests of the trophy hunting industry as envisioned by the IWCC.

Likewise, the IWCC would be charged with reviewing ESA listed and CITES listed species. Again, the criteria for listing species (or delisting them as the case may be) in either arena are specifically inscribed. Under the ESA, species listings/delisting are reviewed using five factors and decisions are made “solely on the basis of the best scientific and commercial data,” 16 U.S.C. § 1533(b)(1)(A), and CITES uses the best information available and specific biological criteria and reliance upon the precautionary principle that the Parties to CITES act in “best interest of the conservation of the species.” Res. Conf. 9.24 (Rev'd CoP17). Consideration of species listing proposals is done through a public process and by the agency, a FACA committee is unnecessary and risks abdicating the Service's responsibilities.

Equally concerning, is the IWCC delineated duty to “review[] seizure and forfeiture actions/practices.” 82 Fed. Reg. at 51,858. Seizure and forfeiture actions are entirely within the Service's prosecutorial discretion – an arena in which courts generally do not tread. See *Heckler v. Chaney*, 470 U.S. 821 (1985) (finding agencies have unreviewable prosecutorial discretion unless a statute or agency policy says otherwise). It is difficult to imagine how a FACA committee could “review” what a federal court may not.

⁴⁴ *SCI et al. v. Zinke*, Case No. 1:14-cv-00670-RCL (D.D.C. 2017).

⁴⁵ This international law sets the floor, expressly providing that parties may adopt “stricter domestic measures” for species covered by CITES (as well as those that are not). CITES, Art. XIV, para. 1. See also FWS, *Ensuring the Future of the Black Rhino* (Nov. 25, 2014), at <http://www.fws.gov/news/blog/index.cfm/2014/11/25/Ensuring-the-Future-of-the-Black-Rhino> (acknowledging that the ESA enhancement standard is in addition to the CITES non-detriment standard and that trophy import permits should only be issued if the Service finds “that the [animal] is taken as part of a well-managed conservation program that contributes to the long-term survival of the species”).

Therefore, the establishment of the IWCC is not in accordance with either the FACA or the ESA and must not be finalized. If the IWCC is finalized, HSUS, HSI, and one or more of the undersigned organizations will consider seeking legal review of this unlawful agency action. We will submit separate comments on the composition of the IWCC on or before December 8, 2017.

Sincerely,



Anna Frostic
Managing Attorney, Wildlife Litigation
The Humane Society of the United States



Teresa M. Telecky, Ph.D.
Senior Director, Wildlife Department
Humane Society International



Keisha Sedlacek
Senior Regulatory Specialist, Federal Affairs
Humane Society Legislative Fund

On behalf of the following organizations:

Animal Defenders International
Animal Welfare Institute
Animals Asia Foundation
Annamiticus
Big Cat Rescue
Center for Biological Diversity
Cetacean Society International
EMS Foundation
Environmental Investigation Agency
Fondation Brigitte Bardot
FOUR PAWS International
Japan Tiger and Elephant Fund
Lilongwe Wildlife Trust
Natural Resources Defense Council
One More Generation
Pegasus Foundation
Pettus Crowe Foundation
Pro Wildlife
Rainbow Eco-Farm and Training Center (South Africa)
Shark Research Institute
The Pan African Sanctuary Alliance
World Animal Protection

WEEKLY REPORT

DEPARTMENT OF THE INTERIOR U.S. Fish and Wildlife Service

November 1, 2017

Week Ahead Schedule of Meetings, Hearings and Travel

On November 6 - 8, Greg Sheehan will attend the National Fish and Wildlife Foundation Board Meeting in Washington, D.C. On November 8 - 9, he will visit refuges in Texas impacted by the Hurricane Harvey.

Week Ahead Announcement and Actions

On November 6, FWS and BLM (representing the Department of the Interior), the New Mexico Office of Natural Resources Trustee and the Forest Service (representing the Department of Agriculture) (collectively, the "Trustees") will host a public meeting to answer questions regarding the Draft Restoration Plan and Environmental Assessment for the Chevron Mining Inc, Questa Mine in northern New Mexico. The site is located five miles east of the town of Questa, adjacent to the Red River and also includes mine tailing ponds located approximately nine miles west of the mine. The site is the location of a large groundwater contamination that will require treatment in perpetuity to mitigate human health risks. That treatment will use natural resource damages settlement funds (\$4 million) for the restoration, rehabilitation, replacement or acquisition of equivalent natural resources and services that were injured by the release of hazardous substances from the site.

During the week of November 6, FWS will host public meetings to solicit input from the public on a proposal to re-establish Sonoran pronghorn in southeastern California as a Nonessential Experimental Population under the ESA. The historic range of Sonoran pronghorn extends across the Sonoran desert and includes southwestern Arizona, northern Mexico and Imperial County, California. Sonoran pronghorn were extirpated from California in the 1940s. In 1967 Sonoran pronghorn were listed as endangered in the remainder of the range (Arizona) in the United States under the Endangered Species Preservation Act of 1966. In 2002, the remaining population was only 21 animals, and in 2003 a captive-breeding program was established at Cabeza Prieta NWR. Since then, animals have been released at three locations in Arizona. FWS is working on this proposal in collaboration with many partners including California Department of Fish and Wildlife, the U.S. Marine Corps, Bureau of Land Management, and other state, local and NGOs. Outreach will include letters to congressional staff (both state and federal), a press release for stakeholder notifications, and tribal coordination has already taken place. This is not expected to generate opposition.

By November 10, FWS plans to complete ESA findings regarding hunting programs in several African countries for lions and elephants, including determinations regarding whether imports of sport-hunted trophies will be authorized. For lions, FWS will complete findings for hunting programs in Mozambique to add to those already completed for Zambia and Zimbabwe. For elephants, FWS will complete a finding for the hunting program in Zambia (a positive finding has already been completed for Zimbabwe). FWS is also working on findings for lions and elephants in Tanzania and will meet with Tanzanian officials in November to discuss additional information needs. Notice of these findings will be posted on FWS' international program website as they are completed, but outreach is not planned. An if-asked statement has been

prepared to respond to any inquiries regarding the positive enhancement findings for lions and Zambia elephants.

An additional sport-hunted trophy finding will be announced via a news bulletin for elephants imported from Zimbabwe. In 2014 and 2015, FWS was unable to determine that the hunting programs and subsequent imports of African elephant trophies from Zimbabwe met criteria under ESA regulations, so FWS could not authorize the issuance of import permits. After receiving information from Zimbabwe on a number of substantial improvements to their management program and elephant conservation efforts, FWS has determined that taking of African elephant trophy animals in Zimbabwe on or after January 21, 2016, (the date that Zimbabwe's new management plan was officially adopted) through 2017 would enhance the survival of African elephants, and import permits can be issued for these trophies.

In early November, FWS and USDA Wildlife Services plan to complete a NEPA Environmental Assessment that evaluates options for lethal take permits for cormorants at aquaculture facilities, among other circumstances, and publish a notice of availability in the *Federal Register*. In 2016, the U.S. District Court vacated two FWS depredation orders that previously allowed the lethal take of cormorants, citing inadequate NEPA documentation. FWS will review the science and options for lethal take permits involving cormorants and their potential damage to recreational and commercial fishing. Outreach is planned to include a bulletin when the *Federal Register* notice is published, and notifications to targeted stakeholders and members of Congress in affected districts. Aquaculturists blame cormorants for taking their fish, but some NGOs claim there is no scientific evidence that this impacts fish populations and that cormorants are being used as scapegoats for other issues. We anticipate this will be controversial due to public interest in lethal take, as well as the fact that this will go straight to final without opportunity for public comment.

On October 26, DOI officials conducted a site visit of the historic US Highway 79 Bridge (historic Bridge) in Clarendon, Arkansas. The historic bridge traverses two National Wildlife Refuges: Dale Bumpers White River NWR and Cache NWR. Officials met with the congressional delegation, Arkansas Fish and Game Department, Refuge Manager, Mayor of City of Clarendon, as well as opponents and proponents of the historic Bridge. According to the Solicitor's office, the original agreement mandated the historic Bridge, including the eastern and western approaches must be removed when the new US Highway 79 Bridge was built; the new Bridge opened in August 2016. The Fish and Wildlife Service will work with Federal Highway Administration (FHWA) and Arkansas State Highway and Transportation (AHTD) to remove the bridge structure and restore the landscape to its natural topography. The City of Clarendon filed suit against the FHWA and AHTD. The Refuge will work with City to explore opportunities for expansion of fishing, hunting, and outdoor recreational activities. This week, the City of Clarendon will be notified of the Department's decision.

Hot Topics

FWS, Federal Highway Administration (FHWA) and Illinois Department of Transportation have received a notice of intent to sue letter from the Center for Biological Diversity (CBD), similar to the Stop Longmeadow complaint. Last April, the Longmeadow Parkway project in Kane County,

Illinois, was delayed for 12 days by court order to allow for evaluation of statements by project opponents that construction would harm the endangered rusty patched bumble bee. FWS reviewed the FHWA and the Illinois Department of Transportation's determinations of "no effect" to the rusty patched bumble bee and the northern long-eared bat in one section, and concurred with their "may affect, [but] not likely to adversely affect" determination for the rusty patched bumble bee in an adjacent section. On September 14, the plaintiffs added FWS as a defendant in the complaint in the ongoing Stop Longmeadow litigation, alleging that FWS' concurrence with FHWA's "may affect, not likely to adversely affect" calls was arbitrary and capricious. On September 6, FWS received a FOIA request from CBD requesting all records generated in connection with FWS' consultation.

FWS is still seeing significant interest in the impacts from the Frye Fire to the Mount Graham red squirrel. Senator McCain's (R-AZ) office has contacted FWS expressing interest in finding ways to support recovery of this species and is expected to send a letter seeking options to expand the captive breeding program. The squirrel's population was estimated to be 252 animals in fall 2016. A recent survey estimated that only 35 squirrels survived the now-extinguished Frye Fire this summer.

The city of Bullhead, Arizona, along the Colorado River, is experiencing a large influx of caddisflies. City leaders and property owners are vocally campaigning to increase the stocking of the recreational rainbow trout fishery to help consume the flies. Following reopening of the Willow Beach National Fish Hatchery after a three-year closure, this year's stocking has resumed. These waters also support endangered bonytail chub and razorback suckers. They too consume caddisflies. FWS is in discussions with local officials and coordinating with Arizona Game and Fish Department. The city is planning to hold a public meeting on this issue November 1. The subject is locally contentious because rainbow trout prey on the endangered species (bonytail chub and razorback suckers), and there are different opinions about how many trout need to be released.

30-60-Day Look Ahead

FWS and NOAA have completed a public scoping process to evaluate ways to protect seabirds from predation by invasive house mice at Midway Atoll National Wildlife Refuge and Battle of Midway National Memorial, located in the Northwest Hawaiian Islands. Midway is the largest Laysan albatross colony in the world and more than 3 million birds from 29 species nest on Midway's three islands. All of them are potentially vulnerable to mouse predation. The mice have been documented eating seabirds while they are nesting, resulting in injury and death. Due to their extreme dedication to raising their young, the birds won't leave the nest if attacked. FWS is preparing a draft environmental assessment that will evaluate alternatives to protect seabirds from mouse predation. The draft Environmental Assessment (EA) should be ready for public comment in November. Outreach is planned to include local public notifications through the web and social media, when the draft EA is published, and notifications to members of Congress in Hawaii, with targeted stakeholder outreach.

On November 14-15, FWS Southwest Regional Director Amy Lueders travels to Texas and provides opening remarks at Texas Freshwater Mussel Conservation and Stakeholder Summit in Austin, Texas. The event is open to media and not controversial.

On November 15, FWS will join the Environmental Protection Agency, Bureau of Indian Affairs and NOAA Fisheries at an interagency meeting in Boston, Massachusetts, to discuss strategies to more consistently work with tribes to meet tribal trust responsibilities. The agencies will share respective policies to identify best practices and challenges, and areas where practices might be improved. The meeting is a result of conversations with New England tribes seeking more consistent and efficient coordination with federal agencies. This meeting is closed to press and is not controversial.

In December, FWS plans to publish in the *Federal Register* a draft 10-year General Conservation Plan (GCP) for Utah prairie dogs. Conservation plans such as the Utah prairie dog GCP are developed to allow for incidental take permit authorization for species listed under the ESA. The overall goal of the Utah prairie dog GCP is to reconcile prairie dog conservation with the development needs of local communities in southwest and southcentral Utah, and compensate for impacts to Utah prairie dogs. The GCP also includes a program to allow translocations of prairie dogs from already developed (or adjacent) properties to sites on federal or other protected lands, mirroring portions of the previous state prairie dog management plan. FWS developed the GCP in partnership with the State of Utah; Iron, Garfield and Beaver counties; USFS and BLM.

Endangered Species Act Listing/Delisting Actions

Pending clearance by the Department, FWS plans to send to the *Federal Register* a notice requesting public comment on both the Candidate Conservation Agreements with Assurances (CCAA) policy and the corresponding regulations. These notices will solicit public comments on the 2016 revised policy and regulations to determine if there are additional revisions, particularly to the CCAA standard, that will make the policy and regulations easier to implement for those entities choosing to participate in a CCAA. FWS does not expect significant opposition to this action and any media coverage is likely to be in specialist outlets and mostly neutral. Interested stakeholders include states, industry, and NGOs. Outreach will include a news release.

In November, FWS plans to send to the *Federal Register* a notice requesting public comment on its Agency-Wide Mitigation Policy and associated Endangered Species Act Compensatory Mitigation Policy. Based on comments received, FWS will decide whether and how to revise the policies. Outreach will include a news release and notifications to targeted stakeholders. There is a high level of interest from states, stakeholders, NGOs, the media and the public.

On or around November 3, FWS plans to send to the *Federal Register* a notice to reopen the comment period on the proposed rule to list the San Fernando Valley spineflower to allow for public notice and comment on a Candidate Conservation Agreement (CCA) as it applies to our listing determination. The spineflower listing is of local interest, but FWS does not expect opposition to the reopening of comment period. Interested stakeholders are Newhall Ranch, who developed the CCA with FWS, the city of Calabasas, Santa Monica Mountains Conservancy,

Wild Earth Guardians, the U.S. Army Corps of Engineers, and the State of California. Planned outreach includes congressional and stakeholder notifications and a local press release.

On or around November 10, FWS plans to send to the *Federal Register* 90-day petition findings for five species: the oblong rocksnail, sicklefin chub, sturgeon chub, tricolored bat, and Venus flytrap. As part of this batched finding we are publishing a correction to the 90-day finding for leopards that clarifies the range and the entity we are evaluating in our status review. 90-day findings are just the first step in a long process and tend not to get significant media coverage except for the most high-profile species; however, for substantial 90-day findings, this action might be the first time stakeholders become aware that we are assessing the status of a species. All stakeholders will have ample opportunity to provide input into our eventual 12-month findings. A national news bulletin and congressional notifications are planned.

On or around November 17, FWS plans to send to the Federal Register a notice opening a 30-day public comment period seeking input on whether the recent D.C. Circuit Court of Appeals ruling, *Humane Society of the United States, et al. v. Zinke*, 865 F.3d 585, which overturned the Western Great Lakes wolf Distinct Population Segment (DPS) delisting, affects the June 30, 2017, final rule delisting the Greater Yellowstone Ecosystem (GYE) grizzly bear DPS and what, if any, further evaluation FWS should consider regarding the remaining grizzly bear populations. FWS will also describe the strategy to recover grizzly bears in the lower 48 states of the United States and provide a brief recovery update for each ecosystem. Interested stakeholder groups include the Interagency Grizzly Bear Committee (including federal, tribal, state and local government entities), agricultural producers, hunting groups and environmental groups. Plaintiffs in the current litigation over the delisting of the GYE grizzly bear population may oppose this action. Planned outreach includes congressional and stakeholder notifications and possibly a news release.

On or around November 27, FWS plans to send to the *Federal Register* a proposal to downlist the Borax Lake chub, which occurs in Oregon, from endangered to threatened. The primary threats to the species have been ameliorated; however, there is the potential for geothermal development in the vicinity. We will propose reclassification but acknowledge the interest to delist the species and ask for information regarding which alternative to take. This action will likely receive the most interest at the local and regional level. The Oregon Desert Fishes Working Group (Oregon Department of Fish and Wildlife, Bureau of Land Management, The Nature Conservancy, FWS, and others) has been engaged and is supportive of this action. FWS does not anticipate opposition from environmental groups. FWS will conduct outreach with local and regional media, congressional staff, and invested stakeholders. FWS is considering a joint announcement with the proposed delisting of the Foskett speckled dace.

On or around November 27, FWS plans to send to the *Federal Register* a proposal to delist the Foskett speckled dace, an endemic fish species in Oregon, from the Federal List of Endangered and Threatened Wildlife due to recovery. This action will likely receive interest at the local and regional level. The Oregon Desert Fishes Working Group (Oregon Department of Fish and Wildlife, Bureau of Land Management, The Nature Conservancy, FWS, and others) has been engaged and is supportive of this action. FWS will conduct outreach to local and regional media, congressional staff, and invested stakeholders. FWS is considering a joint announcement with

the proposed reclassification of the Borax Lake chub. FWS will also make the draft post-delisting monitoring plan available. FWS does not expect opposition to this proposal.

On or around November 27, FWS plans to send to the *Federal Register* a proposal to remove the Monito gecko, a reptile in Puerto Rico, from the List of Endangered and Threatened Wildlife due to recovery. It is protected in a natural reserve managed by the Puerto Rico Department of Environmental and Natural Resources that has no public access. The species protections will remain in place after delisting, and there are only a few scientific research permits granted. This action is a conservation success story and is not expected to be opposed. The primary stakeholder is the Territory of Puerto Rico. Planned outreach will include a news release and web postings.

On or around November 27, FWS plans to send to the *Federal Register* a proposed listing determination for the Yangtze sturgeon, located in China. While there is no expected opposition to this determination, aquacultural businesses and countries including China may be concerned that the potential listing of this species will have an impact on other species that are traded internationally, such as the Amur sturgeon. Outreach will include an informative post on the Foreign Species web page.

On or around November 30, FWS plans to send to the *Federal Register* not warranted 12-month findings on petitions to list the blackfin sucker, Mohave shoulderband snail, white-tailed prairie dog and Woodville Karst cave crayfish. For most of the findings, FWS does not anticipate interest by stakeholders except for the petitioners, with the exception of the white-tailed prairie dog finding, which will be supported by the range states and may garner regional media attention. Planned outreach includes separate news releases for each region, many with supporting FAQs, and notifications to stakeholders and members of Congress. FWS is required by settlement agreement to submit the finding for the Mohave shoulderband snail to the *Federal Register* by November 30.

On or around December 8, FWS plans to send to the *Federal Register* a proposed listing determination and proposed critical habitat designation for the Island marble butterfly, found in Washington. The proposed critical habitat designation includes approximately 812 acres. This action is not expected to be opposed and media coverage is expected to be neutral. Interested stakeholders include Xerces (the petitioner), federal partners including National Park Service and Bureau of Land Management, and state partners including Washington Department of Fish and Wildlife and Washington Department of Natural Resources, San Juan County Land Bank, the San Juan Preservation Trust and local landowners. A news release to all interested parties and the media is planned.

On or around December 15, FWS plans to send to the *Federal Register* a final delisting the eastern puma (cougar) (historically known to exist in southeastern Ontario, southern Quebec, and New Brunswick in Canada, and a region bounded from Maine to Michigan, Illinois, Kentucky, and South Carolina in the eastern United States) from the list of endangered and threatened species due to extinction. Although FWS does not anticipate major public controversy with regard to the final rule, opposition to our conclusion of extinction may be expressed by advocates and advocacy organizations for puma and large predator conservation, and we can expect some national media attention. The best available information indicates that supposed recent sightings

are cases of mistaken identity and escaped captive animals, and, rarely, dispersers from western puma populations. This rule will also acknowledge the current state of the North American puma taxonomy. Interested parties include the states within the eastern United States, the Humane Society of the United States, the Animal Legal Defense Fund, and the Cougar Network. A national news bulletin and congressional emails are planned.

On or around December 19, FWS plans to send to the *Federal Register* a proposal to reclassify the Kirtland's warbler from endangered to threatened. This bird is located in 31 states and the District of Columbia ranging from the Atlantic Coast west to the Mississippi River Basin, and in Canada and the Bahamas. This proposed downlisting rule will also have a special 4(d) rule to enable wildfire prevention and response actions, facilitate forest management activities on private lands, use designated trails and roads, allow incidental take from non-motorized recreational activities, and allow capturing and banding outside of the breeding areas. Stakeholders include Michigan Department of Natural Resources, U.S. Forest Service and Huron Pines, a conservation group, all partners in recovery activities for the species, along with other conservation groups working as part of the Kirtland's Warbler Alliance. There is not expected to be opposition to the proposal, but there will be interest among birders and conservation groups. Outreach will include a news release, web postings; regional media interest is expected.

National Wildlife Refuge Actions

In November, FWS will publish a final rule on the 2017-18 Refuge-Specific Hunting and Sport Fishing Regulations. The final rule will open various national wildlife refuges to hunting and/or sport fishing for the first time (new hunts) and expand hunting and fishing opportunities at others. Outreach is planned to include a national news release when the *Federal Register* notice is published and notifications to members of Congress in affected districts, with some stakeholder outreach. This is not controversial.



IUCN SSC Guiding Principles on Trophy Hunting as a Tool for Creating Conservation Incentives

Ver. 1.0 (09 August 2012)

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Section I. Introduction

IUCN has long recognized that the wise and sustainable use of wildlife can be consistent with and contribute to conservation, because the social and economic benefits derived from use of species can provide incentives for people to conserve them and their habitats. This document builds on existing IUCN policies by setting forth SSC guiding principles on the use of “trophy hunting”, as defined in Section II, as a tool for creating incentives for the conservation of species and their habitats and for the equitable sharing of the benefits of use of natural resources.

Trophy hunting is often a contentious activity, with people supporting or opposing it on a variety of biological, economic, ideological or cultural bases. This document is focused solely on the relevance of trophy hunting for conservation and associated local livelihoods. Nothing in this document is intended to support or condone trophy hunting activities that are unsustainable; adversely affect habitats; increase extinction risks; undermine the rights of local communities to manage, steward, and benefit from their wildlife resources; or foster corruption or poor governance.

Section II. Scope of this guidance

The term “trophy hunting” is here used to refer to hunting that is:

- Managed as part of a programme administered by a government, community-based organization, NGO, or other legitimate body;
- Characterized by hunters paying a high fee to hunt an animal with specific “trophy” characteristics (recognizing that hunters each have individual motivations);
- Characterized by low off-take volume;
- Usually (but not necessarily) undertaken by hunters from outside the local area (often from countries other than where the hunt occurs).

These elements differentiate the hunting at issue here from a broad array of other hunting activities, although it is recognized that what is here defined as trophy hunting may be given a different name in some countries. Thus these guiding principles are not intended to apply to subsistence hunting, to legal hunting of relatively common species, or to management activities undertaken by wildlife management agencies, although some elements of them may be relevant to these activities. Such hunting activities may also generate incentives for conservation, but are beyond the scope of this guidance.

These guiding principles apply specifically to trophy hunting programmes oriented to terrestrial wild animals in their native geographic ranges. Existing IUCN policy does not support moving species outside their native ranges for the primary purpose of trophy hunting¹. In keeping with existing IUCN policy (IUCN Recommendation 3.093, adopted by the IUCN Congress at its 3rd Session in Bangkok, Thailand, 17-25 November 2004, which condemned “the killing of animals in enclosures or where they do not exist as free-ranging”), the IUCN SSC does not support trophy hunting of animals in enclosures where they cannot be considered “free-ranging” and cannot use their natural abilities to escape.

Section III: The policy context

IUCN's formal recognition that the ethical and sustainable use of wildlife can form an integral

¹ See: IUCN Position Statement on Translocation of Living Organisms (<http://www.iucnssc.org/download/IUCNPositionStatement.pdf>) and IUCN Guidelines for the Prevention of Biodiversity Loss Caused by Alien Invasive Species (http://intranet.iucn.org/webfiles/doc/SSC/SSCwebsite/Policy_statements/IUCN_Guidelines_for_the_Prevention_of_Biodiversity_Loss_caused_by_Alien_Invasive_Species.pdf)

and legitimate component of conservation programs dates back to the World Conservation Strategy in 1980, and was affirmed in Recommendation 18.24 at the 1990 IUCN General Assembly in Perth. IUCN's "Policy Statement on Sustainable Use of Wild Living Resources", adopted as Resolution 2.29 at the IUCN World Conservation Congress in Amman in October 2000, affirms that use of wildlife, if sustainable, can be consistent with and contribute to biodiversity conservation. IUCN recognizes that where an economic value can be attached to a wild living resource, perverse incentives removed, and costs and benefits internalized, favourable conditions can be created for investment in the conservation and the sustainable use of the resource, thus reducing the risk of resource degradation, depletion, and habitat conversion. In managing such use to enhance sustainability, the Policy Statement draws attention to the following key considerations:

- the need for adaptive management, incorporating monitoring and the ability to modify management to take account of risk and uncertainty;
- the supply of biological products and ecological services available for use is limited by intrinsic biological characteristics of both species and ecosystems, including productivity, resilience, and stability, which themselves are subject to extrinsic environmental change;
- institutional structures of management and control require both positive incentives and negative sanctions, good governance, and implementation at an appropriate scale. Such structures should include participation of relevant stake-holders and take account of land tenure, access rights, regulatory systems, traditional knowledge, and customary law.

More specifically, and with particular reference to southern Africa, IUCN has recognized that recreational hunting can contribute to biodiversity conservation. The IUCN at the 2004 WCC adopted Recommendation 3.093 stating that it "Supports the philosophy and practice that on state, communal and privately-owned land in southern Africa the sustainable and well-managed consumptive use of wildlife makes a contribution to biodiversity conservation" and further, that it "accepts that well-managed recreational hunting has a role in the managed sustainable consumptive use of wildlife populations".

Further, the IUCN SSC Caprinae Specialist Group adopted a formal position statement in December, 2000, recognizing that hunting, and in particular trophy hunting, can form a major component in conservation programmes for wild sheep and goats. This statement noted that "Trophy hunting usually generates substantial funds that could be used for conservation activities such as habitat protection, population monitoring, law enforcement, research, or management programs. Equally importantly, the revenues from trophy hunting can provide a strong incentive for conservation or habitat protection..."

The Convention on Biological Diversity has developed several statements of principles relevant for the management of trophy hunting. Most importantly, the 7th Conference of Parties to the CBD (Kuala Lumpur, February 2004) adopted the Addis Ababa Principles and Guidelines for the Sustainable Use of Biodiversity (AAPG), and IUCN members party to the CBD were urged to honour these commitments by Resolution 3.074 of the 3rd IUCN World Conservation Congress (Bangkok, October 2004). The AAPG are based on the assumption that it is possible to use biodiversity in a manner in which ecological processes, species, and genetic variability remain above the thresholds needed for long term viability, and that all resource managers and users have the responsibility to ensure that such use does not exceed these. Some key relevant principles from the Addis Ababa Principles and Guidance include:

- Recognizing the need for a governing framework consistent with international/national laws, local users of biodiversity components should be sufficiently empowered and supported by rights to be responsible and accountable for use of the resources concerned (Principle 2);
- Adaptive management should be practiced, based on:

- Science and traditional and local knowledge;
- Iterative, timely and transparent feedback derived from monitoring the use, environmental and socio-economic impacts, and the status of the resource being used; and
- Adjusting management based on timely feedback from the monitoring procedures (Principle 4)
- Sustainable use management goals and practices should avoid or minimize adverse impacts on ecosystem services, structure, and functions as well as other components of ecosystems (Principle 5);
- An interdisciplinary, participatory approach should be applied at the appropriate levels of management and governance related to the use (Principle 9);
- Users of biodiversity should seek to minimize waste and adverse environmental impact, and optimize benefits from uses (Principle 11);
The costs of management and conservation of biological diversity should be internalized within the area of management and reflected in the distribution of the benefits from the use (Principle 13).

The Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) provides for the authorization of trade of trophies in certain specimens of Appendix I-listed taxa for personal use (Res. Conf. 2.11 (rev. CoP 9). CITES has adopted a series of Resolutions for certain Appendix I-listed species subject to trophy hunting (Res. Conf 10.14 (rev. CoP 14) on Leopard *Panthera pardus*; Res. Conf 10.15 (rev. CoP 14) on Markhor *Capra falconeri*; and Res. Conf 13.5 (rev. CoP 14) on Black Rhinoceros *Diceros bicornis*), which set out quotas and conditions for such trade.

The European Charter on Hunting and Biodiversity (ECHB), adopted under the European Bern Convention, provides specific guidance on hunting and conservation. In Resolution 4.026, adopted at the 4th World Conservation Congress Barcelona, October 2008), IUCN requested that its members promote the ECHB in the implementation of IUCN's policies and Programme for 2009-2012. While the ECHB explicitly addresses sustainable hunting in Europe, its principles and guidelines are relevant and pertinent in a wider geographic context. Key principles of the ECHB include:

- ensuring that harvest is ecologically sustainable (Principle 3);
- maintaining wild populations of indigenous species with adaptive gene pools (Principle 4);
- maintaining environments that support healthy and robust populations of harvestable species (Principle 5);
- encouraging use to provide economic incentives for conservation (Principle 6); and
- empowering local stakeholders and holding them accountable (Principle 9).

Section IV. Trophy hunting and conservation

Trophy hunting is a form of wildlife use that, when well managed, may assist in furthering conservation objectives by creating the revenue and economic incentives for the management and conservation of the target species and its habitat, as well as supporting local livelihoods. However, if poorly managed, it can fail to deliver these benefits. Although a wide variety of species (many of which are both common and secure) are hunted for trophies, some species that are rare or threatened may be included in trophy hunting as part of site-specific conservation strategies. Examples include Cheetah *Acinonyx jubatus* and Black Rhinoceros in southern Africa, and Straight-Horned Markhor *Capra falconeri megaceros* in the Torghar Valley of Pakistan, all of which are species listed on Appendix I of CITES.

Trophy hunting takes place in both North America and Europe, and in developing countries where wildlife management infrastructure is often less fully developed. These hunts are usually conducted by persons willing and able to pay substantial amounts of money for the opportunity. They typically involve taking small numbers of individual animals and require limited development infrastructure. They are thus high in value but low in impact. In some cases, trophy hunting forms an important component of Community-Based Conservation/Community-Based Natural Resource Management, which aim to devolve responsibility for the sustainable use and management of wildlife resources from distant bureaucracies to more local levels.

Understanding the context within which trophy hunting occurs is critical to understanding its potential to benefit conservation. In many parts of the world, much wildlife exists outside of protected areas. Wildlife shares landscapes with people, and typically competes for space and environmental resources with other forms of economically productive land uses, such as agriculture and pastoralism, upon which the livelihoods of local people depend. Wildlife can impose serious costs on local people, including physical harm, damaging crops, and competing with livestock for forage. Where wildlife provides few benefits to local people and/or imposes substantial costs, it is often killed (legally or illegally) for food, various commercially valuable wildlife products, or as problem animals, and its habitats are degraded or lost to other forms of land use. In some circumstances trophy hunting can address this problem by effectively making wildlife more valuable than, and/or complementary to, other forms of land use. It can return benefits to local people (preferably through effective co-management), encouraging their support for wildlife, and motivating investment at community, private, and government levels for research, monitoring, habitat protection, and enforcement against illegal use (see Annex 1 for examples). Trophy hunting, if well managed, is often a higher value, lower impact land use than alternatives such as agriculture or tourism.

However, where poorly managed, trophy hunting can have negative ecological impacts including altered age/sex structures, social disruption, deleterious genetic effects, and in extreme cases, population declines. It can also be difficult to ensure that benefits from hunting accrue to those in the best position to help conservation.

Section V: The Guiding Principles

The IUCN SSC considers that trophy hunting, as described in Section II above, is likely to contribute to conservation and to the equitable sharing of the benefits of use of natural resources when programmes incorporate the following five components: Biological Sustainability; Net Conservation Benefit; Socio-Economic-Cultural Benefit; Adaptive Management: Planning, Monitoring, and Reporting; and Accountable and Effective Governance

Biological Sustainability

Trophy hunting as described in Section II, can serve as a conservation tool when it:

1. Does not contribute to long-term population declines of the hunted species or of other species sharing its habitat, noting that a sustainably harvested population may be smaller than an unharvested one;
2. Does not substantially alter processes of natural selection and ecosystem function; that is, it maintains “wild populations of indigenous species with adaptive gene pools.”² This generally requires that hunting offtake produces only minor alterations to naturally occurring demographic structure. It also requires avoidance of breeding or culling to deliberately enhance population-genetic characteristics of species subject to hunting that are inconsistent with natural selection;
3. Does not inadvertently facilitate poaching or illegal trade of wildlife;

² Direct quote from Principle 4 of the European Charter on Hunting and Biodiversity.

4. Does not artificially and/or substantially manipulate ecosystems or their component elements in ways that are incompatible with the objective of supporting the full range of native biodiversity.

Net Conservation Benefit

Trophy hunting can serve as a conservation tool when it:

1. Is linked to identifiable and specific parcels of land where habitat for wildlife is a priority (albeit not necessarily the sole priority or only legitimate use); and on which the “costs of management and conservation of biological diversity [are] internalized within the area of management and reflected in the distribution of the benefits from the use³”;

2. Produces income, employment, and/or other benefits that generate incentives for reduction in pressures on populations of target species, and/or help justify retention, enhancement, or rehabilitation of habitats in which native biodiversity is prioritized. Benefits may create incentives for local residents to co-exist with such problematic species as large carnivores, herbivores competing for grazing, or animals considered to be dangerous or a threat to the welfare of humans and their personal property;

3. Is part of a legally recognized governance system that supports conservation adequately and of a system of implementation and enforcement capable of achieving these governance objectives.

Socio-Economic-Cultural Benefit

Trophy hunting can serve as a conservation tool when it:

1. Respects local cultural values and practices (where “local” is defined as sharing living space with the focal wildlife species), and is accepted by (and preferably, co-managed and actively supported by) most members of the local community on whose land it occurs;

2. Involves and benefits local residents in an equitable manner, and in ways that meet their priorities;

3. Adopts business practices that promote long-term economic sustainability.

Adaptive Management: Planning, Monitoring, and Reporting

Trophy hunting can serve as a conservation tool when it:

1. Is premised on appropriate resource assessments and/or monitoring of hunting indices, upon which specific quotas and hunting plans can be established through a collaborative process. Optimally, such a process should (where relevant) include local communities and draw on local/indigenous knowledge. Such resource assessments (examples might include counts or indices of population performance such as sighting frequencies, spoor counts) or hunting indices (examples might include trophy size, animal age, hunting success rates and catch per hunting effort) are objective, well documented, and use the best science and technology feasible and appropriate given the circumstances and available resources;

2. Involves adaptive management of hunting quotas and plans in line with results of resource assessments and/or monitoring of indices, ensuring quotas are adjusted in line with changes in the resource base (caused by ecological changes, weather patterns, or anthropogenic impacts, including hunting offtake);

3. Is based on laws, regulations, and quotas (preferably established with local input) that are transparent and clear, and are periodically reviewed and updated;

4. Monitors hunting activities to verify that quotas and sex/age restrictions of harvested animals are being met;

³ Direct quote from Practical Principle 13 of the Addis Ababa Principles and Guidelines on Sustainable Use of Biodiversity.

5. Produces reliable and periodic documentation of its biological sustainability and conservation benefits (if this is not already produced by existing reporting mechanisms).

Accountable and Effective Governance

A trophy hunting programme can serve as a conservation tool when it:

1. Is subject to a governance structure that clearly allocates management responsibilities;
2. Accounts for revenues in a transparent manner and distributes net revenues to conservation and community beneficiaries according to properly agreed decisions;
3. Takes all necessary steps to eliminate corruption; and
4. Ensures compliance with all relevant national and international requirements and regulations by relevant bodies such as administrators, regulators and hunters.

Section VI: Appropriate use of these guiding principles

SSC's intention is that these guiding principles may serve to assist authorities responsible for national and subnational policy, law and planning; managers responsible at the site level; and local communities in designing and implementing trophy hunting programs where biodiversity conservation and equitable sharing of natural resources are objectives.

These guiding principles should not be interpreted as in any way dismissing the values – whether they are biological, social, cultural or economic – of hunting programs that may be truly sustainable, but that do not produce incentives for conservation and associated conservation benefits.

Although IUCN and SSC are not currently engaged in endorsing or certifying trophy hunting programmes, they consider that for any such endorsement or certification to be credible, it should be conducted by a recognized independent body. Nothing in this document is intended to be interpreted in any way as a specific endorsement or criticism of a particular trophy hunting programme.

Annex 1. Examples of trophy hunting as part of a conservation strategy

Note: Due to the varied potential conservation impacts of trophy hunting it is useful to provide a small set of illustrative case studies highlighting both positive and negative conservation impacts. We have here included two illustrations of generally positive conservation impacts. We would welcome suggestions for further examples, both positive and negative, noting that in the case of negative examples we are sensitive to not casting blame or criticizing member groups and member states.

Case study 1: Trophy hunting in Namibian communal Conservancies

Namibia's communal Conservancy programme is widely viewed as a conservation and rural development success story, and trophy hunting plays a central role in this success. Innovative legislative reforms in the mid-1990s devolved conditional rights to use and manage wildlife on communal lands to communities, if they organized to form a Conservancy. The intent of this approach was to devolve rights and benefits from wildlife to communities – people often viewed by colonial conservationists as “poachers” - to create incentives for communities to live with, value, and benefit from wildlife. Forming a Conservancy requires that the community defines its membership, borders, and management committee; develops a Constitution; agrees a method for equitable distribution of benefits; and develops a sustainable game management and utilization plan. Conservancies can use wildlife consumptively in various ways, including trophy hunting, own-use hunting game cropping, and live sales; and organize nonconsumptive use through tourism. Conservancies retain all the revenue gained from utilization and management.

The spread of the conservancy movement has been rapid, and conservation impacts extensive and widespread. Today there are 71 registered communal Conservancies covering 14.98 million ha (with another 20 conservancies under development) and include around 240 000 members. Current communal Conservancies alone mean that 18.2% of Namibia's land surface is under conservation management. This is a contrast from the previous status of these areas as subject to long-term human-wildlife conflict, uncontrolled poaching, and low levels of wildlife.

Sustainable use of wildlife has been a strong catalyst to the recovery of wildlife in communal areas. Prior to the introduction of conservancies, wildlife in Namibia's communal areas had been decimated and was at historic lows in many instances. Wildlife was perceived by communities mainly as a threat to livelihoods, with its best use being illegal poaching for meat for the pot. The advent of Conservancies drastically altered this attitude. Wildlife is now increasingly seen as a valued asset, with growing wildlife populations meaning more income for conservancies, more jobs for conservancy members, more game meat at the household level, and more funds to support rural development. As a result, poaching has become socially unacceptable and game numbers have staged remarkable recoveries in most areas where Conservancies have operated for a period of time. For instance, on communal lands in northeast Namibia, from 1994 to 2011, elephant have increased from 12,908 to an estimated 16,993; sable from 724 to an estimated 1,474; and common impala from 439 to 9,374. In northwest Namibia⁴, from the early 1980s to today, desert elephants have increased from approx. 150 to approx. 750; Hartmann's Mountain Zebra from est. <1,000 to > 27,000; and black rhino have more than tripled, making it the biggest free-roaming population of rhino in the world. From 1995, the population of lion in this area has increased from an est. 20 to an est. 130, with exponential range expansion. Game populations have been re-established in Conservancies that have low densities of specific species or species that have gone locally extinct. This support has allowed for the re-establishment of a large number of species, including giraffe, red hartebeest, black faced impala and black rhino. Further, Conservancies, a large proportion of which are located adjacent or

⁴ Game guard programs, precursors of the current model, were introduced in this area in the early 1980s.

close to protected areas, strengthen Namibia's protected area system by ensuring wildlife friendly environments adjacent to protected areas and through the creation of movement corridors between them.

Trophy hunting has been a central driver of this transformation. It is by far the largest generator of benefits from sustainable consumptive wildlife use, with 41 Conservancies hosting 40 trophy hunting concessions during 2011. Since registration of the first four communal conservancies in 1998, a total of 97 948 km² have been opened to trophy hunting concessions under community management. Benefits from consumptive use of wildlife (cash, employment, and in-kind [largely meat]) received by Conservancies and their members from 1998-2009 amounted to N\$76.5 million (US\$10.17 million) (NACSO Database, 2011). As the benefits from consumptive use have driven recovery of wildlife populations through reduction of poaching, these recoveries have in turn paved the way for non-consumptive tourism, more than doubling the returns from wildlife to communities. In 2011 more than 30 joint venture tourism lodges and 24 community campsites were functioning in communal Conservancies, generating Conservancy benefits (including cash, employment and in-kind benefits) of N\$102.8 million (US\$13.64 million) from 1998-2009. Tourism enterprises have proven to be strong, complementary additions to consumptive use options, with consumptive use (primarily trophy hunting) generating the majority of cash income to Conservancies (which can be put toward wildlife management activities and community development purposes), and tourism operations providing the greater individual employment benefits to Conservancy members. Benefits from consumptive use are critical because these can start to flow when wildlife populations are initially too low to support tourism, stimulating recoveries of wildlife to levels at which photographic tourism can become viable.

Community development activities paid for by benefit streams from sustainable use, among others, include improvements to schools or school facilities and equipment; improvements to rural health clinics; support to pensioners; scholarship funds; transport for the sick or injured; mitigation of human / wildlife conflict; and sponsoring of community sports teams. Finally, the hunting operations provide meat to community members (many very marginalized): meat provided from trophy hunting and own-use harvesting was valued at N\$17,413,120 (US\$2.29 million) between 1998 and 2009⁵ (NACSO, 2010).

A number of cutting edge tools and practices have been developed by the Namibia CBNRM Programme to ensure sustainable hunting is playing a key conservation role, including:

- annual quota setting procedures for sustainable harvest offtake rates: jointly carried out by the MET, NGOs, and the Conservancies, and based upon annual game counts, hunting operator reports, and local knowledge of conservancy/MET/NGO staff;
- trophy hunting tender procedures for Conservancy hunting concessions: these aim to attain market values for game in a transparent manner, and strengthen relationships between the Conservancy committee and the hunting operator;
- trophy hunting contracts: through the Conservancy movement communities have been empowered to become meaningful partners in the development and support of hunting activities, although many remain on a steep learning curve; and
- Conservancy management plans and practices: funds generated from wildlife use are used by conservancies to employ community game guards and implement game management and monitoring systems, allowing communities to proactively counter poaching threats and mitigate increasing incidents of human/wildlife conflict.

Sources:

⁵ The value of distributed meat is calculated by using market values and average meat yields of game animals from which the meat was distributed, as recorded by conservancies in the Event Book.

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Case study 2: Conservation and trophy hunting in the Torghar Valley, Pakistan

Torghar (black mountains/hills in Pushtoo) is in the province of Balochistan in Pakistan. In the early 1980s, wild Straight-horned Markhor *Capra falconeri megaceros* and Afghan Urial *Ovis orientalis* were close to being extirpated from this region due to uncontrolled hunting and competition for grazing with domestic herds. Enforcement efforts against hunting were poor due to weak institutional capacity and lack of political will. In the mid-1980s, a tribal decree banning hunting was issued by a local leader, but could not be enforced. Local Jazalai (a Pathan tribe) leaders, with support from the United States Fish and Wildlife Service (USFWS), launched a community-based conservation programme in 1986, the Torghar Conservation Project (later managed by STEP, the Society for Torghar Environmental Protection). This project used limited and monitored trophy hunting, initially of Urial only and later also of Markhor, to provide revenue to fund the employment of local people as game guards and to provide community benefits. The hypothesis was that development of local livelihoods based on trophy hunting would change the attitude of local people toward wildlife, demonstrating that conservation could be an economically viable land use, and providing incentives for enforcement. In line with its commitment to conservation, the trophy hunting has been conservative, with 1-2 Markhor and 1-4 Urial taken per year.

After careful consideration, tribesmen accepted a ban on their traditional hunting in return for the economic benefits of the conservation programme. Illegal hunting virtually ceased. While exact population numbers cannot be ascertained in the difficult terrain, use of repeated standardized survey protocols have found that the Torghar populations of Markhor and Urial have steadily increased since the project started. Surveys at Torghar by USFWS-sponsored biologists found the estimated population of Markhor grew from less than 100 in 1990 to 2,541 in 2005, with estimated Urial populations increasing from 1173 in 1994 to 3,146 in 2005.

Over this period, the programme has continually faced a lack of regulatory support, including government reluctance to recognize local involvement in conservation, bans on hunting imposed by the national Conservation Council, and the listing of Markhor on Appendix I of CITES, making export of trophies to major market countries such as the United States problematic. Despite these obstacles the programme has grown, attracting further support from the United Nations Development Programme, WWF-Pakistan, the Global Environment Facility and others. While other means of raising revenue such as ecotourism based on photography have been considered, the region is remote and attracts few visitors.

TCP/STEP has also generated considerable benefits for the approx. 400 families of the local area. Revenues raised by trophy hunting and donor grants pay salaries for ca. 82 game guards, and have been used for community needs such as construction of water tanks, dams and irrigation channels (to provide water during droughts), supply of young fruit trees, a medical camp and emergency drought relief.

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**TALKING POINTS IN SUPPORT OF ELEPHANT TROPHY IMPORTS
FROM ZIMBABWE AND ZAMBIA**

ELEPHANT TROPHY IMPORTS HAVE NEVER BEEN “BANNED,” AND THE POSITIVE ENHANCEMENT FINDINGS ARE BASED ON THE BEST AVAILABLE INFORMATION RECEIVED IN 2014-2016

- There has been no “ban” on elephant trophy imports. In April 2014, the U.S. Fish and Wildlife Service (FWS) “suspended” the import of elephant trophies from Zimbabwe due to an asserted lack of information. Zimbabwe’s Parks and Wildlife Management Authority (ZPWMA) responded to two questionnaires from the FWS in April 2014 and December 2014. However, in March 2015, the FWS extended the suspension, finding information was still lacking. At the same time, the March 2015 enhancement finding repeatedly affirmed, “The suspension ... could be lifted if additional information on the status and management of elephants in Zimbabwe becomes available...” In May 2015, the FWS sent another information request to ZPWMA. ZPWMA responded in July 2015. The FWS made two additional information requests, to which ZPWMA responded in May and November 2016. The FWS’ November 2017 positive enhancement finding is based on all these responses and thousands of pages of supporting documents, including Zimbabwe’s National Elephant Management Action Plan, 2014 countrywide elephant population surveys, 2014-2016 actual and projected budget data, 2014 and 2015 offtakes and 2016 quota data, 2014-2016 CAMPFIRE data, and much more.
- Issuing import permits for elephant trophies from Zimbabwe was not a political decision by this Administration. In September 2016, before the election occurred, the FWS had already indicated to ZPWMA that the suspension would be lifted. ZPWMA was told by the Chief of Permits that the FWS needed “only one more piece of information,” a prioritization of the new Elephant Management Plan, before the 2015 negative enhancement finding could be revised. That prioritization was emailed on November 8, 2016, before the election results were in. At the end of 2016, the FWS should have made a positive enhancement finding, but was side-tracked by an influx of thousands of new permit applications due to the listing of rosewood (used extensively in musical instruments and furniture) on the CITES Appendixes, which was decided in October 2016.
- Similarly, there has been no “ban” on the import of elephant trophies from Zambia. In October 2011, the FWS made a positive enhancement finding to authorize the import of elephant hunting trophies from Zambia. However, in 2013 and 2014, Zambia’s wildlife authority suspended hunting to obtain more information on the country’s wildlife populations. In 2015, the government lifted the hunting suspension and set a conservative quota of 80 elephant. In August 2016, the Chief of Permits sent an email indicating that the FWS had received an April 2015 Non-Detriment and Enhancement Finding from Zambia’s wildlife authority, and the FWS was trying to issue import permits for elephant trophies from Zambia before the CITES Conference of the Parties in September 2016. However, the FWS

ran out of time. At the Conference of the Parties, the Chief of Permits indicated that elephant permits from Zambia would likely issue before the end of the year. Again, because of the new requirements for rosewood, that enhancement finding was put on a back burner.

ZIMBABWE’S ELEPHANT POPULATION IS THE SECOND-LARGEST IN AFRICA

- In 1900, it was estimated that Zimbabwe had a national population of 4,000 elephant. Since then, the population has grown to over 82,000 (a twenty-fold increase). The current population is double the target national population established in the 1980s, almost 40% larger than in 1992, when the FWS determined to maintain the Endangered Species Act (ESA) “threatened” listing for African elephant, and almost 20% larger than in 1997, when the FWS made a positive enhancement finding for import of elephant trophies from Zimbabwe. Elephant sub-populations in Zimbabwe are generally considered stable or increasing.
 - North-West Matabeleland: This population is estimated at 54,000, and is most dense in Hwange National Park (~45,000 elephant). In 1928, the estimated elephant population in Hwange was 2,000.
 - Sebungwe: This population is estimated at 3,500 and has declined since 2001 due to human population expansion into a previously unsettled area. The human population rapidly expanded from 45,000 in 1950 to over 700,000 in 2013, which explains the decline in the elephant population. Unlike other major elephant ranges in Zimbabwe, the habitat in this area is fragmented.
 - Mid-Zambezi Valley: This population is estimated at approximately 12,000 elephant. That number declined since the 2001 countrywide survey. The decline is due to cross-border poaching and perhaps cross-border movement of elephant during the survey period. Anti-poaching is a major component of the Zambezi Valley/Mana Pools Regional Elephant Management Action Plan, and recently the area has been chosen as a CITES MIKES site with an ongoing project.
 - South-East Lowveld: Most of this population inhabits Gonarezhou National Park, whose population has been growing consistently at 5% per annum over 20 years. This population is estimated at 13,000 elephant between the Park, surrounding communal areas, and nearby private conservancies.

ZAMBIA’S ELEPHANT POPULATION IS STABLE

- Zambia’s elephant population inhabits seven sub-regions covering National Parks and Game Management Areas. According to the 2016 African Elephant Status Report, Zambia’s elephant population is estimated at over 21,000. This is considered stable over the past 25 years, and is stable compared to Zambia’s population in 1992, when the FWS maintained elephant as a “threatened” listed species. However, several population surveys indicating an

estimate closer to 30,000 were not included in the 2016 African Elephant Status Report, and Zambia’s wildlife authority estimates the country’s population at over 30,000.

ELEPHANT HUNTING OFFTAKES IN ZIMBABWE ARE LOW AND SUSTAINABLE

- Zimbabwe maintains a CITES export quota of 1,000 tusks from 500 bull elephants. A national quota of 500 elephants represents only 0.6% of a population of 82,630 elephant. Hunting offtakes are considerably lower, have a negligible impact on the overall population rate, and have declined in the past three years due to the import suspension.

Average Hunting Offtakes 2010-2013 (% of Total Elephant Population): 228 (0.276%)

2013 Hunting Offtakes (% of Total Elephant Population): 258 (0.312%)

2014 Hunting Offtakes (% of Total Elephant Population): 162 (0.196%)

2015 Hunting Offtakes (% of Total Elephant Population): 75 (0.091%)

ELEPHANT HUNTING OFFTAKES IN ZAMBIA ARE NEGLIGIBLE

- In 2013 and 2014, Zambia suspended regulated tourist hunting to obtain a better sense of national wildlife population trends. After obtaining this information and reorganizing the wildlife authority, Zambia lifted the suspension in 2015. It set a conservative export quota of 160 tusks from 80 bull elephants. Zambia maintained the quota of 80 elephants in 2016 and 2017. A national quota of 80 elephants represents less than 0.4% of a population of 21,967 elephant. The offtake quota is even lower, and was set at only 30 elephant (0.14% of the population) in 2016. Hunting offtakes are negligible and have no impact on the national population rate.

2015 Hunting Offtakes (% of Total Elephant Population): 3 (0.014%)

2016 Hunting Offtakes (% of Total Elephant Population): 12 (0.055%)

ELEPHANT MANAGEMENT IN ZIMBABWE IS GUIDED BY APPROPRIATE LEGISLATION AND A STATE-OF-THE-ART MANAGEMENT PLAN

- Governing Law: The Zimbabwe Parks and Wild Life Act is the governing law for ZPWMA and its programs. The Act created ZPWMA as a parastatal authority apart from the central government and established a separate fund to sustain ZPWMA’s operations. The Act sets heavy penalties for elephant-related offenses. It was amended in 2010 to increase these sentences even more, and now imposes a nine-year minimum sentence for a first offense of elephant poaching. Under the Act, Rural District Councils and other land holders are granted “appropriate authority” to benefit directly from wildlife. Land holders are encouraged to

maintain and increase wildlife populations because they retain the benefits of the sustainable use of that wildlife.

- Elephant Management Plan: Zimbabwe’s elephant management plan was kicked off by the FWS’ elephant trophy import suspension. To develop a new plan, ZPWMA held a year of participatory stakeholder planning workshops, including a preparatory meeting of representatives from CAMPFIRE in November 2014; a national elephant management planning workshop in December 2014; an elephant management planning and anti-poaching workshop in Mana Pools (Zambezi Valley range) in March-April 2015; an elephant management planning workshop in the Sebungwe range in May 2015; and an elephant management planning workshop in the South East Lowveld range in September 2015. This process resulted in the Zimbabwe National Elephant Management Plan (2015-2020), the most up-to-date elephant management plan in Africa. The plan incorporates specific action items, deliverables, deadlines, and responsible parties. The plan identifies strategic objectives and sets targets to reach those objectives. It measures the success of reaching those targets through identifying outputs and Key Performance Indicators. The plan focuses on five major components: Protection and Law Enforcement; Biological Monitoring and Management; Social, Economic, and Cultural Framework; Building Conservation Capacity; and Program Management. The plan also creates the position of dedicated Elephant Coordinator at ZPWMA and establishes a national committee to coordinate and oversee implementation. The national plan is supplemented by four regional management plans that utilize the same framework to address the unique challenges for each major elephant range.

ELEPHANT HUNTING IN ZIMBABWE GENERATES CONSERVATION BENEFITS THAT SATISFY THE “ENHANCEMENT” STANDARD:

Although hunting offtakes are negligible, elephant hunting fees are substantial and create extensive conservation incentives in Zimbabwe.

- Habitat: Hunting areas in Zimbabwe cover ~130,000 km² of protected habitat. This area is over four times the size of Zimbabwe’s National Parks (~28,000 km²). Healthy elephant populations require large tracts of habitat; the areas set aside for regulated hunting are therefore essential to the elephant’s continued survival.
- Management and Enforcement Revenues: Revenues generated from tourist hunting conducted on state lands comprised approximately 20% of ZPWMA’s revenue stream in 2014. Over \$6.2 million in trophy fees came from elephant hunts, with \$5 million accruing to ZPWMA to reinvest in elephant protection and species management. Over 50% of that revenue came from U.S. clients. Almost 80% of these revenues are allocated for law enforcement in the form of staff costs and patrol provisions. ZPWMA employs 1,500 active field rangers. Put simply, hunting revenues support anti-poaching efforts across Zimbabwe’s elephant range—and this is largely paid for by American elephant hunters.
- Operator Anti-Poaching: In addition to supporting ZPWMA’s enforcement capacity, hunting operators deploy their own anti-poaching units to police the Safari Areas and fund

community scouts in CAMPFIRE Areas. For example, a small sample of 14 operators surveyed by the Safari Operators Association of Zimbabwe spent \$957,843 on anti-poaching in 2013 and deployed 245 anti-poaching scouts. One operator, Charlton McCallum Safaris (CMS) in the Dande Safari Area and Mbire Communal Area, spends on average \$80,000-\$90,000 in anti-poaching costs and rewards. From 2010 to 2016, CMS' efforts led to an 82% decline in elephant poaching in an important border region. As another example, the Save Valley and Buby Valley Conservancies together spend over \$1 million on anti-poaching each year. These efforts are funded by hunting revenues, and protect stable populations of elephant, increasing lion populations, and the third-largest black rhino population in the world.

- Regional Anti-Poaching: According to the CITES “Monitoring the Illegal Killing of Elephants” (MIKE) data, poaching in the Southern African countries that depend upon regulated tourist hunting as a conservation tool, including Zimbabwe and Zambia, is lower than anywhere else on the continent and has never reached an unsustainable level. This stands in stark contrast to the West and Central African countries that do not allow tourist hunting.
- Community Benefits: Zimbabwe's CAMPFIRE program is the pioneering community-based natural resource management program in Africa. The program allows rural communities to financially benefit from wildlife, thereby incentivizing the use of communal land as wildlife habitat and the protection of wildlife through increased tolerance. An estimated 800,000 households benefit from CAMPFIRE revenues, ~200,000 direct participants and ~600,000 indirect beneficiaries. 90% of CAMPFIRE revenue is generated from regulated hunting, and 70% of this comes from elephant hunting. Thus, prior to the import suspension, elephant hunting generated over \$1.6 million per year for CAMPFIRE communities and was reinvested in the construction of classrooms and clinics, installation of water infrastructure and solar powered facilities, purchase of vehicles for anti-poaching support, compensation for destruction of crops or livestock by dangerous game, and other benefits which improve the livelihoods of the rural communities living in CAMPFIRE Areas. These benefits offset the damage caused by game species: from 2010 to 2015, elephant destroyed 7,495 hectares of crop fields in CAMPFIRE communities and claimed the lives of approximately 40 people.

ELEPHANT MANAGEMENT IN ZAMBIA IS UP-TO-DATE AND GENERATES SUBSTANTIAL BENEFITS TO ENCOURAGE RECOVERY OF THE SPECIES

- Governing Law: The Zambian Wildlife Act No. 14 of 2015 is the primary legislation governing elephant management and protection. This new law consolidated the prior wildlife authority into a government Department of National Parks and Wildlife (DNPW), to address funding concerns and shortfalls experienced by the prior authority. DNPW is made up of a Wildlife Law Enforcement Unit with over 1,250 rangers; a Conservation Unit; an Infrastructure Development Unit; and a Community-Based Natural Resource Management Unit to oversee the development of conservation planning in Game Management Areas.

- Management and Enforcement Revenues: Between 2010 and 2012, regulated hunting revenues accounted for approximately 32% of the operating budget funding for Zambia's wildlife authority. With the potential to generate nearly \$1 million in elephant hunting fees, in 2015 and 2016, these fees totaled only \$150,000, due largely to import restrictions. This amount was divided between DNPW and the Community Resource Boards in Game Management Areas (GMAs). DNPW uses this revenue for ranger salaries and resource protection, as well as management surveys, staff training, and other activities. Approximately 75% of DNPW's expenditures are for anti-poaching. The Wildlife Law Enforcement Unit conducted over 10,500 anti-poaching patrols in 2015, involving an average of 5,878 staff per quarter and 237,028 patrol days.
- Habitat: Hunting areas in Zambia (~180,000 km²) provide almost three times the amount of protected habitat as the country's National Parks (~64,000 km²).
- Community Benefits: In GMAs, elephant license fees are divided equally between the DNPW and the Community Resource Board. 20% of concession fees also accrue to the Board. In 2015 and 2016, approximately \$1.36 million in hunting fees was distributed to the Boards, as well as \$10,000 per concession paid by the hunting operator. Under the new Wildlife Law, Boards must dedicate 45% of those funds towards wildlife protection and patrols, 35% to community improvement projects such as construction of schools, clinics, and water infrastructure, and 20% to administrative costs. Written concession agreements among the operators, DNPW, and the Community Resource Boards typically obligate the operator to invest in additional community projects, such as building a classroom and paying the teacher's salary. According to DNPW's data, operators in 13 blocks were obligated to invest over \$1.1 million in community infrastructure development and \$3.4 million in community lease/other payments for the duration of their concession agreements.
- Game Meat Distributions: Under Zambian law, at least 50% of harvested game meat must be distributed to local communities. A 2015 study found that operators in three GMAs contributed an average of 6,000 kilograms of harvested meat per season. The study estimated that operators across all GMAs could provide ~130 tons of much-needed protein annually. This reduces the incentive for bushmeat poaching in the GMAs, which border and buffer Zambia's National Parks.
- Operator Anti-Poaching: Hunting operators' concession agreements with DNPW and the Community Resource Board identify mandatory anti-poaching obligations and expenditures. These include the payment of scout salaries. At present, 75 Boards employ over 750 wildlife scouts and 79 support personnel, at a monthly cost of \$38,800. Operators may maintain their own anti-poaching teams as well. A small sample of four operators spent over \$201,000 on anti-poaching in 2015. This anti-poaching support is largely paid for by U.S. hunters, as over half of all hunting clients in Zambia are from the U.S.

Note: Supporting documents for each point are available by contacting Conservation Force, cf@conservationforce.org. These Talking Points largely rely on the responses of

ZPWMA and DNPW to FWS information requests as well as individual hunting operator enhancement reports, reports of the CAMPFIRE Association, and publicly available IUCN documents.

MINI-ARGUMENTS REFUTING FALSE FACTS

- **There has never been a “ban” on elephant trophy imports from Zimbabwe.** The FWS made a negative enhancement finding in April 2014 and “suspended” the import of elephant hunting trophies. However, that finding, and the FWS’ 2015 enhancement finding, each repeatedly stated that the negative conclusion would be reviewed and reversed upon receipt of additional information. (E.g., “The suspension ... could be lifted if additional information on the status and management of elephants in Zimbabwe becomes available, including utilization of revenue generated through sport-hunting by U.S. hunters...”) A “ban” suggests a permanent prohibition; a “suspension” is a “temporary abrogation or withholding.” Zimbabwe’s elephant trophy imports were suspended.
- **Lifting the suspension was not a political decision.** The decision should have been made in July 2015, when ZPWMA provided extensive additional documentation in response to an FWS questionnaire. The FWS requested “one more piece of information” at the CITES Conference of the Parties in September 2016. That information was emailed to the Chief of Permits in November 2016. No further information was needed, or requested. If the FWS had properly prioritized issuance of elephant import permits—as they told ZPWMA they would at the CITES CoP—the positive enhancement finding would have been made and these permits would have issued before the current Administration took office.
- **The import of elephant trophies from Zimbabwe should not have been suspended in the first place.** In April 2014, the FWS announced the suspension based on an asserted “lack of information.” The FWS suspended imports under a negative enhancement finding that it later admitted was incorrect with respect to Zimbabwe’s elephant population estimate, the level of poaching, and more. When the correct estimate is considered, Zimbabwe’s elephant population of almost 83,000 is 16,000 higher (almost 20%) than when the FWS made a positive enhancement finding in 1997. That estimate is double the size of the elephant populations of Namibia and South Africa put together, yet the FWS maintains positive enhancement findings for the import of elephant trophies from Namibia and South Africa. The trophy import suspension was based on a mistaken concern that Zimbabwe’s elephant population had declined. The FWS should have admitted the mistake and reversed the suspension immediately. The failure to do so suggests a political motivation, not a scientific one. In addition, suspending imports without first notifying and consulting Zimbabwe contradicts CITES Res. Conf. 6.7 and the Endangered Species Act, which requires the FWS to “encourage foreign conservation programs.”

- **Zimbabwe’s elephant population is not “the worst managed,” but among the best managed, in Africa.** That Zimbabwe maintains a stable population of over 83,000 elephant, despite a despotic government, poor economy, and rapidly growing human population, is a testament to the country’s strong species management. That number is almost 40% higher than in 1992, when the FWS confirmed the “threatened” listing of elephant, and almost 20% higher than in 1997, when the FWS made a positive enhancement finding authorizing the import of elephant trophies from Zimbabwe. This strong management is due in part to ZPWMA being a parastatal separate and separately funded from the central government. It is also due to the commitment of Zimbabwe’s citizens to maintain their elephant populations, notwithstanding the costs—over 40 rural Zimbabweans were killed by elephant from 2010 to 2015. Zimbabwe’s strong species management is also evident in recent IUCN Red List assessments of lion and giraffe, which indicate increasing populations of these species in Zimbabwe. Overall, Zimbabwe is maintaining stable or increasing wildlife populations, which is evidence of strong management.
- **Zimbabwe’s elephant management plan is not “poor” or outdated; it is state-of-the-art and written by one of the world’s foremost elephant experts.** The April 2014 suspension of elephant trophy imports was based in part on the fact Zimbabwe’s then-current elephant management plan dated to 1997. Although that plan was adaptively implemented and monitored, it was 17 years old. ZPWMA immediately began the process of developing a brand-new, state-of-the-art elephant management plan. This included a year of stakeholder planning workshops: a preparatory meeting of representatives from Zimbabwe’s community-based natural resources management program, CAMPFIRE, in November 2014; a national elephant management planning workshop in December 2014; an elephant management planning and anti-poaching workshop in Mana Pools (Zambezi Valley) in early April 2015; an elephant management planning workshop in the Sebungwe range in May 2015; and an elephant management planning workshop in the South East Lowveld region in September 2015. Zimbabwe focused on regional planning because the four regions face different management challenges. Each planning workshop produced a regional elephant management plan that was incorporated into the final document, which was drafted by a leading elephant scientist. The process was monitored throughout by the IUCN’s African Elephant Specialist Group. The positive 2017 enhancement finding is largely based on the development and implementation of this excellent new plan.
- **Regulated hunting is not poaching.** By definition, “regulated” hunting is regulated and lawful—it is carefully monitored by ZPWMA, offtakes are recorded in a national database, and trophy tusks are marked in accordance with CITES resolutions to note the year of harvest. Moreover, regulated hunting revenues underwrite most anti-poaching expenses in Zimbabwe (and the rest of Southern Africa)—most of the fees paid to government wildlife authorities are used for enforcement, and operator-funded teams patrol concessions and keep poachers out. Finally, revenue-sharing and contributions by hunting operators create conservation incentives for the rural communities most affected by wildlife, which disincentivizes poaching. For example, Zimbabwe’s CAMPFIRE communities were receiving over \$1.6 million per year in revenues from elephant hunting prior to the import suspension.

These funds built clinics and schools, paid teachers' salaries, drilled boreholes, and so on. Similarly, hunting operators in Zambia are required to share at least 50% of harvested meat with rural communities. Many tons of meat can come from elephant hunts, to reduce the need and tolerance for bushmeat poaching and protect species in addition to elephant.

- **Allowing imports of elephant trophies will not damage the government's efforts to control ivory trafficking.** There is no support for this assertion, because hunting trophies are marked to show that they were lawfully hunted. Moreover, in the Southern African countries that depend upon regulated hunting as a conservation tool, poaching levels are lower than anywhere else in Africa. According to CITES MIKE data, Southern African countries (including Namibia, South Africa, Zambia, and Zimbabwe) have the lowest Proportion of Illegally Killed Elephant (PIKE) rates. PIKE, which is used to assess whether poaching levels are unsustainable, has never risen above the sustainability threshold in Southern Africa. PIKE at Zimbabwe's MIKE sites is well below the sustainability threshold. According to the evidence, regulated hunting keeps poaching levels low.
- **Photographic tourism is not a substitute in most hunting areas.** Opponents argue that photographic tourism would be a better option than hunting tourism. It is true that photo-tourism is available in some places; for example, some conservancies in Namibia benefit from photographic tourism revenues alone or along with hunting tourism. However, photo-tourism requires infrastructure and scenery, and dense wildlife populations to draw tourists. These features are not available in remote areas of a country without access to airports or other activities, where the wildlife populations are not dense enough to ensure a sighting during a two-hour game drive. And this is the situation in many CAMPFIRE Areas, where photographic tourism was tried and failed. In these areas, without the benefits of hunting, the habitat would be converted to agriculture and livestock. Benefits to the rural community stakeholders are less from photographic tourism than from tourist hunting.

TALKING POINTS IN SUPPORT OF ELEPHANT TROPHY IMPORTS
FROM ZIMBABWE AND ZAMBIA

ELEPHANT TROPHY IMPORTS HAVE NEVER BEEN “BANNED,” AND THE POSITIVE ENHANCEMENT FINDINGS ARE BASED ON THE BEST AVAILABLE INFORMATION RECEIVED IN 2014-2016

- There has been no “ban” on elephant trophy imports. In April 2014, the U.S. Fish and Wildlife Service (FWS) “suspended” the import of elephant trophies from Zimbabwe due to an asserted lack of information. Zimbabwe’s Parks and Wildlife Management Authority (ZPWMA) responded to two questionnaires from the FWS in April 2014 and December 2014. However, in March 2015, the FWS extended the suspension, finding information was still lacking. At the same time, the March 2015 enhancement finding repeatedly affirmed, “The suspension ... could be lifted if additional information on the status and management of elephants in Zimbabwe becomes available...” In May 2015, the FWS sent another information request to ZPWMA. ZPWMA responded in July 2015. The FWS made two additional information requests, to which ZPWMA responded in May and November 2016. The FWS’ November 2017 positive enhancement finding is based on all these responses and thousands of pages of supporting documents, including Zimbabwe’s National Elephant Management Action Plan, 2014 countrywide elephant population surveys, 2014-2016 actual and projected budget data, 2014 and 2015 offtakes and 2016 quota data, 2014-2016 CAMPFIRE data, and much more.
- Issuing import permits for elephant trophies from Zimbabwe was not a political decision by this Administration. In September 2016, before the election occurred, the FWS had already indicated to ZPWMA that the suspension would be lifted. ZPWMA was told by the Chief of Permits that the FWS needed “only one more piece of information,” a prioritization of the new Elephant Management Plan, before the 2015 negative enhancement finding could be revised. That prioritization was emailed on November 8, 2016, before the election results were in. At the end of 2016, the FWS should have made a positive enhancement finding, but was side-tracked by an influx of thousands of new permit applications due to the listing of rosewood (used extensively in musical instruments and furniture) on the CITES Appendixes, which was decided in October 2016.
- Similarly, there has been no “ban” on the import of elephant trophies from Zambia. In October 2011, the FWS made a positive enhancement finding to authorize the import of elephant hunting trophies from Zambia. However, in 2013 and 2014, Zambia’s wildlife authority suspended hunting to obtain more information on the country’s wildlife populations. In 2015, the government lifted the hunting suspension and set a conservative quota of 80 elephant. In August 2016, the Chief of Permits sent an email indicating that the FWS had received an April 2015 Non-Detriment and Enhancement Finding from Zambia’s wildlife authority, and the FWS was trying to issue import permits for elephant trophies from Zambia before the CITES Conference of the Parties in September 2016. However, the FWS

ran out of time. At the Conference of the Parties, the Chief of Permits indicated that elephant permits from Zambia would likely issue before the end of the year. Again, because of the new requirements for rosewood, that enhancement finding was put on a back burner.

ZIMBABWE’S ELEPHANT POPULATION IS THE SECOND-LARGEST IN AFRICA

- In 1900, it was estimated that Zimbabwe had a national population of 4,000 elephant. Since then, the population has grown to over 82,000 (a twenty-fold increase). The current population is double the target national population established in the 1980s, almost 40% larger than in 1992, when the FWS determined to maintain the Endangered Species Act (ESA) “threatened” listing for African elephant, and almost 20% larger than in 1997, when the FWS made a positive enhancement finding for import of elephant trophies from Zimbabwe. Elephant sub-populations in Zimbabwe are generally considered stable or increasing.
 - North-West Matabeleland: This population is estimated at 54,000, and is most dense in Hwange National Park (~45,000 elephant). In 1928, the estimated elephant population in Hwange was 2,000.
 - Sebungwe: This population is estimated at 3,500 and has declined since 2001 due to human population expansion into a previously unsettled area. The human population rapidly expanded from 45,000 in 1950 to over 700,000 in 2013, which explains the decline in the elephant population. Unlike other major elephant ranges in Zimbabwe, the habitat in this area is fragmented.
 - Mid-Zambezi Valley: This population is estimated at approximately 12,000 elephant. That number declined since the 2001 countrywide survey. The decline is due to cross-border poaching and perhaps cross-border movement of elephant during the survey period. Anti-poaching is a major component of the Zambezi Valley/Mana Pools Regional Elephant Management Action Plan, and recently the area has been chosen as a CITES MIKES site with an ongoing project.
 - South-East Lowveld: Most of this population inhabits Gonarezhou National Park, whose population has been growing consistently at 5% per annum over 20 years. This population is estimated at 13,000 elephant between the Park, surrounding communal areas, and nearby private conservancies.

ZAMBIA’S ELEPHANT POPULATION IS STABLE

- Zambia’s elephant population inhabits seven sub-regions covering National Parks and Game Management Areas. According to the 2016 African Elephant Status Report, Zambia’s elephant population is estimated at over 21,000. This is considered stable over the past 25 years, and is stable compared to Zambia’s population in 1992, when the FWS maintained elephant as a “threatened” listed species. However, several population surveys indicating an

estimate closer to 30,000 were not included in the 2016 African Elephant Status Report, and Zambia's wildlife authority estimates the country's population at over 30,000.

ELEPHANT HUNTING OFFTAKES IN ZIMBABWE ARE LOW AND SUSTAINABLE

- Zimbabwe maintains a CITES export quota of 1,000 tusks from 500 bull elephants. A national quota of 500 elephants represents only 0.6% of a population of 82,630 elephant. Hunting offtakes are considerably lower, have a negligible impact on the overall population rate, and have declined in the past three years due to the import suspension.

Average Hunting Offtakes 2010-2013 (% of Total Elephant Population): 228 (0.276%)

2013 Hunting Offtakes (% of Total Elephant Population): 258 (0.312%)

2014 Hunting Offtakes (% of Total Elephant Population): 162 (0.196%)

2015 Hunting Offtakes (% of Total Elephant Population): 75 (0.091%)

ELEPHANT HUNTING OFFTAKES IN ZAMBIA ARE NEGLIGIBLE

- In 2013 and 2014, Zambia suspended regulated tourist hunting to obtain a better sense of national wildlife population trends. After obtaining this information and reorganizing the wildlife authority, Zambia lifted the suspension in 2015. It set a conservative export quota of 160 tusks from 80 bull elephants. Zambia maintained the quota of 80 elephants in 2016 and 2017. A national quota of 80 elephants represents less than 0.4% of a population of 21,967 elephant. The offtake quota is even lower, and was set at only 30 elephant (0.14% of the population) in 2016. Hunting offtakes are negligible and have no impact on the national population rate.

2015 Hunting Offtakes (% of Total Elephant Population): 3 (0.014%)

2016 Hunting Offtakes (% of Total Elephant Population): 12 (0.055%)

ELEPHANT MANAGEMENT IN ZIMBABWE IS GUIDED BY APPROPRIATE LEGISLATION AND A STATE-OF-THE-ART MANAGEMENT PLAN

- Governing Law: The Zimbabwe Parks and Wild Life Act is the governing law for ZPWMA and its programs. The Act created ZPWMA as a parastatal authority apart from the central government and established a separate fund to sustain ZPWMA's operations. The Act sets heavy penalties for elephant-related offenses. It was amended in 2010 to increase these sentences even more, and now imposes a nine-year minimum sentence for a first offense of elephant poaching. Under the Act, Rural District Councils and other land holders are granted "appropriate authority" to benefit directly from wildlife. Land holders are encouraged to

maintain and increase wildlife populations because they retain the benefits of the sustainable use of that wildlife.

- Elephant Management Plan: Zimbabwe’s elephant management plan was kicked off by the FWS’ elephant trophy import suspension. To develop a new plan, ZPWMA held a year of participatory stakeholder planning workshops, including a preparatory meeting of representatives from CAMPFIRE in November 2014; a national elephant management planning workshop in December 2014; an elephant management planning and anti-poaching workshop in Mana Pools (Zambezi Valley range) in March-April 2015; an elephant management planning workshop in the Sebungwe range in May 2015; and an elephant management planning workshop in the South East Lowveld range in September 2015. This process resulted in the Zimbabwe National Elephant Management Plan (2015-2020), the most up-to-date elephant management plan in Africa. The plan incorporates specific action items, deliverables, deadlines, and responsible parties. The plan identifies strategic objectives and sets targets to reach those objectives. It measures the success of reaching those targets through identifying outputs and Key Performance Indicators. The plan focuses on five major components: Protection and Law Enforcement; Biological Monitoring and Management; Social, Economic, and Cultural Framework; Building Conservation Capacity; and Program Management. The plan also creates the position of dedicated Elephant Coordinator at ZPWMA and establishes a national committee to coordinate and oversee implementation. The national plan is supplemented by four regional management plans that utilize the same framework to address the unique challenges for each major elephant range.

ELEPHANT HUNTING IN ZIMBABWE GENERATES CONSERVATION BENEFITS THAT SATISFY THE “ENHANCEMENT” STANDARD: Although hunting offtakes are negligible, elephant hunting fees are substantial and create extensive conservation incentives in Zimbabwe.

- Habitat: Hunting areas in Zimbabwe cover ~130,000 km² of protected habitat. This area is over four times the size of Zimbabwe’s National Parks (~28,000 km²). Healthy elephant populations require large tracts of habitat; the areas set aside for regulated hunting are therefore essential to the elephant’s continued survival.
- Management and Enforcement Revenues: Revenues generated from tourist hunting conducted on state lands comprised approximately 20% of ZPWMA’s revenue stream in 2014. Over \$6.2 million in trophy fees came from elephant hunts, with \$5 million accruing to ZPWMA to reinvest in elephant protection and species management. Over 50% of that revenue came from U.S. clients. Almost 80% of these revenues are allocated for law enforcement in the form of staff costs and patrol provisions. ZPWMA employs 1,500 active field rangers. Put simply, hunting revenues support anti-poaching efforts across Zimbabwe’s elephant range—and this is largely paid for by American elephant hunters.
- Operator Anti-Poaching: In addition to supporting ZPWMA’s enforcement capacity, hunting operators deploy their own anti-poaching units to police the Safari Areas and fund

community scouts in CAMPFIRE Areas. For example, a small sample of 14 operators surveyed by the Safari Operators Association of Zimbabwe spent \$957,843 on anti-poaching in 2013 and deployed 245 anti-poaching scouts. One operator, Charlton McCallum Safaris (CMS) in the Dande Safari Area and Mbire Communal Area, spends on average \$80,000-\$90,000 in anti-poaching costs and rewards. From 2010 to 2016, CMS' efforts led to an 82% decline in elephant poaching in an important border region. As another example, the Save Valley and Bulyebe Valley Conservancies together spend over \$1 million on anti-poaching each year. These efforts are funded by hunting revenues, and protect stable populations of elephant, increasing lion populations, and the third-largest black rhino population in the world.

- Regional Anti-Poaching: According to the CITES “Monitoring the Illegal Killing of Elephants” (MIKE) data, poaching in the Southern African countries that depend upon regulated tourist hunting as a conservation tool, including Zimbabwe and Zambia, is lower than anywhere else on the continent and has never reached an unsustainable level. This stands in stark contrast to the West and Central African countries that do not allow tourist hunting.
- Community Benefits: Zimbabwe's CAMPFIRE program is the pioneering community-based natural resource management program in Africa. The program allows rural communities to financially benefit from wildlife, thereby incentivizing the use of communal land as wildlife habitat and the protection of wildlife through increased tolerance. An estimated 800,000 households benefit from CAMPFIRE revenues, ~200,000 direct participants and ~600,000 indirect beneficiaries. 90% of CAMPFIRE revenue is generated from regulated hunting, and 70% of this comes from elephant hunting. Thus, prior to the import suspension, elephant hunting generated over \$1.6 million per year for CAMPFIRE communities and was reinvested in the construction of classrooms and clinics, installation of water infrastructure and solar powered facilities, purchase of vehicles for anti-poaching support, compensation for destruction of crops or livestock by dangerous game, and other benefits which improve the livelihoods of the rural communities living in CAMPFIRE Areas. These benefits offset the damage caused by game species: from 2010 to 2015, elephant destroyed 7,495 hectares of crop fields in CAMPFIRE communities and claimed the lives of approximately 40 people.

ELEPHANT MANAGEMENT IN ZAMBIA IS UP-TO-DATE AND GENERATES SUBSTANTIAL BENEFITS TO ENCOURAGE RECOVERY OF THE SPECIES

- Governing Law: The Zambian Wildlife Act No. 14 of 2015 is the primary legislation governing elephant management and protection. This new law consolidated the prior wildlife authority into a government Department of National Parks and Wildlife (DNPW), to address funding concerns and shortfalls experienced by the prior authority. DNPW is made up of a Wildlife Law Enforcement Unit with over 1,250 rangers; a Conservation Unit; an Infrastructure Development Unit; and a Community-Based Natural Resource Management Unit to oversee the development of conservation planning in Game Management Areas.

- Management and Enforcement Revenues: Between 2010 and 2012, regulated hunting revenues accounted for approximately 32% of the operating budget funding for Zambia's wildlife authority. With the potential to generate nearly \$1 million in elephant hunting fees, in 2015 and 2016, these fees totaled only \$150,000, due largely to import restrictions. This amount was divided between DNPW and the Community Resource Boards in Game Management Areas (GMAs). DNPW uses this revenue for ranger salaries and resource protection, as well as management surveys, staff training, and other activities. Approximately 75% of DNPW's expenditures are for anti-poaching. The Wildlife Law Enforcement Unit conducted over 10,500 anti-poaching patrols in 2015, involving an average of 5,878 staff per quarter and 237,028 patrol days.
- Habitat: Hunting areas in Zambia (~180,000 km²) provide almost three times the amount of protected habitat as the country's National Parks (~64,000 km²).
- Community Benefits: In GMAs, elephant license fees are divided equally between the DNPW and the Community Resource Board. 20% of concession fees also accrue to the Board. In 2015 and 2016, approximately \$1.36 million in hunting fees was distributed to the Boards, as well as \$10,000 per concession paid by the hunting operator. Under the new Wildlife Law, Boards must dedicate 45% of those funds towards wildlife protection and patrols, 35% to community improvement projects such as construction of schools, clinics, and water infrastructure, and 20% to administrative costs. Written concession agreements among the operators, DNPW, and the Community Resource Boards typically obligate the operator to invest in additional community projects, such as building a classroom and paying the teacher's salary. According to DNPW's data, operators in 13 blocks were obligated to invest over \$1.1 million in community infrastructure development and \$3.4 million in community lease/other payments for the duration of their concession agreements.
- Game Meat Distributions: Under Zambian law, at least 50% of harvested game meat must be distributed to local communities. A 2015 study found that operators in three GMAs contributed an average of 6,000 kilograms of harvested meat per season. The study estimated that operators across all GMAs could provide ~130 tons of much-needed protein annually. This reduces the incentive for bushmeat poaching in the GMAs, which border and buffer Zambia's National Parks.
- Operator Anti-Poaching: Hunting operators' concession agreements with DNPW and the Community Resource Board identify mandatory anti-poaching obligations and expenditures. These include the payment of scout salaries. At present, 75 Boards employ over 750 wildlife scouts and 79 support personnel, at a monthly cost of \$38,800. Operators may maintain their own anti-poaching teams as well. A small sample of four operators spent over \$201,000 on anti-poaching in 2015. This anti-poaching support is largely paid for by U.S. hunters, as over half of all hunting clients in Zambia are from the U.S.

Note: Supporting documents for each point are available by contacting Conservation Force, cf@conservationforce.org. These Talking Points largely rely on the responses of ZPWMA and

DNPW to FWS information requests as well as individual hunting operator enhancement reports, reports of the CAMPFIRE Association, and publicly available IUCN documents.

MINI-ARGUMENTS REFUTING FALSE FACTS

- **There has never been a “ban” on elephant trophy imports from Zimbabwe.** The FWS made a negative enhancement finding in April 2014 and “suspended” the import of elephant hunting trophies. However, that finding, and the FWS’ 2015 enhancement finding, each repeatedly stated that the negative conclusion would be reviewed and reversed upon receipt of additional information. (E.g., “The suspension ... could be lifted if additional information on the status and management of elephants in Zimbabwe becomes available, including utilization of revenue generated through sport-hunting by U.S. hunters...”) A “ban” suggests a permanent prohibition; a “suspension” is a “temporary abrogation or withholding.” Zimbabwe’s elephant trophy imports were suspended.
- **Lifting the suspension was not a political decision.** The decision should have been made in July 2015, when ZPWMA provided extensive additional documentation in response to an FWS questionnaire. The FWS requested “one more piece of information” at the CITES Conference of the Parties in September 2016. That information was emailed to the Chief of Permits in November 2016. No further information was needed, or requested. If the FWS had properly prioritized issuance of elephant import permits—as they told ZPWMA they would at the CITES CoP—the positive enhancement finding would have been made and these permits would have issued before the current Administration took office.
- **The import of elephant trophies from Zimbabwe should not have been suspended in the first place.** In April 2014, the FWS announced the suspension based on an asserted “lack of information.” The FWS suspended imports under a negative enhancement finding that it later admitted was incorrect with respect to Zimbabwe’s elephant population estimate, the level of poaching, and more. When the correct estimate is considered, Zimbabwe’s elephant population of almost 83,000 is 16,000 higher (almost 20%) than when the FWS made a positive enhancement finding in 1997. That estimate is double the size of the elephant populations of Namibia and South Africa put together, yet the FWS maintains positive enhancement findings for the import of elephant trophies from Namibia and South Africa. The trophy import suspension was based on a mistaken concern that Zimbabwe’s elephant population had declined. The FWS should have admitted the mistake and reversed the suspension immediately. The failure to do so suggests a political motivation, not a scientific one. In addition, suspending imports without first notifying and consulting Zimbabwe contradicts CITES Res. Conf. 6.7 and the Endangered Species Act, which requires the FWS to “encourage foreign conservation programs.”
- **Zimbabwe’s elephant population is not “the worst managed,” but among the best managed, in Africa.** That Zimbabwe maintains a stable population of over 83,000 elephant,

despite a despotic government, poor economy, and rapidly growing human population, is a testament to the country's strong species management. That number is almost 40% higher than in 1992, when the FWS confirmed the "threatened" listing of elephant, and almost 20% higher than in 1997, when the FWS made a positive enhancement finding authorizing the import of elephant trophies from Zimbabwe. This strong management is due in part to ZPWMA being a parastatal separate and separately funded from the central government. It is also due to the commitment of Zimbabwe's citizens to maintain their elephant populations, notwithstanding the costs—over 40 rural Zimbabweans were killed by elephant from 2010 to 2015. Zimbabwe's strong species management is also evident in recent IUCN Red List assessments of lion and giraffe, which indicate increasing populations of these species in Zimbabwe. Overall, Zimbabwe is maintaining stable or increasing wildlife populations, which is evidence of strong management.

- **Zimbabwe's elephant management plan is not "poor" or outdated; it is state-of-the-art and written by one of the world's foremost elephant experts.** The April 2014 suspension of elephant trophy imports was based in part on the fact Zimbabwe's then-current elephant management plan dated to 1997. Although that plan was adaptively implemented and monitored, it was 17 years old. ZPWMA immediately began the process of developing a brand-new, state-of-the-art elephant management plan. This included a year of stakeholder planning workshops: a preparatory meeting of representatives from Zimbabwe's community-based natural resources management program, CAMPFIRE, in November 2014; a national elephant management planning workshop in December 2014; an elephant management planning and anti-poaching workshop in Mana Pools (Zambezi Valley) in early April 2015; an elephant management planning workshop in the Sebungwe range in May 2015; and an elephant management planning workshop in the South East Lowveld region in September 2015. Zimbabwe focused on regional planning because the four regions face different management challenges. Each planning workshop produced a regional elephant management plan that was incorporated into the final document, which was drafted by a leading elephant scientist. The process was monitored throughout by the IUCN's African Elephant Specialist Group. The positive 2017 enhancement finding is largely based on the development and implementation of this excellent new plan.
- **Regulated hunting is not poaching.** By definition, "regulated" hunting is regulated and lawful—it is carefully monitored by ZPWMA, offtakes are recorded in a national database, and trophy tusks are marked in accordance with CITES resolutions to note the year of harvest. Moreover, regulated hunting revenues underwrite most anti-poaching expenses in Zimbabwe (and the rest of Southern Africa)—most of the fees paid to government wildlife authorities are used for enforcement, and operator-funded teams patrol concessions and keep poachers out. Finally, revenue-sharing and contributions by hunting operators create conservation incentives for the rural communities most affected by wildlife, which disincentivizes poaching. For example, Zimbabwe's CAMPFIRE communities were receiving over \$1.6 million per year in revenues from elephant hunting prior to the import suspension. These funds built clinics and schools, paid teachers' salaries, drilled boreholes, and so on. Similarly, hunting operators in Zambia are required to share at least 50% of harvested meat

with rural communities. Many tons of meat can come from elephant hunts, to reduce the need and tolerance for bushmeat poaching and protect species in addition to elephant.

- **Allowing imports of elephant trophies will not damage the government's efforts to control ivory trafficking.** There is no support for this assertion, because hunting trophies are marked to show that they were lawfully hunted. Moreover, in the Southern African countries that depend upon regulated hunting as a conservation tool, poaching levels are lower than anywhere else in Africa. According to CITES MIKE data, Southern African countries (including Namibia, South Africa, Zambia, and Zimbabwe) have the lowest Proportion of Illegally Killed Elephant (PIKE) rates. PIKE, which is used to assess whether poaching levels are unsustainable, has never risen above the sustainability threshold in Southern Africa. PIKE at Zimbabwe's MIKE sites is well below the sustainability threshold. According to the evidence, regulated hunting keeps poaching levels low.
- **Photographic tourism is not a substitute in most hunting areas.** Opponents argue that photographic tourism would be a better option than hunting tourism. It is true that photo-tourism is available in some places; for example, some conservancies in Namibia benefit from photographic tourism revenues alone or along with hunting tourism. However, photo-tourism requires infrastructure and scenery, and dense wildlife populations to draw tourists. These features are not available in remote areas of a country without access to airports or other activities, where the wildlife populations are not dense enough to ensure a sighting during a two-hour game drive. And this is the situation in many CAMPFIRE Areas, where photographic tourism was tried and failed. In these areas, without the benefits of hunting, the habitat would be converted to agriculture and livestock. Benefits to the rural community stakeholders are less from photographic tourism than from tourist hunting.

RECALLING that Resolution Conf. 9.24 (Rev. CoP17), adopted by the Conference of the Parties at its ninth meeting (Fort Lauderdale, 1994), recommended that the text and the Annexes of that Resolution be fully reviewed before the 12th meeting of the Conference of the Parties with regard to the scientific validity of the criteria, definitions, notes and guidelines, and to their applicability to different groups of organisms;

RECALLING that, at its 12th meeting (Santiago, 2002), the Conference of the Parties approved procedures for this review, laid down in Decision 12.97¹;

CONSIDERING the fundamental principles in paragraphs 1 and 2 of Article II of the Convention, which specify the species to be included in Appendices I and II;

RECOGNIZING that, to qualify for inclusion in Appendix I, a species must meet biological and trade criteria;

RECALLING that Article II, paragraph 2 (a), provides for the inclusion of species that may become threatened with extinction in Appendix II, in order to avoid utilization incompatible with their survival;

RECOGNIZING that, for the proper implementation of this provision, it is necessary to adopt appropriate criteria, considering both biological and trade factors;

RECALLING that Article II, paragraph 2 (b), provides only for the inclusion in Appendix II of species that must be subject to regulation in order that trade in specimens of certain species included in Appendix II in accordance with Article II, paragraph 2 (a), may be brought under effective control;

CONSIDERING, however, that this provision should also apply where there is a need to bring trade in specimens of species included in Appendix I under effective control;

RECOGNIZING that the range States of a species subject to an amendment proposal should be consulted by the proponent, or on its behalf by the Secretariat, in accordance with the relevant Resolutions of the Conference of the Parties, and that all Parties shall be consulted by the Secretariat in accordance with Article XV, paragraph 1 (a), of the Convention;

RECOGNIZING further that, in accordance with the same Article, the Secretariat shall consult intergovernmental bodies having a function in relation to marine species;

CONSIDERING that the Secretariat should also consult other intergovernmental bodies having a function in relation to any species subject to a proposal for amendment;

RECALLING that the international trade in all wild fauna and flora is under the purview of the Convention;

EMPHASIZING the importance of Resolution Conf. 3.4 on *Technical cooperation*, adopted by the Conference of the Parties at its third meeting (New Delhi, 1981), regarding the need to provide technical assistance to developing countries in matters relating to the Convention, and specifically in the application of the criteria for amendment of Appendices I and II;

* Amended at the 12th, 13th, 14th and 15th meetings of the Conference of the Parties; amended by the Secretariat in compliance with Decision 14.19 and with the decisions adopted at the 61st meeting of the Standing Committee; and further amended at the 16th and 17th meetings of the Conference of the Parties.

¹ Deleted at the 13th meeting of the Conference of the Parties.

NOTING the objective to ensure that decisions to amend the Convention's Appendices are founded on sound and relevant scientific information, take into account socio-economic factors, and meet agreed biological and trade criteria for such amendments; and

RECOGNIZING the importance of the application of Rio Principle 15, the Precautionary Approach, in cases of uncertainty;

THE CONFERENCE OF THE PARTIES TO THE CONVENTION

1. ADOPTS the following Annexes as an integral part of this Resolution:

Annex 1: Biological criteria for Appendix I;

Annex 2 a: Criteria for the inclusion of species in Appendix II in accordance with Article II, paragraph 2 (a), of the Convention;

Annex 2 b: Criteria for the inclusion of species in Appendix II in accordance with Article II, paragraph 2 (b), of the Convention;

Annex 3: Special cases;

Annex 4: Precautionary measures;

Annex 5: Definitions, explanations and guidelines; and

Annex 6: Format for proposals to amend the Appendices;

2. RESOLVES that, by virtue of the precautionary approach and in case of uncertainty regarding the status of a species or the impact of trade on the conservation of a species, the Parties shall act in the best interest of the conservation of the species concerned and, when considering proposals to amend Appendix I or II, adopt measures that are proportionate to the anticipated risks to the species;

3. RESOLVES that, when considering proposals to amend Appendices I and II, the following applies:

- a) species that are or may be affected by trade should be included in Appendix I in accordance with Article II, paragraph 1, if they meet at least one of the biological criteria listed in Annex 1;
- b) species should be included in Appendix II under the provisions of Article II, paragraph 2 (a), if they satisfy the criteria listed in Annex 2 a;
- c) species should be included in Appendix II under the provisions of Article II, paragraph 2 (b), if they satisfy the criteria listed in Annex 2 b;
- d) no single species may be included in more than one Appendix at the same time;
- e) however subspecies, populations or other subcategories of a species may be included in different Appendices at the same time in accordance with the relevant criteria in Annex 3;
- f) higher taxa should be included in the Appendices only if they satisfy the relevant criteria in Annex 3;
- g) hybrids may be specifically included in the Appendices but only if they form distinct and stable populations in the wild;
- h) species of which all specimens in trade have been bred in captivity or artificially propagated should not be included in the Appendices if there is a negligible probability of trade taking place in specimens of wild origin;
- i) species included in Appendix I for which sufficient data are available to demonstrate that they do not meet the criteria listed in Annex 1 should be transferred to Appendix II only in accordance with the relevant precautionary measures listed in Annex 4;

- j) species included in Appendix II in accordance with Article II, paragraph 2 (a), that do not meet the criteria listed in Annex 2 a, should be deleted only in accordance with the relevant precautionary measures listed in Annex 4; and species included in accordance with Article II, paragraph 2 (b), because they look like the species subject to the deletion, or for a related reason, should also be deleted only in accordance with the relevant precautionary measures; and
 - k) the views, if any, of intergovernmental bodies with competence for the management of the species concerned should be taken into account;
4. RESOLVES that proposals to amend Appendices I and II should be based on the best information available and, when appropriate, presented in the format in Annex 6;
 5. URGES Parties that are considering the submission of a proposal to amend the Appendices, in cases where there is any doubt regarding the nomenclature to follow, to consult the nomenclature specialist of the Animals Committee or the Plants Committee as early as possible in advance of submitting the proposal;
 6. ENCOURAGES proponents that submit proposals to transfer species to Appendix I, or to establish zero export quotas for species under review in accordance with the provisions of the Review of Significant Trade, to take account of the applicable findings of that review;
 7. RESOLVES that annotations to proposals to amend Appendix I or Appendix II should be made in accordance with the applicable Resolutions of the Conference of the Parties, be specific and accurate as to which parts and derivatives are covered by the Convention, include those specimens that first appear in international trade as export from range States and that dominate the trade and the demand from the wild resource, and should, to the extent possible, be harmonized with existing annotations;
 8. ENCOURAGES Parties, when sufficient relevant biological data are available, to include a quantitative evaluation in the supporting statement of the amendment proposal;
 9. RESOLVES that, to monitor the effectiveness of protection offered by the Convention, the status of species included in Appendices I and II should be regularly reviewed by the range States and proponents, in collaboration with the Animals Committee or the Plants Committee, subject to the availability of funds;
 10. URGES Parties and cooperating organizations to provide financial and technical assistance, when requested, in the preparation of proposals to amend the Appendices, the development of management programmes, and the review of the effectiveness of the inclusion of species in the Appendices. Parties should be open to using other available international mechanisms and instruments for these purposes in the broader context of biodiversity; and
 11. REPEALS part of Resolution Conf. 1.3 (Bern, 1976) – *Deletion of species from Appendix II or III in certain circumstances* – paragraph a).
-

Annex 1

Biological criteria for Appendix I

The following criteria must be read in conjunction with the definitions, explanations and guidelines listed in Annex 5, including the footnote with respect to application of the definition of 'decline' for commercially exploited aquatic species.

A species is considered to be threatened with extinction if it meets, or is likely to meet, **at least one** of the following criteria.

- A. The wild population is small, and is characterized by **at least one** of the following:

- i) an observed, inferred or projected decline in the number of individuals or the area and quality of habitat;
 - ii) each subpopulation being very small;
 - iii) a majority of individuals being concentrated geographically during one or more life-history phases;
 - iv) large short-term fluctuations in population size; or
 - v) a high vulnerability to either intrinsic or extrinsic factors.
- B. The wild population has a restricted area of distribution and is characterized by **at least one** of the following:
- i) fragmentation or occurrence at very few locations;
 - ii) large fluctuations in the area of distribution or the number of subpopulations;
 - iii) a high vulnerability to either intrinsic or extrinsic factors; or
 - iv) an observed, inferred or projected decrease in any one of the following:
 - the area of distribution;
 - the area of habitat;
 - the number of subpopulations;
 - the number of individuals;
 - the quality of habitat; or
 - the recruitment.
- C. A marked decline in the population size in the wild, which has been **either**:
- i) observed as ongoing or as having occurred in the past (but with a potential to resume); **or**
 - ii) inferred or projected on the basis of any one of the following:
 - a decrease in area of habitat;
 - a decrease in quality of habitat;
 - levels or patterns of exploitation;
 - a high vulnerability to either intrinsic or extrinsic factors; or
 - a decreasing recruitment.

Annex 2 a Criteria for the inclusion of species in Appendix II in accordance with Article II, paragraph 2 (a), of the Convention

The following criteria must be read in conjunction with the definitions, explanations and guidelines listed in Annex 5, including the footnote with respect to application of the definition of 'decline' for commercially exploited aquatic species.

A species should be included in Appendix II when, on the basis of available trade data and information on the status and trends of the wild population(s), **at least one** of the following criteria is met:

- A. It is known, or can be inferred or projected, that the regulation of trade in the species is necessary to avoid it becoming eligible for inclusion in Appendix I in the near future; or

- B. It is known, or can be inferred or projected, that regulation of trade in the species is required to ensure that the harvest of specimens from the wild is not reducing the wild population to a level at which its survival might be threatened by continued harvesting or other influences.
-

Annex 2 b

Criteria for the inclusion of species in Appendix II in accordance with Article II, paragraph 2 (b), of the Convention

Species may be included in Appendix II in accordance with Article II, paragraph 2 (b), if **either one** of the following criteria is met:

- A. The specimens of the species in the form in which they are traded resemble specimens of a species included in Appendix II under the provisions of Article II, paragraph 2 (a), or in Appendix I, so that enforcement officers who encounter specimens of CITES-listed species are unlikely to be able to distinguish between them; or
- B. There are compelling reasons other than those given in criterion A above to ensure that effective control of trade in currently listed species is achieved.
-

Annex 3

Special cases

Split-listing

Listing of a species in more than one Appendix should be avoided in general in view of the enforcement problems it creates.

When split-listing does occur, this should generally be on the basis of national or regional populations, rather than subspecies. Split-listings that place some populations of a species in the Appendices, and the rest outside the Appendices, should normally not be permitted.

For species outside the jurisdiction of any State, listing in the Appendices should use the terms used in other relevant international agreements, if any, to define the population. If no such international agreement exists, then the Appendices should define the population by region or by geographic coordinates.

Taxonomic names below the species level should not be used in the Appendices unless the taxon in question is highly distinctive and the use of the name would not give rise to enforcement problems.

Higher taxa

If all species of a higher taxon are included in Appendix I or II, they should be included under the name of the higher taxon. If some species in a higher taxon are included in Appendix I or II and all the rest in the other Appendix, the latter species should be included under the name of the higher taxon, with an appropriate annotation made in accordance with the provisions of the relevant Resolutions on the use of annotations in the Appendices.

When preparing a proposal to include a higher taxon in the Appendices, Parties are encouraged to note any extinct species in the higher taxon and to clarify whether these are included or excluded from the proposed listing.

Parties contemplating preparing a proposal to transfer an individual plant species from a higher-taxon listing in Appendix II to a separate listing in Appendix I should consider:

- i) the ease with which it can be propagated artificially;
- ii) the extent to which it is currently available in cultivation from artificially propagated specimens; and
- iii) any practical problems in identifying the species, particularly in the form in which it may be traded.

Extinct species

Extinct species should not normally be proposed for inclusion in the Appendices. Extinct species already included in the Appendices should be retained in the Appendices if they meet one of the precautionary criteria included in Annex 4.D.

Annex 4

Precautionary measures

When considering proposals to amend Appendix I or II, the Parties shall, by virtue of the precautionary approach and in case of uncertainty either as regards the status of a species or the impact of trade on the conservation of a species, act in the best interest of the conservation of the species concerned and adopt measures that are proportionate to the anticipated risks to the species.

- A. 1. No species listed in Appendix I shall be removed from the Appendices unless it has been first transferred to Appendix II, with monitoring of any impact of trade on the species for at least two intervals between meetings of the Conference of the Parties with the exception that extinct species may be deleted from Appendix I without first being transferred to Appendix II subject to the provisions of paragraph D.
- 2. Species included in Appendix I should only be transferred to Appendix II:
 - a) If they do not satisfy the relevant criteria in Annex 1 and when one of the following precautionary safeguards is met:
 - i) the species is not in demand for international trade, nor is its transfer to Appendix II likely to stimulate trade in, or cause enforcement problems for, any other species included in Appendix I; or
 - ii) the species is likely to be in demand for trade, but its management is such that the Conference of the Parties is satisfied with:
 - A) implementation by the range States of the requirements of the Convention, in particular Article IV; and
 - B) appropriate enforcement controls and compliance with the requirements of the Convention; or
 - iii) an integral part of the amendment proposal is an export quota or other special measure approved by the Conference of the Parties, based on management measures described in the supporting statement of the amendment proposal, provided that effective enforcement controls are in place; or
 - b) when a ranching proposal is submitted in accordance with an applicable Resolution and is adopted by the Conference of the Parties.
- 3. No proposal for transfer of a species from Appendix I to Appendix II shall be considered from a Party that has entered a reservation for the species in question, unless that Party agrees to remove the reservation within 90 days of the adoption of the amendment.
- 4. No species should be deleted from Appendix II if such deletion would be likely to result in it qualifying for inclusion in the Appendices in the near future.

5. No species should be deleted from Appendix II if, within the last two intervals between meetings of the Conference of the Parties, it has been subject to a recommendation under the provisions of the Review of Significant Trade to improve its conservation status.
- B. The following review procedures shall apply when a species is transferred to Appendix II pursuant to paragraph A. 2. iii) above:
1. Where the Plants Committee, the Animals Committee or a Party becomes aware of problems in compliance with the management measures and export quotas of another Party, the Secretariat shall be informed and, if the Secretariat fails to resolve the matter satisfactorily, it shall inform the Standing Committee which may, after consultation with the Party concerned, recommend to all Parties that they suspend trade with that Party in specimens of CITES-listed species, and/or request the Depository Government to prepare a proposal to transfer the population back to Appendix I.
 2. If, on review of a quota and its supporting management measures, the Animals or Plants Committee encounters any problems with compliance or potential detriment to a species, the relevant Committee shall request the Depository Government to prepare a proposal for appropriate remedial action.
- C. With regard to quotas established pursuant to paragraph A. 2. iii) above:
1. If a Party wishes to renew, amend or delete such a quota, it shall submit an appropriate proposal for consideration at the next meeting of the Conference of the Parties.
 2. When a quota has been established for a limited period of time, after that period the quota will become zero until a new quota has been established.
- D. Species that are regarded as possibly extinct should not be deleted from the Appendices if:
1. they may be affected by trade in the event of their rediscovery; or
 2. they resemble extant species included in the Appendices; or
 3. their deletion would cause difficulties implementing the Convention; or
 4. their removal would complicate the interpretation of the Appendices.
-

NOTE: Where numerical guidelines are cited in this Annex, they are presented only as examples, since it is impossible to give numerical values that are applicable to all taxa because of differences in their biology.

Species

In Article I of the Convention, the term 'species' is defined as "any species, subspecies or geographically separate population thereof".

'Species' and 'subspecies' refer to the biological concept of a species, and do not require any further definition.

The two terms also cover varieties.

'Geographically separate population' refers to parts of a species or a subspecies within particular geographical boundaries. This can also refer to populations or subpopulations, or, for the sake of convenience in certain cases, to 'stocks' as the term is understood in fisheries management.

Until now, the Conference of the Parties has interpreted 'geographically separate populations' as populations delimited by geopolitical boundaries, whereas they have rarely used the other option of geographical boundaries.

Affected by trade

A species "is or may be affected by trade" if:

- i) it is known to be in trade (using the definition of 'trade' in Article I of the Convention), and that trade has or may have a detrimental impact on the status of the species; or
- ii) it is suspected to be in trade, or there is demonstrable potential international demand for the species, that may be detrimental to its survival in the wild.

Area of distribution

The 'area of distribution' of a species is defined as the area contained within the shortest continuous imaginary boundary which can be drawn to encompass all the known, inferred or projected sites of occurrence, excluding cases of vagrancy and introductions outside its natural range (though inferring and projecting area of occurrence should be undertaken carefully, and in a precautionary manner). The area within the imaginary boundary should, however, exclude significant areas where the species does not occur, and so, in defining an area of distribution, account should be taken of discontinuities or disjunctions in the spatial distribution of species. This encompasses the concept of area of occupancy. For migratory species, the area of distribution is the smallest area essential at any stage for the survival of that species (e.g. colonial nesting sites, feeding sites for migratory taxa, etc.). The determination that a species has a restricted area of distribution is taxon-specific and should take into account considerations such as habitat specificity, population density and endemism.

Decline

A 'decline' is a reduction in the abundance, or area of distribution, or area of habitat of a species. The assessment of decline by reference to area of habitat may be more appropriate where there are intrinsic difficulties in measuring the number of individuals.

Decline can be expressed in two different ways: (i) the overall long-term extent of decline; or (ii) the recent rate of decline. The long-term extent of decline is the total estimated or inferred percentage reduction from a baseline level of abundance or area of distribution. The recent rate of decline is the percentage change in abundance or area of distribution over a recent time period. The data used to estimate or infer a baseline for extent of decline should extend as far back into the past as possible.

The judgement that a decline is marked is taxon-specific and can be justified by a number of considerations, for example the population dynamics of a related taxonomic group. A general guideline for a marked historical extent of decline is a percentage decline to 5%-30% of the baseline, depending on the biology and productivity of the species. Productivity is the maximum percentage growth rate of a population. It is a complex function of reproductive biology, fecundity, individual growth rates, natural mortality, age at maturity and longevity. More-productive species tend to have high fecundity, rapid individual growth rates and high turnover of generations.

The extremes of 5% and 30% will be applicable to only a relatively small number of species, but some species may even fall outside of these extremes. However, both these figures are presented only as examples, since it is impossible to give numerical values that are applicable to all taxa because of differences in their biology (see footnote with respect to application of decline to commercially exploited aquatic species).

A general guideline for a marked recent rate of decline is a percentage decline of 50% or more in the last 10 years or three generations, whichever is the longer. If the population is small, a percentage decline of 20% or more in the last 5 years or 2 generations (whichever is the longer) may be more appropriate. However, these figures are presented only as examples, since it is impossible to give numerical values that are applicable to all taxa because of differences in their biology.

The historical extent of decline and the recent rate of decline should be considered in conjunction with one another. In general, the higher the historical extent of decline, and the lower the productivity of the species, the more important a given recent rate of decline is.

In estimating or inferring the historical extent of decline or the recent rate of decline, all relevant data should be taken into account. A decline need not necessarily be ongoing. If data are available only for a short period and the extent or rate of decline based on these data are cause for concern, the guidelines above (extrapolated as necessary or relevant) should still apply. However, natural fluctuations should not normally count as part of a decline, but an observed decline should not necessarily be considered part of a natural fluctuation unless there is evidence for this. A decline that is the result of legal activities carried out pursuant to a scientifically-based harvesting programme that reduces the population to a planned level, not detrimental to the survival of the species, would not normally be covered by the term 'decline'.

² **Application of decline for commercially exploited aquatic species**

In marine and large freshwater bodies, a narrower range of 5-20 % is deemed to be more appropriate in most cases, with a range of 5-10 % being applicable for species with high productivity, 10-15 % for species with medium productivity and 15-20 % for species with low productivity. Nevertheless some species may fall outside this range. Low productivity is correlated with low mortality rate and high productivity with high mortality. One possible guideline for indexing productivity is the natural mortality rate, with the range 0.2-0.5 per year indicating medium productivity.

In general, the historical extent of decline should be the primary criterion for consideration of listing in Appendix I. However, in circumstances where information to estimate the extent of decline is limited, the rate of decline over a recent period could itself still provide some information on the extent of decline.

For listing in Appendix II, the historical extent of decline and the recent rate of decline should be considered in conjunction with one another. The higher the historical extent of decline, and the lower the productivity of the species, the more important a given recent rate of decline is.

A general guideline for a marked recent rate of decline is the rate of decline that would drive a population down within approximately a 10-year period from the current population level to the historical extent of decline guideline (i.e. 5-20 % of baseline for exploited fish species). There should rarely be a need for concern for populations that have exhibited an historical extent of decline of less than 50 %, unless the recent rate of decline has been extremely high.

Even if a population is not declining appreciably, it could be considered for listing in Appendix II if it is near the extent-of-decline guidelines recommended above for consideration for Appendix-I listing. A range of between 5 % and 10 % above the relevant extent of decline might be considered as a definition of 'near', taking due account of the productivity of the species.

A recent rate of decline is important only if it is still occurring, or may resume, and is projected to lead to the species reaching the applicable point for that species in the Appendix-I extent-of-decline guidelines within approximately a 10-year period. Otherwise the overall extent of decline is what is important. When sufficient data are available, the recent rate of decline should be calculated over approximately a 10-year period. If fewer data are available, annual rates over a shorter period could be used. If there is evidence of a change in the trend, greater weight should be given to the more recent consistent trend. In most cases, listing would only be considered if the decline were projected to continue.

In considering the percentages indicated above, account needs to be taken of taxon- and case-specific biological and other factors that are likely to affect extinction risk. Depending on the biology, patterns of exploitation and area of distribution of the taxon, vulnerability factors (as listed in this Annex) may increase this risk, whereas mitigating factors (e.g. large absolute numbers or refugia) may reduce it.

Extinct

A species is considered to be 'extinct' when there is no reasonable doubt that the last individual has died or when exhaustive surveys in known and/or expected habitat, at appropriate times (diurnal, seasonal, annual), throughout its historic range have failed to record an individual. Surveys should be over a time frame appropriate to the species' life cycle and life form.

Fluctuations

Fluctuations in population size or area of distribution are considered large when the population size or area in question varies widely, rapidly or frequently. The judgement that there are large short-term fluctuations in the number of individuals is taxon-specific. For instance, it depends on the generation length of the taxon.

Fragmentation

'Fragmentation' refers to the case where most individuals within a taxon are found in small and relatively isolated subpopulations, which increases the probability that these small subpopulations will become extinct and the opportunities for re-establishment are limited.

Generation length

'Generation length' is the average age of parents of the current cohort (i.e. newborn individuals in the population). Generation length therefore reflects the turnover rate of breeding individuals in a population. Generation length is greater than the age at first breeding and less than the age of the oldest breeding individual, except in taxa that breed only once. Where generation length varies under threat, the more natural (i.e. pre-disturbance) generation length should be used.

Inferred or projected

This refers to estimations using indirect or direct methods. Inferences may be made on the basis either of direct measurements or from indirect evidence. Projection involves extrapolation to infer likely future values.

Near future

This refers to a time period in which it can be projected or inferred that a species would satisfy one (or more) of the criteria in Annex 1 to the present Resolution unless it is included in Appendix II. This will be taxon- and case-specific but should be greater than 5 years and less than 10 years.

Population issues

Population

'Population' refers to the total number of individuals of the species (as 'species' is defined in Article I of the Convention and in this Annex).

Wild population

'Wild population' refers to the total number of free-living individuals of the species within its area of distribution, as defined in this Annex.

Subpopulation

'Subpopulations' are defined as geographically or otherwise distinct groups in the population between which there is limited genetic exchange.

Population size

When providing details on the size of a population or subpopulation, it should be made clear whether the information presented relates to an estimate of the total number of individuals or to the effective population size (i.e. individuals capable of reproduction, excluding individuals that are

environmentally, behaviourally or otherwise reproductively suppressed in the wild) or to another appropriate measure, index or component of the population.

In the case of species biologically dependent on other species for all or part of their life cycles, biologically appropriate values for the host or co-dependent species should be chosen.

Small wild population

The judgement that a wild population is small is taxon-specific and can be justified by a number of considerations, for example the population of a related taxonomic group. For some low-productivity species where data exist to make an estimate, a figure of less than 5,000 individuals has been found to be an appropriate guideline (not a threshold) of what constitutes a small wild population, but the number could be higher for higher productivity species. However, this figure is presented only as an example, since it is impossible to give numerical values that are applicable to all taxa. There will be many cases where this numerical guideline does not apply.

Very small wild subpopulation

The judgement that a wild subpopulation is very small is taxon-specific. For some species where data exist to make an estimate, a figure of less than 500 individuals has been found to be an appropriate guideline (not a threshold) of what constitutes a very small wild subpopulation. However, this figure is presented only as an example, since it is impossible to give numerical values that are applicable to all taxa. There will be many cases where this numerical guideline does not apply.

Recruitment

'Recruitment' is the total number of individuals added to any particular demographic class of a population by either sexual or asexual reproduction.

Threatened with extinction

'Threatened with extinction' is defined in Annex 1. The vulnerability of a species to threats of extinction depends on its population demographics, biological characteristics (such as body size, trophic level, life cycle, breeding structure or social structure requirements for successful reproduction), and vulnerability due to aggregating habits, natural fluctuations in population size, or residency/migratory patterns. This makes it impossible to give numerical threshold values for population size or area of distribution that are applicable to all taxa.

Vulnerability

'Vulnerability' can be defined as the susceptibility to intrinsic or external effects that increase the risk of extinction, even when mitigating factors are taken into account. There are a number of taxon- or case-specific biological and other factors that may affect the extinction risk associated with a given percentage decline, small population size or restricted area of distribution. These can be, but are not limited to, aspects of any of the following:

Intrinsic factors

- Life history (e.g. low fecundity, slow growth rate of the individual, high age at first maturity, long generation time)
- Low absolute numbers or biomass or restricted area of distribution
- Population structure (age/size structure, sex ratio)
- Behavioural factors (e.g. social structure, migration, aggregating behaviour)
- Density (for sessile or semi-sessile species)
- Specialized niche requirements (e.g. diet, habitat)
- Species associations such as symbiosis and other forms of co-dependency
- Reduced genetic diversity
- Depensation (prone to continuing decline even in the absence of exploitation)
- Endemism
- Seed dispersal mechanism
- Specialized pollinators

Extrinsic factors

- Selectivity of removals (that may compromise recruitment)
 - Threats from alien invasive species (hybridization, disease transmission, predation, etc.)
 - Habitat degradation (contamination, soil erosion, alteration by alien invasive species, etc.)
 - Habitat loss/destruction
 - Habitat fragmentation
 - Harsh environmental conditions
 - Threats from disease
 - Rapid environmental change (e.g. climate regime shifts)
 - Stochastic events.
-

Annex 6 Format for proposals to amend the Appendices

The following provides information and instructions for the submission of a proposal to amend the Appendices and the appropriate supporting statement. Proponents should be guided by the need to provide to the Conference of the Parties sufficient information, of sufficient quality and in sufficient detail, to allow it to judge the proposal against the criteria established for the proposed action. This means that the relevant published and unpublished sources of information should be used, although for some species the amount of scientific information will be limited. Furthermore, this means that it may not be possible to address all elements of the proposal format. Analogy with related taxonomic groups or species that are ecologically similar may be used to guide judgements. Where research has been undertaken specifically to obtain information for the proposal, it should be presented in sufficient detail to be assessed by the Parties.

Parties are reminded that proposals should normally be limited to 12 pages (exclusive of references cited). If the proposal is longer than 12 pages, the proponent should provide translations into the working languages of the Convention.

A. Proposal

The proponent should indicate the specific amendment to the Appendices and any relevant annotations or qualifications. The proponent should justify the basis on which the species meets the relevant criteria.

- Inclusion in Appendix I or transfer from Appendix II to Appendix I. Specify which of the criteria in Annex 1 of the Resolution are satisfied.
- Inclusion in Appendix II
 - in accordance with Article II 2 (a). Specify which of the criteria in Annex 2 a of the Resolution are satisfied.
 - in accordance with Article II 2 (b)
 - for reasons of look-alike problems (criterion A of Annex 2 b). In this case, the names of the similar species already included in the Appendices should be given in section C11, 'Additional remarks'.
 - for other reasons (such as those referred to in Annex 2 b, criterion B or Annex 3 to this Resolution).
- Transfer from Appendix I to Appendix II in accordance with a precautionary measure specified in Annex 4 to this Resolution. Specify which of the criteria in Annex 2 of this Resolution are satisfied; specify why the criteria in Annex 1 of this Resolution are no longer satisfied; specify which of the measures in Annex 4 of this Resolution are satisfied or implemented.

- Deletion from Appendix II. Specify why the criteria in Annex 2 of this Resolution are not satisfied.
- Other action (provide explanation, e.g. amendment of a quota).

Annotations

If a specific annotation to the listing in the Appendices is proposed, the proponent should:

- ensure that the proposed annotation is in compliance with the applicable Resolutions;
- indicate the practical intent of the annotation;
- be specific and accurate as to the parts and derivatives to be covered by the annotation;
- provide clear and simple definitions of any terms in the annotation that may not be easily understood by enforcement personnel and user groups (noting that definitions should be specific to CITES and scientifically and technically precise to the extent practicable for purposes of the annotation);
- ensure that the annotation includes those specimens that first appear in international trade as exports from range States and that dominate the trade and the demand from the wild resource;
- harmonize, to the extent practicable, new annotations with existing annotations; and
- where applicable, provide identification sheets to be included in the CITES Identification Manual that illustrate the parts and derivatives covered under the annotation.

B. Proponent

The proponent may only be a Party to the Convention, in accordance with Article XV of the Convention.

C. Supporting statement

1. Taxonomy

The proponent should provide sufficient information to allow the Conference of the Parties to identify clearly the taxon that is the subject of the proposal.

1.1 Class

1.2 Order

1.3 Family

1.4 Genus, species or subspecies, including author and year

If the species concerned is included in one of the standard lists of names or taxonomic references adopted by the Conference of the Parties, the name provided by that reference should be entered here. If the species concerned is not included in one of the adopted standard references, the proponent should provide references as to the source of the name used.

1.5 Scientific synonyms

The proponent should provide information on other scientific names or synonyms under which the species concerned may be known currently, especially if these names are used in the trade in the species.

1.6 Common names (including, where appropriate, trade names)

1.7 Code numbers

If the species concerned is already included in the Appendices, refer to the code numbers in the CITES Identification Manual.

2. Overview

Provide a brief overview of key elements of the proposal. Parties should cite key sections of the supporting statement.

3. Species characteristics

The information required in this section is a summary of surveys, literature searches, and relevant studies. The references used must be listed in section 12 of the proposal. It is understood that the quality of the information available will vary a lot, but these instructions indicate the type of information that is required. If the proposal relates to a geographically separate population or subspecies, it should consider, where relevant, the biological species in its entirety to provide the appropriate context.

3.1 Distribution

Specify the currently known range of the species. If possible, provide information to indicate whether or not the distribution of the species is continuous and, if it is not, indicate to what degree it is fragmented.

3.2 Habitat

Specify the types of habitats occupied by the species and, when relevant, the degree of habitat specificity and the extent of each habitat type over the range of the species.

3.3 Biological characteristics

Provide a summary of general biological and life history characteristics of the species (e.g. reproduction, recruitment, survival rate, migration, sex ratio, regeneration or reproductive strategies).

3.4 Morphological characteristics

Provide a general description of the morphological diagnostic characteristics of the species, including colour, and information on morphological features by which the species can be differentiated from taxonomically closely related species.

3.5 Role of the species in its ecosystem

If available, provide information about the role of this species in its ecosystem, and other relevant ecological information, as well as about the potential impact of this proposal on that role.

4. Status and trends

This section includes qualitative and quantitative information that allows past and present trends to be evaluated pursuant to the criteria. The sources used must be referenced in section 12 of the proposal. It is understood that the quality of the information available will vary. The instructions below indicate the type of information that should be provided if possible. If the proposal relates to a geographically separate population or subspecies, it should consider, when relevant, the biological species in its entirety to provide the appropriate context. If available, the proposal should include any relevant quantitative analyses, stock assessments, etc. The proposal should note whether conclusions are based on observations, inferences or projections.

4.1 Habitat trends

Give information on the nature, rate and extent of habitat change (e.g. loss, degradation or modification), noting when applicable the degree of fragmentation and discernible changes in the quality of habitat. Where appropriate, the relationship between habitat and population trends should be described.

4.2 Population size

Give an estimate of the current total population or number of individuals differentiated by relevant age classes where possible, or other indices of population abundance, based on the most recently available data. Provide information on the source of the data used. Where appropriate, provide the number of subpopulations, and their estimated sizes. Population size may be estimated by reference to population density, having due regard to habitat type and other methodological considerations.

4.3 Population structure

Provide basic information on the current structure of the population and any past or current changes over time in that structure (e.g. social structure, population demographics, proportion of mature individuals or sex ratio).

4.4 Population trends

Basic, quantitative and qualitative information, when available, should be provided on current and past trends in the species' abundance (provide sources). The period over which these trends, if any, have been measured should be indicated. If the species naturally undergoes marked fluctuations in population size, information should be provided to demonstrate that the trend transcends natural fluctuations. If generation-time has been used in estimating the trend, state how the generation-time has been estimated.

4.5 Geographic trends

Provide information, when available on current and past trends in the species' distribution, indicating the period over which these trends, if any, have been measured. If relevant, give data on the degree and periodicity of fluctuations in the area of distribution.

5. Threats

Specify the nature, intensity and, if possible, relative importance of human-induced threats (e.g. habitat loss or degradation; over-exploitation; effects of competition, predation or disease by introduced species; hybridization; toxins and pollutants; etc.).

6. Utilization and trade

6.1 National utilization

Specify the types and extent of all known uses of the species, indicating trends if possible. Provide details of harvest methods. Indicate the extent to which utilization is from captive-bred, artificially propagated, or wild specimens.

Provide details of any stockpiles known to exist, and the measures that might be taken to dispose of them.

6.2 Legal trade

Quantify the level of international trade, identifying the source of statistics used (e.g. Customs statistics, CITES annual report data, FAO data, industry reports, etc.). Provide justification for inferences made about trade levels. Provide information about the nature of the trade (e.g. primarily for commercial purposes, primarily live specimens, primarily parts and derivatives, primarily of captive-bred or artificially propagated specimens, etc.) and about how the proposed amendment is expected to affect the nature of the trade.

6.3 Parts and derivatives in trade

To the extent possible, list parts and derivatives, including types of products in trade, Customs tariff codes specific to those parts and derivatives, and major importing and exporting countries that trade in those parts and derivatives.

6.4 Illegal trade

To the extent possible, quantify the level of illegal trade, nationally and internationally, and describe its nature. Assess the relative importance of this trade in relation to legal offtake for national use or legal international trade. Provide information on how the proposed amendment is expected to affect the nature of the trade.

6.5 Actual or potential trade impacts

Discuss the importance of current and future exploitation for international trade relative to overall use (domestic included) as a threat to the species in question.

7. Legal instruments

7.1 National

Provide details of legislation relating to the conservation of the species, including its habitat, either specifically (such as endangered-species legislation) or generally (such as legislation on wildlife and accompanying regulations). Indicate the nature of legal protection (i.e. is the species totally protected, or is harvesting regulated or controlled). Provide an assessment of the effectiveness of this legislation in ensuring the conservation and/or management of the species.

Provide similar information relating to legislation governing the management of trade in the species in question. Provide an assessment of the effectiveness of this legislation in controlling illegal trade in the species.

7.2 International

Provide details of international instruments relating to the species in question, including the nature of the protection afforded by such instruments. Provide an assessment of the effectiveness of these instruments in ensuring the conservation and/or management of the species.

Provide similar information on international instruments relating to the management of trade in the species in question. Provide an assessment of the effectiveness of these instruments in controlling illegal trade in the species.

8. Species management

8.1 Management measures

Provide details of programmes in place in the range States to manage populations of the species in question (e.g. controlled harvest from the wild, captive breeding or artificial propagation, reintroduction, ranching, quota systems, etc.). Include, where appropriate, details such as planned harvest rates, planned population sizes, procedures for the establishment and implementation of quotas, and mechanisms for ensuring that wildlife management advice is taken into account.

Where applicable, provide details of any mechanisms used to ensure a return from utilization of the species in question to conservation and/or management programmes (e.g. pricing schemes, community ownership plans, export tariffs, etc.).

8.2 Population monitoring

Provide details of programmes in place to monitor the status of wild populations and the sustainability of offtake from the wild.

8.3 Control measures

8.3.1 International

Provide information on measures in place, in addition to CITES, to control the movement of specimens of the species in question across international borders. Include information about marking schemes in place, if any.

8.3.2 Domestic

Provide information on controls in the range States aimed at ensuring a sustainable harvest from the wild of the species in question. Include information on education, compliance and enforcement activities as appropriate, and an assessment of the effectiveness of the programmes.

8.4 Captive breeding and artificial propagation

Where applicable, provide details of commercial captive-breeding or artificial propagation operations, including plantations, for the species in question within the country in question, including the size of captive stocks and the production, and the extent to which these operations are either contributing to a conservation programme or meeting a demand that would otherwise be met by specimens from the wild. Discuss any management implications of captive-breeding or artificial propagation programmes. Also provide information on the extent of captive-breeding or artificial propagation outside the country or countries of origin to the extent possible.

8.5 Habitat conservation

Provide information, where available, regarding the number, size and type of protected areas relevant to the habitat of the species, and on habitat conservation programmes outside protected areas.

8.6 Safeguards

In the case of proposals to transfer species from Appendix I to Appendix II or to delete species from Appendix II, or proposals involving substantive annotations, provide information on any relevant safeguards.

If the proposed amendment is likely to lead to an increase in trade in the species concerned, explain why this would not result in unsustainable trade in similar species.

9. Information on similar species

Give the names of species of which specimens in trade look very similar. Provide details on how they may be distinguished, including, in particular, details on those commodities or parts and derivatives most common in trade, and explain whether or not it is reasonable to expect an informed non-expert to be able to make a firm identification. Provide details on how to resolve potential difficulties in distinguishing specimens of the species proposed for listing from those of similar species, in particular those specimens most common in trade.

10. Consultations

Provide details of the consultation undertaken to secure comments on the proposal from the range States of the species, either through direct contact or via the CITES Secretariat. Comments received from each country should be provided. Where comments were sought but not received in sufficient time to enable their inclusion in the supporting statement, this should be noted, as well as the date of the request.

In cases of proposals to transfer Appendix-II species that are subject to the Review of Significant Trade to Appendix I, the proponent should consult the affected range State(s) and, as appropriate, the Animals Committee or Plants Committee. The proponent should state the reasons to justify why the amendment proposal was made. In cases of consultation with Parties via the CITES Secretariat, information from range States and non-range States should be separated.

In the case of species that are also managed through other international agreements or intergovernmental bodies, provide details of the consultations undertaken to obtain the comments of those organizations or bodies, and indicate how those comments have been addressed in the supporting statement. Where comments were sought but not received in sufficient time to enable their inclusion in the supporting statement, this should be noted, as well as the date of the request.

11. Additional remarks

12. References

RECOGNIZING that, in accordance with Articles III and IV of the Convention, export permits for specimens of species included in Appendices I and II shall be granted only when a Scientific Authority of the State of export has advised that such export will not be detrimental to the survival of the species (following a determination known as a 'non-detriment finding');

RECALLING that Article IV, paragraph 3, requires a Scientific Authority of each Party to monitor exports of specimens of Appendix-II species and, whenever necessary, to advise the Management Authority of suitable measures to be taken to limit such exports in order to maintain such species throughout their range at a level consistent with their role in the ecosystems and well above the level at which they would qualify for Appendix I;

NOTING that, in Resolution Conf. 14.7 (Rev. CoP15) on *Management of nationally established export quotas*, the Conference of the Parties recommends that, when Parties establish national voluntary export quotas, they do so on the basis of a non-detriment finding made by their Scientific Authority;

RECALLING further subparagraphs 2 c) and h) in Resolution Conf. 10.3 on *Designation and role of the Scientific Authorities*;

RECALLING that the effective implementation of Article IV, paragraphs 2 (a), 3 and 6 (a), of the Convention prevents the need to take actions in accordance with Resolution Conf. 12.8 (Rev. CoP17) on *Review of Significant Trade in specimens of Appendix-II species*;

NOTING that because of the great variety of taxa, life forms and biological characteristics of species included in Appendices I and II, there are various ways a Scientific Authority can make non-detriment findings;

AWARE of the challenges that Parties face when making scientifically-based non-detriment findings, and that the sharing of guiding principles and experience for making such findings would improve implementation of Articles III and IV of the Convention;

RECOGNIZING the outputs of the national, regional and international workshops on CITES non-detriment findings (in China, the Dominican Republic, Indonesia, Kuwait, Mexico, Nepal, Peru and other countries), the guidance for CITES Scientific Authorities produced by the International Union for Conservation of Nature (IUCN), and other capacity-building workshops; and

REAFFIRMING Objective 1.5 of the *CITES Strategic Vision: 2008-2020* in Resolution Conf. 16.3 (Rev. CoP17), adopted by the Conference of the Parties at its 16th meeting (Bangkok, 2013) and amended at its 17th meeting (Johannesburg, 2016), that the best available scientific information is the basis for non-detriment findings;

THE CONFERENCE OF THE PARTIES TO THE CONVENTION

1. RECOMMENDS that:

- a) Scientific Authorities take into account the following concepts and non-binding guiding principles in considering whether trade would be detrimental to the survival of a species:
 - i) a non-detriment finding for an Appendix-I or -II species is the result of a science-based assessment that verifies whether a proposed export is detrimental to the survival of that species or not;¹

* Amended at the 17th meeting of the Conference of the Parties.

¹ In considering whether an export may be detrimental, the sustainability of the overall harvest will usually be a necessary consideration.

- ii) Scientific Authorities should consider whether the species would be maintained throughout its range at a level consistent with its role in the ecosystems in which it occurs;
- iii) in making a non-detriment finding, Scientific Authorities should consider the volume of legal and illegal trade (known, inferred, projected, estimated) relative to the vulnerability of the species (intrinsic and extrinsic factors that increase the risk of extinction of the species);
- iv) the data requirements for a determination that trade is not detrimental to the survival of the species should be proportionate to the vulnerability of the species concerned;
- v) the making of an effective non-detriment finding relies upon a correct identification of the species concerned and verification that it is specimens of this species that are to be exported;
- vi) the methodology used to make a non-detriment finding should reflect the origin and type of specimen, such that the method used to make a non-detriment finding for a specimen known to be of non-wild origin may be less rigorous than that for a specimen of wild origin for example;
- vii) the methodology used should be flexible enough to allow for consideration of the specific and individual characteristics of different taxa;
- viii) the implementation of adaptive management, including monitoring, is an important consideration in the making of a non-detriment finding;
- ix) the non-detriment finding is based on resource assessment methodologies which may include, but are not limited to, consideration of:
 - A. species biology and life-history characteristics;
 - B. species range (historical and current);
 - C. population structure, status and trends (in the harvested area, nationally and internationally);
 - D. threats;
 - E. historical and current species-specific levels and patterns of harvest and mortality (e.g. age, sex) from all sources combined;
 - F. management measures currently in place and proposed, including adaptive management strategies and consideration of levels of compliance;
 - G. population monitoring; and
 - H. conservation status; and
- x) the sources of information that may be considered when making a non-detriment finding include but are not limited to:
 - A. relevant scientific literature concerning species biology, life history, distribution and population trends;
 - B. details of any ecological risk assessments conducted;
 - C. scientific surveys conducted at harvest locations and at sites protected from harvest and other impacts; and
 - D. relevant knowledge and expertise of local and indigenous communities;
 - E. consultations with relevant local, regional and international experts; and

- F. national and international trade information such as that available via the CITES trade database maintained by UNEP World Conservation Monitoring Centre (UNEP-WCMC), publications on trade, local knowledge on trade and investigations of sales at markets or through the Internet for example; and
- b) Scientific Authorities consider, as a reference for making non-detriment findings, the information included in the Annex to document AC26/PC20 Doc. 8.4 and any subsequent updates available on the CITES website¹;
2. ENCOURAGES Parties:
- a) to explore methods for making non-detriment findings;
- b) to share experiences and examples of ways of making non-detriment findings, including through appropriate regional or subregional workshops, and communicate them to the Secretariat;
- c) to request the Secretariat to make available these examples on the CITES web site;
- d) to maintain written records of the science-based rationale included in the Scientific Authorities' non-detriment finding assessments;
- e) to provide to the Secretariat for publication on the CITES website, where they exist, written records of the science-based rationales and scientific information used for non-detriment finding assessments, where possible, and
- f) to offer, on request, cooperative assistance to developing countries, for improvement of capacity to make non-detriment findings, based on nationally identified needs. Such cooperative assistance could take multiple forms, including financial and technical support; and
3. DIRECTS the Secretariat:
- a) to maintain a prominent section for non-detriment findings on the CITES website and to update it regularly with information from the Animals and Plants Committees, Parties and other sources;
- b) to implement a user-friendly mechanism on the CITES website that would allow Parties to easily submit relevant information to be considered for inclusion in the website;
- c) to ensure that this information is accessible in the appropriate sections of the CITES Virtual College; and
- d) to assist in identifying possible funding sources to help Parties implementing capacity-building activities related to the making of non-detriment findings.

¹ See: <http://www.cites.org/eng/prog/ndf/index.php>.

Conversation Contents

Zimbabwe elephant import ban

John Johnson <jrjohnson121852@gmail.com>

From: John Johnson <jrjohnson121852@gmail.com>
Sent: Mon Dec 11 2017 12:04:39 GMT-0700 (MST)
To: <(b) (6) @fws.gov>, <exsec@ios.doi.gov>
Subject: Zimbabwe elephant import ban

Gentlemen: I am one of many hunters affected by the elephant import ban instituted by FWS in 2014.

I booked my elephant hunt in January of 2014 with Charlton McCallum Safaris for the Dande East Safari area to take place in April of 2015. After the elephant trophy ban was instituted in April I had the opportunity to either cancel or postpone my hunt, and chose not to do so. I was going for the experience of hunting an elephant bull, and I had seen, first hand, the benefit to the indigenous communities of sport trophy hunting in the Dande Safari area in 2011 when I went on a buffalo and plains game hunt. I was impressed by the attitude of the locals regarding the protection of the wildlife and I was astounded at how they valued virtually every part of the animal once they were killed. I am not aware of any part of the world that utilizes every scrap of a harvested animal with the exception of the intestinal contents. During my 2011 trip I had the opportunity to observe a hippo being taken by another hunter. After the hippo was taken he was dragged up on to a sandbar. The head and hide were removed and then the local village was allowed to butcher the animal for their consumption. This occurred at approximately 11:30 a.m. Upon returning to the location at 3:30 p.m. that same afternoon, the only evidence of the hippo remaining was a large bloody spot. Virtually every scrap of that animal was utilized by the local village.

I knew when I returned from my trip that many people were going to ask me why I chose to hunt an elephant. After taking him at about 11:45 that morning, we began the recovery at about 1 p.m. At 2:30 p.m. we left the scene, and returned the following morning at about 9:00 a.m. The only remains of the elephant were his penis, the stomach contents, and a couple of bones that did not have enough meat on them to even make soup with. I have both the recovery and the "day after" on a video that is only about 4 minutes long in total (the photographer used time lapse to film the entire process and then speed it up). No one who has ever viewed this video has questioned me about taking this elephant again. I was told by the local village elder that my elephant was going to feed at least sixty families for at least three months.

I am a veteran of the U.S. Army and a retired veterinarian. While I consider myself a strong conservative (and a dedicated Trump supporter) I do not think it is appropriate for FWS to have passed this ban without considering U.S. citizens who had invested their time and treasure to hunt in Africa.

Charlton McCallum Safaris publishes their books showing their investment in the local economies. These figures are available to the general public, thereby dispelling any incorrect information regarding how important hunter's dollars are to the sustainability of African wildlife. They also spend large sums of money on anti-poaching, which, next to habitat loss, is the largest danger to African wildlife.

My ivory still sits in Charlton McCallum's safe in Harare. I hope to be able to bring it home sometime soon.

Thank you for your consideraton.

John R. Johnson, D.V.M.
12747 Texas Thistle
San Antonio, TX 78253
Cell: 210-508-0233
jrjohnson121852@gmail.com



The voice of fish and wildlife agencies

1100 First Street, NE, Suite 825
Washington, DC 20002
Phone: 202-838-3474
Fax: 202-350-9869
Email: info@fishwildlife.org

September 8, 2017

Honorable Rob Bishop, Chairman
House Natural Resources Committee
1324 Longworth House Office Bldg.
Washington, DC 20515

Honorable Raul Grijalva, Ranking Member
House Natural Resources Committee
1324 Longworth House Office Bldg.
Washington, DC 20515

Dear Chairman Bishop and Congressman Grijalva:

The Association of Fish and Wildlife Agencies (Association) strongly supports HR 3668 and urges your expeditious action to report the bill to the full House. Founded in 1902, the Association's mission remains to protect the authority of the state fish and wildlife agencies to manage fish and wildlife within their borders, including on federal lands and waters. We strive to work cooperatively with the federal agencies to deliver science-based, sustainable management of fish and wildlife resources for the use and enjoyment of our citizens. All 50 states are members of the Association.

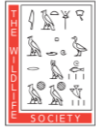
This is the third Congress which has tried to pass a bipartisan package of bills to benefit fish and wildlife conservation and the citizens of our Nation, including hunters, anglers, recreational shooters and other wildlife enthusiasts. The portfolio of separate bills bundled in the package has changed, but all of the bills focus on fish, wildlife and habitat conservation; enhancing access to federal lands for hunting, angling, recreational shooting and other wildlife dependent-recreation; increasing opportunities to engage in these activities; and clarifying federal authorities in these arenas. These bipartisan sportsmen's bills are strongly supported by the fish, wildlife, hunting, and fishing conservation community. While different groups may assign different priorities to the component bills, our community supports the bundled package of bills represented in HR 3668.

The Association is particularly appreciative of the inclusion of Title XIX, Respect for State Wildlife Management Authority. This title reaffirms and highlights the existing authority of the states to manage fish and wildlife within their borders, including on federal lands and waters. It is jurisdictionally neutral and neither enlarges nor diminishes the existing authorities of state and federal agencies in this area. It also directs the Secretaries of the Interior and Agriculture to cooperate with the states, and to utilize state fish and wildlife agencies' data and analyses when planning, developing and implementing land management plans for the US Forest Service, Bureau of Land Management, and US Fish and Wildlife Service lands. This brings consistency to the existing policy of many federal land management units which has not been consistently applied nationwide. The federal agencies will now have explicit Congressional direction to utilize state data and analyses. We strongly support and enthusiastically appreciate these provisions in Title XIX.

Thank you for your attention to the Association's perspectives and we stand ready to assist you in reporting HR 3668 favorably to the House floor. Please contact Jen Mock Schaeffer, Government Affairs Director, at jenmock@fishwildlife.org if you have questions.

Sincerely,

Nick Wiley
President



THE WILDLIFE SOCIETY

Leaders in Wildlife Science, Management and Conservation

22 November 2017

Mr. Donald J. Trump, President
United States of America
1600 Pennsylvania Ave.
Washington, D.C. 20006

RE: Conservation of African Elephants in Zimbabwe, Zambia, and other African countries

President Trump,

The conservation of threatened and endangered species is one of the most formidable challenges facing professional wildlife managers. Conservation of these species requires biological expertise and effective engagement of stakeholders. The Wildlife Society supports cooperative programs, both nationally and internationally, that are designed to manage and conserve threatened and endangered populations.

(Threatened & Endangered Species Standing Position)

The Wildlife Society also believes that human-wildlife interactions should enhance the overall value of wildlife resources—creating incentives to conserve and perpetuate wildlife through enhanced economic, cultural, and social importance *(Responsible Human Use of Wildlife Standing Position)*. Hunting and other means of harvest, when based on biological principles and properly regulated, has clearly been shown to enhance wildlife conservation efforts and be an appropriate human use of wildlife. *(Hunting Standing Position)*

Importation to the U.S. of hunter-harvested African elephants is permitted under the U.S. Endangered Species Act's Section 4(d) rule, where such activities are determined to enhance the survival of the population; such imports are currently permitted from Namibia and South Africa. The U.S. Fish & Wildlife Service has undertaken a rigorous review of the African elephant management plans for Zambia and Zimbabwe and has determined these plans, and their restrictive harvest components, will enhance conservation efforts for those populations.

The Wildlife Society supports sustainable harvest of wildlife and the concept that such hunting in Africa can be a source of funding that otherwise would not be available for local conservation efforts. Fees paid by foreign hunters provide funding that can create incentives for local communities to maintain large and potentially dangerous wildlife on the landscape, rather than kill them as pests, and retain their habitats, rather than convert them to agriculture or pasture. Hunter-generated funds are used to help resolve local human-wildlife conflicts, support anti-poaching and wildlife trafficking efforts, and secure tracts of suitable habitat.

We support and applaud the U.S. Fish & Wildlife Service's science-based process for evaluating African elephant management plans, and for determining that any harvest components will contribute to the survival of the species. Given the apparent political transition underway in Zimbabwe, we recommend the Service determine if the plans it has already reviewed for Zimbabwe are supported by the country's new leadership before a final decision is rendered regarding elephant imports from that country. We encourage your administration to advance science-based policies that will conserve and enhance African elephant populations and support sustainable use of wildlife resources.

Sincerely,

Dr. John E. McDonald, Jr.
President

Cc: Ryan Zinke, David Bernhardt, Greg Sheehan, Jim Kurth, Steve Guertin

The Wildlife Society, founded in 1937, represents more than 10,000 professional wildlife biologists and managers dedicated to excellence in wildlife stewardship through science and education. Our mission is to inspire, empower, and enable wildlife professionals to sustain wildlife populations and habitats through science-based management and conservation.

.....
(Original Signature of Member)

115TH CONGRESS
1ST SESSION

H. R. 3668

To provide for the preservation of sportsmen's heritage and enhance recreation opportunities on Federal land, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

Mr. DUNCAN of South Carolina introduced the following bill; which was referred to the Committee on _____

A BILL

To provide for the preservation of sportsmen's heritage and enhance recreation opportunities on Federal land, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the "Sportsmen's Heritage
5 and Recreational Enhancement Act" or the "SHARE".
6 Act.

7 **SEC. 2. TABLE OF CONTENTS.**

8 The table of contents for this Act is as follows:

- Sec. 1. Short title.
- Sec. 2. Table of contents.

TITLE I—FISHING PROTECTION ACT

- Sec. 101. Short title.
- Sec. 102. Modification of definition.
- Sec. 103. Limitation on authority to regulate ammunition and fishing tackle.

TITLE II—TARGET PRACTICE AND MARKSMANSHIP TRAINING
SUPPORT ACT

- Sec. 201. Short title.
- Sec. 202. Definition of public target range.
- Sec. 203. Amendments to Pittman-Robertson Wildlife Restoration Act.
- Sec. 204. Limits on liability.
- Sec. 205. Sense of Congress regarding cooperation.

TITLE III—RECREATIONAL LANDS SELF-DEFENSE ACT

- Sec. 301. Short title.
- Sec. 302. Protecting Americans from violent crime.

TITLE IV—RECREATIONAL FISHING AND HUNTING HERITAGE
OPPORTUNITIES ACT

- Sec. 401. Short title.
- Sec. 402. Definitions.
- Sec. 403. Recreational fishing, hunting, and shooting.
- Sec. 404. Volunteer Hunters; Reports; Closures and Restrictions.

TITLE V—FARMER AND HUNTER PROTECTION ACT

- Sec. 501. Short title.
- Sec. 502. Baiting of migratory game birds.

TITLE VI—TRANSPORTING BOWS ACROSS NATIONAL PARK
SERVICE LANDS

- Sec. 601. Short title.
- Sec. 602. Bowhunting opportunity and wildlife stewardship.

TITLE VII—RESPECT FOR TREATIES AND RIGHTS

- Sec. 701. Respect for treaties and rights.

TITLE VIII—STATE APPROVAL OF FISHING RESTRICTION

- Sec. 801. State or territorial approval of restriction of recreational or commercial fishing access to certain State or territorial waters.

TITLE IX—OPEN BOOK ON EQUAL ACCESS TO JUSTICE

- Sec. 901. Short title.
- Sec. 902. Modification of equal access to justice provisions.

TITLE X—GOOD SAMARITAN SEARCH AND RECOVERY

- Sec. 1001. Short title.
- Sec. 1002. Expedited access to certain Federal land.

TITLE XI—INTERSTATE TRANSPORTATION OF FIREARMS OR
AMMUNITION

Sec. 1101. Interstate transportation of firearms or ammunition.

TITLE XII—POLAR BEAR CONSERVATION AND FAIRNESS ACT

Sec. 1201. Short title.

Sec. 1202. Permits for importation of polar bear trophies taken in sport hunts
in Canada.

TITLE XIII—NORTH AMERICAN WETLANDS CONSERVATION
EXTENSION

Sec. 1301. Short title.

Sec. 1302. Authorization of appropriations.

Sec. 1303. Limitation on expenditures for purchase of land.

Sec. 1304. Enhanced report on expenditures.

TITLE XIV—GRAY WOLVES

Sec. 1401. Reissuance of final rules relating to gray wolves in the Western
Great Lakes and the State of Wyoming.

TITLE XV—HEARING PROTECTION

Sec. 1501. Short title.

Sec. 1502. Equal treatment of silencers and firearms.

Sec. 1503. Treatment of certain silencers.

Sec. 1504. Preemption of certain State laws in relation to firearm silencers.

Sec. 1505. Destruction of records.

Sec. 1506. Amendments to title 18, United States Code.

Sec. 1507. Imposition of tax on firearm silencers or firearm mufflers.

TITLE XVI—LAWFUL PURPOSE AND SELF-DEFENSE

Sec. 1601. Short title.

Sec. 1602. Elimination of authority to reclassify popular rifle ammunition as
“armor piercing ammunition”.

Sec. 1603. Elimination of restrictions on importation of non-National Firearms
Act firearm or ammunition that may otherwise be lawfully pos-
sessed and sold in the United States.

Sec. 1604. Protection of shotguns, shotgun shells, and large caliber rifles from
arbitrary classification as “destructive devices”.

Sec. 1605. Broadening of the temporary interstate transfer provision to allow
temporary transfers for all lawful purposes rather than just for
“sporting purposes”.

TITLE XVII—FEDERAL LAND TRANSACTION FACILITATION ACT
REAUTHORIZATION (FLTFA)

Sec. 1701. Short title.

Sec. 1702. Federal Land Transaction Facilitation Act.

TITLE XVIII—FILM CREWS

Sec. 1801. Annual permit and fee for film crews of 5 persons or fewer.

TITLE XIX—RESPECT FOR STATE WILDLIFE MANAGEMENT
AUTHORITY

Sec. 1901. Authority of the States.

Sec. 1902. Federal Licenses.

Sec. 1903. Cooperation with State Fish and Wildlife Agencies on Management
Plans.

1 **TITLE I—FISHING PROTECTION**
2 **ACT**

3 **SEC. 101. SHORT TITLE.**

4 This title may be cited as the “Fishing Protection
5 Act”.

6 **SEC. 102. MODIFICATION OF DEFINITION.**

7 Section 3(2)(B) of the Toxic Substances Control Act
8 (15 U.S.C. 2602(2)(B)) is amended—

9 (1) in clause (v), by striking “and” at the end;

10 (2) in clause (vi), by striking the period at the
11 end and inserting “, and”; and

12 (3) by inserting after clause (vi) the following:

13 “(vii) any sport fishing equipment (as such
14 term is defined in subsection (a) of section 4162 of
15 the Internal Revenue Code of 1986) the sale of
16 which is subject to the tax imposed by section
17 4161(a) of such Code (determined without regard to
18 any exemptions from such tax as provided by section
19 4162 or 4221 or any other provision of such Code),
20 and sport fishing equipment components.”.

1 **SEC. 103. LIMITATION ON AUTHORITY TO REGULATE AM-**
2 **MUNITION AND FISHING TACKLE.**

3 Except as provided in section 20.21 of title 50, Code
4 of Federal Regulations, as in effect on the date of the en-
5 actment of this Act, or any substantially similar successor
6 regulation thereto, the Secretary of the Interior, the Sec-
7 retary of Agriculture, and any bureau, service, or office
8 of the Department of the Interior or the Department of
9 Agriculture, may not regulate the use of ammunition car-
10 tridges, ammunition components, or fishing tackle based
11 on the lead content thereof if such use is in compliance
12 with the law of the State in which the use occurs.

13 **TITLE II—TARGET PRACTICE**
14 **AND MARKSMANSHIP TRAIN-**
15 **ING SUPPORT ACT**

16 **SEC. 201. SHORT TITLE.**

17 This title may be cited as the “Target Practice and
18 Marksmanship Training Support Act”.

19 **SEC. 202. DEFINITION OF PUBLIC TARGET RANGE.**

20 In this title, the term “public target range” means
21 a specific location that—

- 22 (1) is identified by a governmental agency for
23 recreational shooting;
- 24 (2) is open to the public;
- 25 (3) may be supervised; and

1 (4) may accommodate archery or rifle, pistol, or
2 shotgun shooting.

3 **SEC. 203. AMENDMENTS TO PITTMAN-ROBERTSON WILD-**
4 **LIFE RESTORATION ACT.**

5 (a) DEFINITIONS.—Section 2 of the Pittman-Robert-
6 son Wildlife Restoration Act (16 U.S.C. 669a) is amend-
7 ed—

8 (1) by redesignating paragraphs (2) through
9 (8) as paragraphs (3) through (9), respectively; and
10 (2) by inserting after paragraph (1) the fol-
11 lowing:

12 “(2) the term ‘public target range’ means a
13 specific location that—

14 “(A) is identified by a governmental agen-
15 cy for recreational shooting;

16 “(B) is open to the public;

17 “(C) may be supervised; and

18 “(D) may accommodate archery or rifle,
19 pistol, or shotgun shooting;”.

20 (b) EXPENDITURES FOR MANAGEMENT OF WILD-
21 LIFE AREAS AND RESOURCES.—Section 8(b) of the Pitt-
22 man-Robertson Wildlife Restoration Act (16 U.S.C.
23 669g(b)) is amended—

24 (1) by striking “(b) Each State” and inserting
25 the following:

1 “(b) EXPENDITURES FOR MANAGEMENT OF WILD-
2 LIFE AREAS AND RESOURCES.—

3 “(1) IN GENERAL.—Except as provided in para-
4 graph (2), each State”;

5 (2) in paragraph (1) (as so designated), by
6 striking “construction, operation,” and inserting
7 “operation”;

8 (3) in the second sentence, by striking “The
9 non-Federal share” and inserting the following:

10 “(3) NON-FEDERAL SHARE.—The non-Federal
11 share”;

12 (4) in the third sentence, by striking “The Sec-
13 retary” and inserting the following:

14 “(4) REGULATIONS.—The Secretary”; and

15 (5) by inserting after paragraph (1) (as des-
16 ignated by paragraph (1) of this subsection) the fol-
17 lowing:

18 “(2) EXCEPTION.—Notwithstanding the limita-
19 tion described in paragraph (1), a State may pay up
20 to 90 percent of the cost of acquiring land for, ex-
21 panding, or constructing a public target range.”.

22 (c) FIREARM AND BOW HUNTER EDUCATION AND
23 SAFETY PROGRAM GRANTS.—Section 10 of the Pittman-
24 Robertson Wildlife Restoration Act (16 U.S.C. 669h–1)
25 is amended—

1 (1) in subsection (a), by adding at the end the
2 following:

3 “(3) ALLOCATION OF ADDITIONAL AMOUNTS.—
4 Of the amount apportioned to a State for any fiscal
5 year under section 4(b), the State may elect to allo-
6 cate not more than 10 percent, to be combined with
7 the amount apportioned to the State under para-
8 graph (1) for that fiscal year, for acquiring land for,
9 expanding, or constructing a public target range.”;

10 (2) by striking subsection (b) and inserting the
11 following:

12 “(b) COST SHARING.—

13 “(1) IN GENERAL.—Except as provided in para-
14 graph (2), the Federal share of the cost of any activ-
15 ity carried out using a grant under this section shall
16 not exceed 75 percent of the total cost of the activ-
17 ity.

18 “(2) PUBLIC TARGET RANGE CONSTRUCTION OR
19 EXPANSION.—The Federal share of the cost of ac-
20 quiring land for, expanding, or constructing a public
21 target range in a State on Federal or non-Federal
22 land pursuant to this section or section 8(b) shall
23 not exceed 90 percent of the cost of the activity.”;

24 and

25 (3) in subsection (c)(1)—

1 (A) by striking “Amounts made” and in-
2 serting the following:

3 “(A) IN GENERAL.—Except as provided in
4 subparagraph (B), amounts made”; and

5 (B) by adding at the end the following:

6 “(B) EXCEPTION.—Amounts provided for
7 acquiring land for, constructing, or expanding a
8 public target range shall remain available for
9 expenditure and obligation during the 5-fiscal-
10 year period beginning on October 1 of the first
11 fiscal year for which the amounts are made
12 available.”.

13 **SEC. 204. LIMITS ON LIABILITY.**

14 (a) DISCRETIONARY FUNCTION.—For purposes of
15 chapter 171 of title 28, United States Code (commonly
16 referred to as the “Federal Tort Claims Act”), any action
17 by an agent or employee of the United States to manage
18 or allow the use of Federal land for purposes of target
19 practice or marksmanship training by a member of the
20 public shall be considered to be the exercise or perform-
21 ance of a discretionary function.

22 (b) CIVIL ACTION OR CLAIMS.—Except to the extent
23 provided in chapter 171 of title 28, United States Code,
24 the United States shall not be subject to any civil action
25 or claim for money damages for any injury to or loss of

1 property, personal injury, or death caused by an activity
2 occurring at a public target range that is—

- 3 (1) funded in whole or in part by the Federal
4 Government pursuant to the Pittman-Robertson
5 Wildlife Restoration Act (16 U.S.C. 669 et seq.); or
6 (2) located on Federal land.

7 **SEC. 205. SENSE OF CONGRESS REGARDING COOPERATION.**

8 It is the sense of Congress that, consistent with appli-
9 cable laws and regulations, the Chief of the Forest Service
10 and the Director of the Bureau of Land Management
11 should cooperate with State and local authorities and
12 other entities to carry out waste removal and other activi-
13 ties on any Federal land used as a public target range
14 to encourage continued use of that land for target practice
15 or marksmanship training.

16 **TITLE III—RECREATIONAL**
17 **LANDS SELF-DEFENSE ACT**

18 **SEC. 301. SHORT TITLE.**

19 This title may be cited as the “Recreational Lands
20 Self-Defense Act”.

21 **SEC. 302. PROTECTING AMERICANS FROM VIOLENT CRIME.**

22 The Secretary of the Army shall not promulgate or
23 enforce any regulation that prohibits an individual from
24 possessing a firearm, including a firearm that is assem-
25 bled, loaded, and functional, at a water resources develop-

1 ment project covered under section 327.0 of title 36, Code
2 of Federal Regulations (as in effect on the date of enact-
3 ment of this Act), if—

4 (1) the individual is not otherwise prohibited by
5 law from possessing the firearm; and

6 (2) the possession of the firearm is in compli-
7 ance with the law of the State in which the water
8 resources development project is located.

9 **TITLE IV—RECREATIONAL FISH-**
10 **ING AND HUNTING HERITAGE**
11 **OPPORTUNITIES ACT**

12 **SEC. 401. SHORT TITLE.**

13 This title may be cited as the “Recreational Fishing
14 and Hunting Heritage and Opportunities Act”.

15 **SEC. 402. DEFINITIONS.**

16 In this title:

17 (1) **FEDERAL PUBLIC LAND.**—The term “Fed-
18 eral public land” means any land or water that is
19 owned and managed by the Bureau of Land Man-
20 agement or the Forest Service.

21 (2) **FEDERAL PUBLIC LAND MANAGEMENT OF-**
22 **FICIALS.**—The term “Federal public land manage-
23 ment officials” means—

24 (A) the Secretary of the Interior and Di-
25 rector of the Bureau of Land Management re-

1 garding Bureau of Land Management lands
2 and waters; and

3 (B) the Secretary of Agriculture and Chief
4 of the Forest Service regarding the National
5 Forest System.

6 (3) HUNTING.—

7 (A) IN GENERAL.—Except as provided in
8 subparagraph (B), the term “hunting” means
9 use of a firearm, bow, or other authorized
10 means in the lawful—

11 (i) pursuit, shooting, capture, collec-
12 tion, trapping, or killing of wildlife;

13 (ii) attempt to pursue, shoot, capture,
14 collect, trap, or kill wildlife; or

15 (iii) the training of hunting dogs, in-
16 cluding field trials.

17 (B) EXCLUSION.—The term “hunting”
18 does not include the use of skilled volunteers to
19 cull excess animals (as defined by other Federal
20 law).

21 (4) RECREATIONAL FISHING.—The term “rec-
22 reational fishing” means the lawful—

23 (A) pursuit, capture, collection, or killing
24 of fish; or

25 (B) attempt to capture, collect, or kill fish.

1 (3) discretionary limitations on recreational
2 fishing, hunting, and shooting determined to be nec-
3 essary and reasonable as supported by the best sci-
4 entific evidence and advanced through a transparent
5 public process.

6 (b) MANAGEMENT.—Consistent with subsection (a),
7 the head of each Federal public land management agency
8 shall exercise its land management discretion—

9 (1) in a manner that supports and facilitates
10 recreational fishing, hunting, and shooting opportu-
11 nities;

12 (2) to the extent authorized under applicable
13 State law; and

14 (3) in accordance with applicable Federal law.

15 (c) PLANNING.—

16 (1) EVALUATION OF EFFECTS ON OPPORTUNI-
17 TIES TO ENGAGE IN RECREATIONAL FISHING, HUNT-
18 ING, OR SHOOTING.—Federal public land planning
19 documents, including land resources management
20 plans, resource management plans, and comprehen-
21 sive conservation plans, shall include a specific eval-
22 uation of the effects of such plans on opportunities
23 to engage in recreational fishing, hunting, or shoot-
24 ing.

1 (2) NO MAJOR FEDERAL ACTION.—No action
2 taken under this title, or under section 4 of the Na-
3 tional Wildlife Refuge System Administration Act of
4 1966 (16 U.S.C. 668dd), either individually or cu-
5 mulatively with other actions involving Federal pub-
6 lic lands or lands managed by the United States
7 Fish and Wildlife Service, shall be considered under
8 the National Environmental Policy Act of 1969 (42
9 U.S.C. 4321 et seq.) to be a major Federal action
10 significantly affecting the quality of the human envi-
11 ronment, and no additional identification, analysis,
12 or consideration of environmental effects, including
13 cumulative effects, is necessary or required with re-
14 spect to such an action.

15 (3) OTHER ACTIVITY NOT CONSIDERED.—Fed-
16 eral public land management officials are not re-
17 quired to consider the existence or availability of rec-
18 reational fishing, hunting, or shooting opportunities
19 on adjacent or nearby public or private lands in the
20 planning for or determination of which Federal pub-
21 lic lands are open for these activities or in the set-
22 ting of levels of use for these activities on Federal
23 public lands, unless the combination or coordination
24 of such opportunities would enhance the recreational

1 fishing, hunting, or shooting opportunities available
2 to the public.

3 (d) FEDERAL PUBLIC LANDS.—

4 (1) LANDS OPEN.—Notwithstanding any other
5 law, lands under the jurisdiction of the Bureau of
6 Land Management or the Forest Service, including
7 Wilderness Areas, Wilderness Study Areas, lands
8 designated as wilderness or administratively classi-
9 fied as wilderness eligible or suitable and primitive
10 or semi-primitive areas and National Monuments,
11 but excluding lands on the Outer Continental Shelf,
12 shall be open to recreational fishing, hunting, and
13 shooting unless the managing Federal agency acts to
14 close lands to such activity. Lands may be made
15 subject to closure to or restriction on recreational
16 fishing, hunting, or shooting if determined by the
17 head of the agency concerned to be necessary and
18 reasonable and supported by facts and evidence, for
19 purposes including resource conservation, public
20 safety, energy or mineral production, energy genera-
21 tion or transmission infrastructure, water supply fa-
22 cilities, protection of other permittees, protection of
23 private property rights or interest, national security,
24 or compliance with other law.

25 (2) SHOOTING RANGES.—

1 (A) IN GENERAL.—The head of each Fed-
2 eral agency shall use his or her authorities in
3 a manner consistent with this title and other
4 applicable law, to—

5 (i) lease or permit use of lands under
6 the jurisdiction of the agency for shooting
7 ranges; and

8 (ii) designate specific lands under the
9 jurisdiction of the agency for recreational
10 shooting activities.

11 (B) LIMITATION ON LIABILITY.—Any des-
12 ignation under subparagraph (A)(ii) shall not
13 subject the United States to any civil action or
14 claim for monetary damages for injury or loss
15 of property or personal injury or death caused
16 by any activity occurring at or on such des-
17 ignated lands.

18 (e) NECESSITY IN WILDERNESS AREAS AND “WITH-
19 IN AND SUPPLEMENTAL TO” WILDERNESS PURPOSES.—

20 (1) MINIMUM REQUIREMENTS FOR ADMINIS-
21 TRATION.—The provision of opportunities for rec-
22 reational fishing, hunting, and shooting and the con-
23 servation of fish and wildlife to provide sustainable
24 use recreational opportunities on designated Federal
25 wilderness areas shall constitute measures necessary

1 to meet the minimum requirements for the adminis-
2 tration of the wilderness area, provided that this de-
3 termination shall not authorize or facilitate com-
4 modity development, use, or extraction, motorized
5 recreational access or use that is not otherwise al-
6 lowed under the Wilderness Act (16 U.S.C. 1131 et
7 seq.), or permanent road construction or mainte-
8 nance within designated wilderness areas.

9 (2) APPLICATION OF WILDERNESS ACT.—Provi-
10 sions of the Wilderness Act (16 U.S.C. 1131 et
11 seq.), stipulating that wilderness purposes are “with-
12 in and supplemental to” the purposes of the under-
13 lying Federal land unit are reaffirmed. When seek-
14 ing to carry out fish and wildlife conservation pro-
15 grams and projects or provide fish and wildlife de-
16 pendent recreation opportunities on designated wil-
17 derness areas, the head of each Federal agency shall
18 implement these supplemental purposes so as to fa-
19 cilitate, enhance, or both, but not to impede the un-
20 derlying Federal land purposes when seeking to
21 carry out fish and wildlife conservation programs
22 and projects or provide fish and wildlife dependent
23 recreation opportunities in designated wilderness
24 areas, provided that such implementation shall not
25 authorize or facilitate commodity development, use

1 or extraction, or permanent road construction or use
2 within designated wilderness areas.

3 (f) REPORT.—Beginning on the second October 1
4 after the date of the enactment of this Act and biennially
5 on October 1 thereafter, the head of each Federal agency
6 who has authority to manage Federal public land on which
7 recreational fishing, hunting, or shooting occurs shall sub-
8 mit to the Committee on Natural Resources of the House
9 of Representatives and the Committee on Energy and
10 Natural Resources of the Senate a report that describes—

11 (1) any Federal public land administered by the
12 agency head that was closed to recreational fishing,
13 hunting, or shooting at any time during the pre-
14 ceding year; and

15 (2) the reason for the closure.

16 (g) CLOSURES OR SIGNIFICANT RESTRICTIONS OF
17 640 OR MORE ACRES.—

18 (1) IN GENERAL.—Other than closures estab-
19 lished or prescribed by land planning actions re-
20 ferred to in subsection (d) or emergency closures de-
21 scribed in paragraph (3) of this subsection, a perma-
22 nent or temporary withdrawal, change of classifica-
23 tion, or change of management status of Federal
24 public land that effectively closes or significantly re-
25 stricts 640 or more contiguous acres of Federal pub-

1 lic land to access or use for recreational fishing or
2 hunting or activities related to recreational fishing
3 or hunting, or both, shall take effect only if, before
4 the date of withdrawal or change, the head of the
5 Federal agency that has jurisdiction over the Fed-
6 eral public land—

7 (A) publishes appropriate notice of the
8 withdrawal or change, respectively;

9 (B) demonstrates that coordination has oc-
10 curred with a State fish and wildlife agency;
11 and

12 (C) submits to the Committee on Natural
13 Resources of the House of Representatives and
14 the Committee on Energy and Natural Re-
15 sources of the Senate written notice of the with-
16 drawal or change, respectively.

17 (2) AGGREGATE OR CUMULATIVE EFFECTS.—If
18 the aggregate or cumulative effect of separate with-
19 drawals or changes effectively closes or significantly
20 restricts 1,280 or more acres of land or water, such
21 withdrawals and changes shall be treated as a single
22 withdrawal or change for purposes of paragraph (1).

23 (3) EMERGENCY CLOSURES.—Nothing in this
24 title prohibits a Federal land management agency
25 from establishing or implementing emergency clo-

1 sures or restrictions of the smallest practicable area
2 to provide for public safety, resource conservation,
3 national security, or other purposes authorized by
4 law. Such an emergency closure shall terminate after
5 a reasonable period of time unless converted to a
6 permanent closure consistent with this title.

7 (h) NATIONAL PARK SERVICE UNITS NOT AF-
8 FECTED.—Nothing in this title shall affect or modify man-
9 agement or use of units of the National Park System.

10 (i) NO PRIORITY.—Nothing in this title requires a
11 Federal land management agency to give preference to
12 recreational fishing, hunting, or shooting over other uses
13 of Federal public land or over land or water management
14 priorities established by Federal law.

15 (j) CONSULTATION WITH COUNCILS.—In fulfilling
16 the duties set forth in this Act, the heads of Federal agen-
17 cies shall consult with respective advisory councils as es-
18 tablished in Executive Order Nos. 12962 and 13443.

19 (k) AUTHORITY OF THE STATES.—

20 (1) IN GENERAL.—Nothing in this title shall be
21 construed as interfering with, diminishing, or con-
22 flicting with the authority, jurisdiction, or responsi-
23 bility of any State to exercise primary management,
24 control, or regulation of fish and wildlife under State

1 law (including regulations) on land or water within
2 the State, including on Federal public land.

3 (2) FEDERAL LICENSES.—Nothing in this title
4 shall be construed to authorize the head of a Federal
5 agency to require a license, fee, or permit to fish,
6 hunt, or trap on land or water in a State, including
7 on Federal public land in the States, except that this
8 paragraph shall not affect the Migratory Bird Stamp
9 requirement set forth in the Migratory Bird Hunting
10 and Conservation Stamp Act (16 U.S.C. 718 et
11 seq.).

12 **SEC. 404. VOLUNTEER HUNTERS; REPORTS; CLOSURES AND**
13 **RESTRICTIONS.**

14 (a) DEFINITIONS.—For the purposes of this section:

15 (1) PUBLIC LAND.—The term “public land”
16 means—

17 (A) units of the National Park System;

18 (B) National Forest System lands; and

19 (C) land and interests in land owned by
20 the United States and under the administrative
21 jurisdiction of—

22 (i) the Fish and Wildlife Service; or

23 (ii) the Bureau of Land Management.

24 (2) SECRETARY.—The term “Secretary”
25 means—

1 (A) the Secretary of the Interior and in-
2 cludes the Director of the National Park Serv-
3 ice, with regard to units of the National Park
4 System;

5 (B) the Secretary of the Interior and in-
6 cludes the Director of the Fish and Wildlife
7 Service, with regard to Fish and Wildlife Serv-
8 ice lands and waters;

9 (C) the Secretary of the Interior and in-
10 cludes the Director of the Bureau of Land
11 Management, with regard to Bureau of Land
12 Management lands and waters; and

13 (D) the Secretary of Agriculture and in-
14 cludes the Chief of the Forest Service, with re-
15 gard to National Forest System lands.

16 (3) VOLUNTEER FROM THE HUNTING COMMU-
17 NITY.—The term “volunteer from the hunting com-
18 munity” means a volunteer who holds a valid hunt-
19 ing license issued by a State.

20 (b) VOLUNTEER HUNTERS.—When planning wildlife
21 management involving reducing the size of a wildlife popu-
22 lation on public land, the Secretary shall consider the use
23 of and may use volunteers from the hunting community
24 as agents to assist in carrying out wildlife management
25 on public land. The Secretary shall not reject the use of

1 volunteers from the hunting community as agents without
2 the concurrence of the appropriate State wildlife manage-
3 ment authorities.

4 (c) REPORT.—Beginning on the second October 1
5 after the date of the enactment of this Act and biennially
6 on October 1 thereafter, the Secretary shall submit to the
7 Committee on Natural Resources of the House of Rep-
8 resentatives and the Committee on Energy and Natural
9 Resources of the Senate a report that describes—

10 (1) any public land administered by the Sec-
11 retary that was closed to fishing, hunting, and rec-
12 reational shooting at any time during the preceding
13 year; and

14 (2) the reason for the closure.

15 (d) CLOSURES OR SIGNIFICANT RESTRICTIONS.—

16 (1) IN GENERAL.—Other than closures estab-
17 lished or prescribed by land planning actions re-
18 ferred to in section 604(e) or emergency closures de-
19 scribed in paragraph (2), a permanent or temporary
20 withdrawal, change of classification, or change of
21 management status of public land that effectively
22 closes or significantly restricts any acreage of public
23 land to access or use for fishing, hunting, rec-
24 reational shooting, or activities related to fishing,
25 hunting, or recreational shooting, or a combination

1 of those activities, shall take effect only if, before the
2 date of withdrawal or change, the Secretary—

3 (A) publishes appropriate notice of the
4 withdrawal or change, respectively;

5 (B) demonstrates that coordination has oc-
6 curred with a State fish and wildlife agency;
7 and

8 (C) submits to the Committee on Natural
9 Resources of the House of Representatives and
10 the Committee on Energy and Natural Re-
11 sources of the Senate written notice of the with-
12 drawal or change, respectively.

13 (2) EMERGENCY CLOSURES.—Nothing in this
14 Act prohibits the Secretary from establishing or im-
15 plementing emergency closures or restrictions of the
16 smallest practicable area to provide for public safety,
17 resource conservation, national security, or other
18 purposes authorized by law. Such an emergency clo-
19 sure shall terminate after a reasonable period of
20 time unless converted to a permanent closure con-
21 sistent with this Act.

1 **TITLE V—FARMER AND HUNTER**
2 **PROTECTION ACT**

3 **SEC. 501. SHORT TITLE.**

4 This title may be cited as the “Hunter and Farmer
5 Protection Act”.

6 **SEC. 502. BAITING OF MIGRATORY GAME BIRDS.**

7 Section 3 of the Migratory Bird Treaty Act (16
8 U.S.C. 704) is amended by striking subsection (b) and in-
9 serting the following:

10 “(b) PROHIBITION OF BAITING.—

11 “(1) DEFINITIONS.—In this subsection:

12 “(A) BAITED AREA.—

13 “(i) IN GENERAL.—The term ‘baited
14 area’ means—

15 “(I) any area on which salt,
16 grain, or other feed has been placed,
17 exposed, deposited, distributed, or
18 scattered, if the salt, grain, or feed
19 could lure or attract migratory game
20 birds; and

21 “(II) in the case of waterfowl,
22 cranes (family Gruidae), and coots
23 (family Rallidae), a standing,
24 unharvested crop that has been ma-
25 nipulated through activities such as

1 mowing, discing, or rolling, unless the
2 activities are normal agricultural prac-
3 tices.

4 “(ii) EXCLUSIONS.—An area shall not
5 be considered to be a ‘baited area’ if the
6 area—

7 “(I) has been treated with a nor-
8 mal agricultural practice;

9 “(II) has standing crops that
10 have not been manipulated; or

11 “(III) has standing crops that
12 have been or are flooded.

13 “(B) BAITING.—The term ‘baiting’ means
14 the direct or indirect placing, exposing, depos-
15 iting, distributing, or scattering of salt, grain,
16 or other feed that could lure or attract migra-
17 tory game birds to, on, or over any areas on
18 which a hunter is attempting to take migratory
19 game birds.

20 “(C) MIGRATORY GAME BIRD.—The term
21 ‘migratory game bird’ means migratory bird
22 species—

23 “(i) that are within the taxonomic
24 families of Anatidae, Columbidae, Gruidae,
25 Rallidae, and Scolopacidae; and

1 “(ii) for which open seasons are pre-
2 scribed by the Secretary of the Interior.

3 “(D) NORMAL AGRICULTURAL PRAC-
4 TICE.—

5 “(i) IN GENERAL.—The term ‘normal
6 agricultural practice’ means any practice in
7 one annual growing season that—

8 “(I) is carried out in order to
9 produce a marketable crop, including
10 planting, harvest, postharvest, or soil
11 conservation practices; and

12 “(II) is recommended for the
13 successful harvest of a given crop by
14 the applicable State office of the Co-
15 operative Extension System of the De-
16 partment of Agriculture, in consulta-
17 tion with, and if requested, the con-
18 currence of, the head of the applicable
19 State department of fish and wildlife.

20 “(ii) INCLUSIONS.—

21 “(I) IN GENERAL.—Subject to
22 subclause (II), the term ‘normal agri-
23 cultural practice’ includes the destruc-
24 tion of a crop in accordance with
25 practices required by the Federal

1 Crop Insurance Corporation for agri-
2 cultural producers to obtain crop in-
3 surance under the Federal Crop In-
4 surance Act (7 U.S.C. 1501 et seq.)
5 on land on which a crop during the
6 current or immediately preceding crop
7 year was not harvestable due to a nat-
8 ural disaster (including any hurricane,
9 storm, tornado, flood, high water,
10 wind-driven water, tidal wave, tsu-
11 nami, earthquake, volcanic eruption,
12 landslide, mudslide, drought, fire,
13 snowstorm, or other catastrophe that
14 is declared a major disaster by the
15 President in accordance with section
16 401 of the Robert T. Stafford Dis-
17 aster Relief and Emergency Assist-
18 ance Act (42 U.S.C. 5170)).

19 “(II) LIMITATIONS.—The term
20 ‘normal agricultural practice’ only in-
21 cludes a crop described in subclause
22 (I) that has been destroyed or manip-
23 ulated through activities that include
24 (but are not limited to) mowing,
25 discing, or rolling if the Federal Crop

1 Insurance Corporation certifies that
2 flooding was not an acceptable method
3 of destruction to obtain crop insur-
4 ance under the Federal Crop Insur-
5 ance Act (7 U.S.C. 1501 et seq.).

6 “(E) WATERFOWL.—The term ‘waterfowl’
7 means native species of the family Anatidae.

8 “(2) PROHIBITION.—It shall be unlawful for
9 any person—

10 “(A) to take any migratory game bird by
11 baiting or on or over any baited area, if the
12 person knows or reasonably should know that
13 the area is a baited area; or

14 “(B) to place or direct the placement of
15 bait on or adjacent to an area for the purpose
16 of causing, inducing, or allowing any person to
17 take or attempt to take any migratory game
18 bird by baiting or on or over the baited area.

19 “(3) REGULATIONS.—The Secretary of the In-
20 terior may promulgate regulations to implement this
21 subsection.”.

1 **TITLE VI—TRANSPORTING BOWS**
2 **ACROSS NATIONAL PARK**
3 **SERVICE LANDS**

4 **SEC. 601. SHORT TITLE.**

5 This title may be cited as the “Hunter Access Cor-
6 ridors Act”.

7 **SEC. 602. BOWHUNTING OPPORTUNITY AND WILDLIFE**
8 **STEWARDSHIP.**

9 (a) IN GENERAL.—Subchapter II of chapter 1015 of
10 title 54, United States Code, is amended by adding at the
11 end the following:

12 **“§ 101513. Hunter access corridors**

13 “(a) DEFINITIONS.—In this section:

14 “(1) NOT READY FOR IMMEDIATE USE.—The
15 term ‘not ready for immediate use’ means—

16 “(A) a bow or crossbow, the arrows of
17 which are secured or stowed in a quiver or
18 other arrow transport case; and

19 “(B) with respect to a crossbow, uncocked.

20 “(2) VALID HUNTING LICENSE.—The term
21 ‘valid hunting license’ means a State-issued hunting
22 license that authorizes an individual to hunt on pri-
23 vate or public land adjacent to the System unit in
24 which the individual is located while in possession of

1 a bow or crossbow that is not ready for immediate
2 use.

3 “(b) TRANSPORTATION AUTHORIZED.—

4 “(1) IN GENERAL.—The Director shall not re-
5 quire a permit for, or promulgate or enforce any
6 regulation that prohibits an individual from trans-
7 porting bows and crossbows that are not ready for
8 immediate use across any System unit if—

9 “(A) in the case of an individual traversing
10 the System unit on foot—

11 “(i) the individual is not otherwise
12 prohibited by law from possessing the bows
13 and crossbows;

14 “(ii) the bows or crossbows are not
15 ready for immediate use throughout the
16 period during which the bows or crossbows
17 are transported across the System unit;

18 “(iii) the possession of the bows and
19 crossbows is in compliance with the law of
20 the State in which the System unit is lo-
21 cated; and

22 “(iv)(I) the individual possesses a
23 valid hunting license;

24 “(II) the individual is traversing
25 the System unit en route to a hunting

1 access corridor established under sub-
2 section (c)(1); or

3 “(III) the individual is traversing
4 the System unit in compliance with
5 any other applicable regulations or
6 policies; or

7 “(B) the bows or crossbows are not ready
8 for immediate use and remain inside a vehicle.

9 “(2) ENFORCEMENT.—Nothing in this sub-
10 section limits the authority of the Director to en-
11 force laws (including regulations) prohibiting hunt-
12 ing or the taking of wildlife in any System unit.

13 “(c) ESTABLISHMENT OF HUNTER ACCESS COR-
14 RIDORS.—

15 “(1) IN GENERAL.—On a determination by the
16 Director under paragraph (2), the Director may es-
17 tablish and publish (in accordance with section 1.5
18 of title 36, Code of Federal Regulations (or a suc-
19 cessor regulation)), on a publicly available map,
20 hunter access corridors across System units that are
21 used to access public land that is—

22 “(A) contiguous to a System unit; and

23 “(B) open to hunting.

24 “(2) DETERMINATION BY DIRECTOR.—The de-
25 termination referred to in paragraph (1) is a deter-

1 mination that the hunter access corridor would pro-
2 vide wildlife management or visitor experience bene-
3 fits within the boundary of the System unit in which
4 the hunter access corridor is located.

5 “(3) HUNTING SEASON.—The hunter access
6 corridors shall be open for use during hunting sea-
7 sons.

8 “(4) EXCEPTION.—The Director may establish
9 limited periods during which access through the
10 hunter access corridors is closed for reasons of pub-
11 lic safety, administration, or compliance with appli-
12 cable law. Such closures shall be clearly marked with
13 signs and dates of closures, and shall not include
14 gates, chains, walls, or other barriers on the hunter
15 access corridor.

16 “(5) IDENTIFICATION OF CORRIDORS.—The Di-
17 rector shall—

18 “(A) make information regarding hunter
19 access corridors available on the individual
20 website of the applicable System unit; and

21 “(B) provide information regarding any
22 processes established by the Director for trans-
23 porting legally taken game through individual
24 hunter access corridors.

1 “(6) REGISTRATION; TRANSPORTATION OF
2 GAME.—The Director may—

3 “(A) provide registration boxes to be lo-
4 cated at the trailhead of each hunter access cor-
5 ridor for self-registration;

6 “(B) provide a process for online self-reg-
7 istration; and

8 “(C) allow nonmotorized conveyances to
9 transport legally taken game through a hunter
10 access corridor established under this sub-
11 section, including game carts and sleds.

12 “(7) CONSULTATION WITH STATES.—The Di-
13 rector shall consult with each applicable State wild-
14 life agency to identify appropriate hunter access cor-
15 ridors.

16 “(d) EFFECT.—Nothing in this section—

17 “(1) diminishes, enlarges, or modifies any Fed-
18 eral or State authority with respect to hunting, rec-
19 reational shooting, or any other recreational activi-
20 ties within the boundaries of a System unit; or

21 “(2) authorizes—

22 “(A) the establishment of new trails in
23 System units; or

1 “(B) authorizes individuals to access areas
2 in System units, on foot or otherwise, that are
3 not open to such access.

4 “(e) NO MAJOR FEDERAL ACTION.—

5 “(1) IN GENERAL.—Any action taken under
6 this section shall not be considered a major Federal
7 action significantly affecting the quality of the
8 human environment under the National Environ-
9 mental Policy Act of 1969 (42 U.S.C. 4321 et seq.).

10 “(2) NO ADDITIONAL ACTION REQUIRED.—No
11 additional identification, analyses, or consideration
12 of environmental effects (including cumulative envi-
13 ronmental effects) is necessary or required with re-
14 spect to an action taken under this section.”.

15 (b) CLERICAL AMENDMENT.—The table of sections
16 for title 54, United States Code, is amended by inserting
17 after the item relating to section 101512 the following:

 “101513. Hunter access corridors.”.

18 **TITLE VII—RESPECT FOR**
19 **TREATIES AND RIGHTS**

20 **SEC. 701. RESPECT FOR TREATIES AND RIGHTS.**

21 Nothing in this Act or the amendments made by this
22 Act shall be construed to affect or modify any treaty or
23 other right of any federally recognized Indian Tribe.

1 **TITLE VIII—STATE APPROVAL**
2 **OF FISHING RESTRICTION**

3 **SEC. 801. STATE OR TERRITORIAL APPROVAL OF RESTRIC-**
4 **TION OF RECREATIONAL OR COMMERCIAL**
5 **FISHING ACCESS TO CERTAIN STATE OR TER-**
6 **RITORIAL WATERS.**

7 (a) APPROVAL REQUIRED.—The Secretary of the In-
8 terior and the Secretary of Commerce shall not restrict
9 recreational or commercial fishing access to any State or
10 territorial marine waters or Great Lakes waters within the
11 jurisdiction of the National Park Service or the Office of
12 National Marine Sanctuaries, respectively, unless those re-
13 strictions are developed in coordination with, and ap-
14 proved by, the fish and wildlife management agency of the
15 State or territory that has fisheries management authority
16 over those waters.

17 (b) DEFINITION.—In this section, the term “marine
18 waters” includes coastal waters and estuaries.

19 **TITLE IX—OPEN BOOK ON**
20 **EQUAL ACCESS TO JUSTICE**

21 **SEC. 901. SHORT TITLE.**

22 This title may be cited as the “Open Book on Equal
23 Access to Justice Act”.

1 **SEC. 902. MODIFICATION OF EQUAL ACCESS TO JUSTICE**
2 **PROVISIONS.**

3 (a) AGENCY PROCEEDINGS.—Section 504 of title 5,
4 United States Code, is amended—

5 (1) in subsection (c)(1), by striking “, United
6 States Code”;

7 (2) by redesignating subsection (f) as sub-
8 section (h);

9 (3) by striking subsection (e); and

10 (4) by inserting after subsection (d) the fol-
11 lowing:

12 “(e) The Chairman of the Administrative Conference
13 of the United States shall create and maintain online a
14 searchable database containing the following information
15 with respect to each award of fees and other expenses
16 under this section:

17 “(1) The case name and number of the adver-
18 sary adjudication, if available.

19 “(2) The name of the agency involved in the
20 adversary adjudication.

21 “(3) A description of the claims in the adver-
22 sary adjudication.

23 “(4) The name of each party to whom the
24 award was made, as such party is identified in the
25 order or other agency document making the award.

26 “(5) The amount of the award.

1 “(6) The basis for the finding that the position
2 of the agency concerned was not substantially justi-
3 fied.

4 “(f) The online searchable database described in sub-
5 section (e) may not reveal any information the disclosure
6 of which is prohibited by law or court order.

7 “(g) The head of each agency shall provide to the
8 Chairman of the Administrative Conference of the United
9 States, no later than 60 days following the Chairman’s
10 request, all information requested by the Chairman to
11 comply with the requirements of subsections (e) and (f).”.

12 (b) COURT CASES.—Section 2412(d) of title 28,
13 United States Code, is amended by adding at the end the
14 following:

15 “(5) The Chairman of the Administrative Con-
16 ference shall create and maintain online a searchable
17 database containing the following information with
18 respect to each award of fees and other expenses
19 under this section:

20 “(A) The case name and number.

21 “(B) The name of the agency involved in
22 the case.

23 “(C) The name of each party to whom the
24 award was made, as such party is identified in

1 the order or other court document making the
2 award.

3 “(D) A description of the claims in the
4 case.

5 “(E) The amount of the award.

6 “(F) The basis for the finding that the po-
7 sition of the agency concerned was not substan-
8 tially justified.

9 “(6) The online searchable database described
10 in paragraph (5) may not reveal any information the
11 disclosure of which is prohibited by law or court
12 order.

13 “(7) The head of each agency (including the
14 Attorney General of the United States) shall provide
15 to the Chairman of the Administrative Conference of
16 the United States, no later than 60 days following
17 the Chairman’s request, all information requested by
18 the Chairman to comply with the requirements of
19 paragraphs (5) and (6).”.

20 (c) CLERICAL AMENDMENTS.—Section 2412 of title
21 28, United States Code, is amended—

22 (1) in subsection (d)(3), by striking “United
23 States Code,”; and

24 (2) in subsection (e)—

1 (A) by striking “of section 2412 of title
2 28, United States Code,” and inserting “of this
3 section”; and

4 (B) by striking “of such title” and insert-
5 ing “of this title”.

6 (d) EFFECTIVE DATE.—

7 (1) IN GENERAL.—The amendments made by
8 subsections (a) and (b) shall first apply with respect
9 to awards of fees and other expenses that are made
10 on or after the date of the enactment of this Act.

11 (2) ONLINE DATABASES.—The online databases
12 required by section 504(e) of title 5, United States
13 Code, and section 2412(d)(5) of title 28, United
14 States Code, shall be established as soon as prac-
15 ticable after the date of the enactment of this Act,
16 but in no case later than 1 year after the date of
17 the enactment of this Act.

18 **TITLE X—GOOD SAMARITAN**

19 **SEARCH AND RECOVERY**

20 **SEC. 1001. SHORT TITLE.**

21 This title may be cited as the “Good Samaritan
22 Search and Recovery Act”.

23 **SEC. 1002. EXPEDITED ACCESS TO CERTAIN FEDERAL** 24 **LAND.**

25 (a) DEFINITIONS.—In this section:

1 (1) ELIGIBLE.—The term “eligible”, with re-
2 spect to an organization or individual, means that
3 the organization or individual, respectively, is—

4 (A) acting in a not-for-profit capacity; and

5 (B) composed entirely of members who, at
6 the time of the good Samaritan search-and-re-
7 covery mission, have attained the age of major-
8 ity under the law of the State where the mis-
9 sion takes place.

10 (2) GOOD SAMARITAN SEARCH-AND-RECOVERY
11 MISSION.—The term “good Samaritan search-and-
12 recovery mission” means a search conducted by an
13 eligible organization or individual for 1 or more
14 missing individuals believed to be deceased at the
15 time that the search is initiated.

16 (3) SECRETARY.—The term “Secretary” means
17 the Secretary of the Interior or the Secretary of Ag-
18 riculture, as applicable.

19 (b) PROCESS.—

20 (1) IN GENERAL.—Each Secretary shall develop
21 and implement a process to expedite access to Fed-
22 eral land under the administrative jurisdiction of the
23 Secretary for eligible organizations and individuals
24 to request access to Federal land to conduct good
25 Samaritan search-and-recovery missions.

1 (2) INCLUSIONS.—The process developed and
2 implemented under this subsection shall include pro-
3 visions to clarify that—

4 (A) an eligible organization or individual
5 granted access under this section—

6 (i) shall be acting for private pur-
7 poses; and

8 (ii) shall not be considered to be a
9 Federal volunteer;

10 (B) an eligible organization or individual
11 conducting a good Samaritan search-and-recov-
12 ery mission under this section shall not be con-
13 sidered to be a volunteer under section
14 102301(e) of title 54, United States Code;

15 (C) chapter 171 of title 28, United States
16 Code (commonly known as the “Federal Tort
17 Claims Act”), shall not apply to an eligible or-
18 ganization or individual carrying out a privately
19 requested good Samaritan search-and-recovery
20 mission under this section; and

21 (D) chapter 81 of title 5, United States
22 Code (commonly known as the “Federal Em-
23 ployees’ Compensation Act”), shall not apply to
24 an eligible organization or individual conducting
25 a good Samaritan search-and-recovery mission

1 under this section, and the conduct of the good
2 Samaritan search-and-recovery mission shall
3 not constitute civilian employment.

4 (c) RELEASE OF FEDERAL GOVERNMENT FROM LI-
5 ABILITY.—The Secretary shall not require an eligible or-
6 ganization or individual to have liability insurance as a
7 condition of accessing Federal land under this section, if
8 the eligible organization or individual—

9 (1) acknowledges and consents, in writing, to
10 the provisions described in subparagraphs (A)
11 through (D) of subsection (b)(2); and

12 (2) signs a waiver releasing the Federal Gov-
13 ernment from all liability relating to the access
14 granted under this section and agrees to indemnify
15 and hold harmless the United States from any
16 claims or lawsuits arising from any conduct by the
17 eligible organization or individual on Federal land.

18 (d) APPROVAL AND DENIAL OF REQUESTS.—

19 (1) IN GENERAL.—The Secretary shall notify
20 an eligible organization or individual of the approval
21 or denial of a request by the eligible organization or
22 individual to carry out a good Samaritan search-
23 and-recovery mission under this section by not later
24 than 48 hours after the request is made.

1 (2) DENIALS.—If the Secretary denies a re-
2 quest from an eligible organization or individual to
3 carry out a good Samaritan search-and-recovery mis-
4 sion under this section, the Secretary shall notify the
5 eligible organization or individual of—

6 (A) the reason for the denial of the re-
7 quest; and

8 (B) any actions that the eligible organiza-
9 tion or individual can take to meet the require-
10 ments for the request to be approved.

11 (e) PARTNERSHIPS.—Each Secretary shall develop
12 search-and-recovery-focused partnerships with search-and-
13 recovery organizations—

14 (1) to coordinate good Samaritan search-and-
15 recovery missions on Federal land under the admin-
16 istrative jurisdiction of the Secretary; and

17 (2) to expedite and accelerate good Samaritan
18 search-and-recovery mission efforts for missing indi-
19 viduals on Federal land under the administrative ju-
20 risdiction of the Secretary.

21 (f) REPORT.—Not later than 180 days after the date
22 of enactment of this Act, the Secretaries shall submit to
23 Congress a joint report describing—

24 (1) plans to develop partnerships described in
25 subsection (e)(1); and

1 (2) efforts carried out to expedite and accel-
2 erate good Samaritan search-and-recovery mission
3 efforts for missing individuals on Federal land under
4 the administrative jurisdiction of each Secretary
5 pursuant to subsection (e)(2).

6 **TITLE XI—INTERSTATE TRANS-**
7 **PORTATION OF FIREARMS OR**
8 **AMMUNITION**

9 **SEC. 1101. INTERSTATE TRANSPORTATION OF FIREARMS**
10 **OR AMMUNITION.**

11 (a) IN GENERAL.—Section 926A of title 18, United
12 States Code, is amended to read as follows:

13 **“§ 926A. Interstate transportation of firearms or am-**
14 **munition**

15 “(a) Notwithstanding any provision of any law, rule,
16 or regulation of a State or any political subdivision there-
17 of:

18 “(1) A person who is not prohibited by this
19 chapter from possessing, transporting, shipping, or
20 receiving a firearm or ammunition shall be entitled
21 to transport a firearm for any lawful purpose from
22 any place where the person may lawfully possess,
23 carry, or transport the firearm to any other such
24 place if, during the transportation, the firearm is
25 unloaded, and—

1 “(A) if the transportation is by motor vehi-
2 cle, the firearm is—

3 “(i) not directly accessible from the
4 passenger compartment of the vehicle;

5 “(ii) in a locked container other than
6 the glove compartment or console; or

7 “(iii) secured by a secure gun storage
8 or safety device; or

9 “(B) if the transportation is by other
10 means, the firearm is in a locked container or
11 secured by a secure gun storage or safety de-
12 vice.

13 “(2) A person who is not prohibited by this
14 chapter from possessing, transporting, shipping, or
15 receiving a firearm or ammunition shall be entitled
16 to transport ammunition for any lawful purpose
17 from any place where the person may lawfully pos-
18 sess, carry, or transport the ammunition, to any
19 other such place if, during the transportation, the
20 ammunition is not loaded into a firearm, and—

21 “(A) if the transportation is by motor vehi-
22 cle, the ammunition is—

23 “(i) not directly accessible from the
24 passenger compartment of the vehicle; or

1 “(ii) is in a locked container other
2 than the glove compartment or console; or

3 “(B) if the transportation is by other
4 means, the ammunition is in a locked container.

5 “(b) In subsection (a), the term ‘transport’ includes
6 staying in temporary lodging overnight, stopping for food,
7 fuel, vehicle maintenance, an emergency, medical treat-
8 ment, and any other activity incidental to the transport.

9 “(c)(1) A person who is transporting a firearm or
10 ammunition may not be arrested or otherwise detained for
11 violation of any law or any rule or regulation of a State
12 or any political subdivision thereof related to the posses-
13 sion, transportation, or carrying of firearms, unless there
14 is probable cause to believe that the person is doing so
15 in a manner not provided for in subsection (a).

16 “(2) When a person asserts this section as a defense
17 in a criminal proceeding, the prosecution shall bear the
18 burden of proving, beyond a reasonable doubt, that the
19 conduct of the person did not satisfy the conditions set
20 forth in subsection (a).

21 “(3) When a person successfully asserts this section
22 as a defense in a criminal proceeding, the court shall
23 award the prevailing defendant a reasonable attorney’s
24 fee.

1 “(d)(1) A person who is deprived of any right, privi-
2 lege, or immunity secured by this section, section 926B
3 or 926C, under color of any statute, ordinance, regulation,
4 custom, or usage of any State or any political subdivision
5 thereof, may bring an action in any appropriate court
6 against any other person, including a State or political
7 subdivision thereof, who causes the person to be subject
8 to the deprivation, for damages and other appropriate re-
9 lief.

10 “(2) The court shall award a plaintiff prevailing in
11 an action brought under paragraph (1) damages and such
12 other relief as the court deems appropriate, including a
13 reasonable attorney’s fee.”.

14 (b) CLERICAL AMENDMENT.—The table of sections
15 for such chapter is amended in the item relating to section
16 926A by striking “firearms” and inserting “firearms or
17 ammunition”.

18 **TITLE XII—POLAR BEAR CON-**
19 **SERVATION AND FAIRNESS**
20 **ACT**

21 **SEC. 1201. SHORT TITLE.**

22 This title may be cited as the “Polar Bear Conserva-
23 tion and Fairness Act”.

1 **SEC. 1202. PERMITS FOR IMPORTATION OF POLAR BEAR**
2 **TROPHIES TAKEN IN SPORT HUNTS IN CAN-**
3 **ADA.**

4 Section 104(c)(5)(D) of the Marine Mammal Protec-
5 tion Act of 1972 (16 U.S.C. 1374(c)(5)(D)) is amended
6 to read as follows:

7 “(D)(i) The Secretary of the Interior shall, ex-
8 peditiously after the expiration of the applicable 30-
9 day period under subsection (d)(2), issue a permit
10 for the importation of any polar bear part (other
11 than an internal organ) from a polar bear taken in
12 a sport hunt in Canada to any person—

13 “(I) who submits, with the permit applica-
14 tion, proof that the polar bear was legally har-
15 vested by the person before February 18, 1997;
16 or

17 “(II) who has submitted, in support of a
18 permit application submitted before May 15,
19 2008, proof that the polar bear was legally har-
20 vested by the person before May 15, 2008, from
21 a polar bear population from which a sport-
22 hunted trophy could be imported before that
23 date in accordance with section 18.30(i) of title
24 50, Code of Federal Regulations.

25 “(ii) The Secretary shall issue permits under
26 clause (i)(I) without regard to subparagraphs (A)

1 and (C)(ii) of this paragraph, subsection (d)(3), and
2 sections 101 and 102. Sections 101(a)(3)(B) and
3 102(b)(3) shall not apply to the importation of any
4 polar bear part authorized by a permit issued under
5 clause (i)(I). This clause shall not apply to polar
6 bear parts that were imported before June 12, 1997.

7 “(iii) The Secretary shall issue permits under
8 clause (i)(II) without regard to subparagraph (C)(ii)
9 of this paragraph or subsection (d)(3). Sections
10 101(a)(3)(B) and 102(b)(3) shall not apply to the
11 importation of any polar bear part authorized by a
12 permit issued under clause (i)(II). This clause shall
13 not apply to polar bear parts that were imported be-
14 fore the date of enactment of the Polar Bear Con-
15 servation and Fairness Act.”

16 **TITLE XIII—NORTH AMERICAN**
17 **WETLANDS CONSERVATION**
18 **EXTENSION**

19 **SEC. 1301. SHORT TITLE.**

20 This title may be cited as the “North American Wet-
21 lands Conservation Extension Act”.

22 **SEC. 1302. AUTHORIZATION OF APPROPRIATIONS.**

23 Section 7(c) of the North American Wetlands Con-
24 servation Act (16 U.S.C. 4406(c)) is amended by striking
25 “not to exceed—” and all that follows through paragraph

1 (5) and inserting “not to exceed \$50,000,000 for each of
2 fiscal years 2018 through 2022.”.

3 **SEC. 1303. LIMITATION ON EXPENDITURES FOR PURCHASE**
4 **OF LAND.**

5 (a) **LIMITATION.**—Section 6 of the North American
6 Wetlands Conservation Act (16 U.S.C. 4405) is amended
7 by adding at the end the following:

8 “(c) **LIMITATION ON EXPENDITURES FOR PURCHASE**
9 **OF LAND.**—Amounts appropriated under this Act may not
10 be used by the Secretary to purchase land that will be
11 administered by the United States.”.

12 (b) **APPLICATION.**—The amendment made by sub-
13 section (a) shall not apply with respect to any specific land
14 acquisition required by contract or other agreement en-
15 tered into before the date of enactment of this Act.

16 **SEC. 1304. ENHANCED REPORT ON EXPENDITURES.**

17 Section 10(2) of the North American Wetlands Con-
18 servation Act (16 U.S.C. 4409(2)) is amended to read as
19 follows:

20 “(2) an annual assessment of the status of wet-
21 lands conservation projects, including an accounting
22 of—

23 “(A) expenditures by Federal, State, and
24 other United States entities;

1 “(B) expenditures made for fee-simple ac-
2 quisition of Federal lands in the United States;
3 and

4 “(C) expenditures by Canadian and Mexi-
5 can sources to carry out wetland projects fund-
6 ed under this Act.”.

7 **TITLE XIV—GRAY WOLVES**

8 **SEC. 1401. REISSUANCE OF FINAL RULES RELATING TO** 9 **GRAY WOLVES IN THE WESTERN GREAT** 10 **LAKES AND THE STATE OF WYOMING.**

11 (a) IN GENERAL.—Notwithstanding any other provi-
12 sion of law, not later than 60 days after the date of enact-
13 ment of this Act, the Secretary of the Interior shall re-
14 issue—

15 (1) the final rule entitled “Endangered and
16 Threatened Wildlife and Plants; Revising the Listing
17 of the Gray Wolf (*Canis lupus*) in the Western Great
18 Lakes” (76 Fed. Reg. 81666 (December 28, 2011));
19 and

20 (2) the final rule entitled “Endangered and
21 Threatened Wildlife and Plants; Removal of the
22 Gray Wolf in Wyoming From the Federal List of
23 Endangered and Threatened Wildlife and Removal
24 of the Wyoming Wolf Population’s Status as an Ex-

1 perimental Population” (77 Fed. Reg. 55530 (Sep-
2 tember 10, 2012)).

3 (b) NO JUDICIAL REVIEW.—The reissuance of the
4 final rules described in subsection (a) shall not be subject
5 to judicial review.

6 **TITLE XV—HEARING** 7 **PROTECTION**

8 **SEC. 1501. SHORT TITLE.**

9 This title may be cited as the “Hearing Protection
10 Act”.

11 **SEC. 1502. EQUAL TREATMENT OF SILENCERS AND FIRE-** 12 **ARMS.**

13 (a) IN GENERAL.—Section 5845(a) of the Internal
14 Revenue Code of 1986 is amended by striking “(7) any
15 silencer” and all that follows through “; and (8)” and in-
16 serting “; and (7)”.

17 (b) EFFECTIVE DATE.—The amendment made by
18 this section shall apply to calendar quarters beginning
19 more than 90 days after the date of the enactment of this
20 Act.

21 **SEC. 1503. TREATMENT OF CERTAIN SILENCERS.**

22 Section 5841 of the Internal Revenue Code of 1986
23 is amended by adding at the end the following:

24 “(f) FIREARM SILENCERS.—A person acquiring or
25 possessing a firearm silencer in accordance with chapter

1 44 of title 18, United States Code, shall be treated as
2 meeting any registration and licensing requirements of the
3 National Firearms Act with respect to such silencer.”.

4 **SEC. 1504. PREEMPTION OF CERTAIN STATE LAWS IN RELA-**
5 **TION TO FIREARM SILENCERS.**

6 Section 927 of title 18, United States Code, is
7 amended by adding at the end the following: “Notwith-
8 standing the preceding sentence, a law of a State or a
9 political subdivision of a State that imposes a tax, other
10 than a generally applicable sales or use tax, on making,
11 transferring, using, possessing, or transporting a firearm
12 silencer in or affecting interstate or foreign commerce, or
13 imposes a marking, recordkeeping or registration require-
14 ment with respect to such a firearm silencer, shall have
15 no force or effect.”.

16 **SEC. 1505. DESTRUCTION OF RECORDS.**

17 Not later than 365 days after the date of the enact-
18 ment of this Act, the Attorney General shall destroy any
19 registration of a silencer maintained in the National Fire-
20 arms Registration and Transfer Record pursuant to sec-
21 tion 5841 of the Internal Revenue Code of 1986, any ap-
22 plication to transfer filed under section 5812 of the Inter-
23 nal Revenue Code of 1986 that identifies the transferee
24 of a silencer, and any application to make filed under sec-

1 tion 5822 of the Internal Revenue Code of 1986 that iden-
2 tifies the maker of a silencer.

3 **SEC. 1506. AMENDMENTS TO TITLE 18, UNITED STATES**
4 **CODE.**

5 Title 18, United States Code, is amended—

6 (1) in section 921(a), by striking paragraph
7 (24) and inserting the following:

8 “(24)(A) The terms ‘firearm silencer’ and ‘firearm
9 muffler’ mean any device for silencing, muffling, or dimin-
10 ishing the report of a portable firearm, including the ‘key-
11 stone part’ of such a device.

12 “(B) The term ‘keystone part’ means, with respect
13 to a firearm silencer or firearm muffler, an externally visi-
14 ble part of a firearm silencer or firearm muffler, without
15 which a device capable of silencing, muffling, or dimin-
16 ishing the report of a portable firearm cannot be assem-
17 bled, but the term does not include any interchangeable
18 parts designed to mount a firearm silencer or firearm muf-
19 fler to a portable firearm.”;

20 (2) in section 922(b)—

21 (A) in paragraph (1), by striking “shot-
22 gun or rifle” the 1st place it appears and in-
23 serting “shotgun, rifle, firearm silencer or fire-
24 arm muffler,”; and

1 (B) in paragraph (3), by striking “rifle or
2 shotgun” and inserting “shotgun, rifle, firearm
3 silencer or firearm muffler”; and

4 (3) in section 923(i)—

5 (A) by striking “Licensed” and inserting
6 the following:

7 “(1) In the case of a firearm other than a firearm
8 silencer or firearm muffler, licensed”; and

9 (B) by adding at the end the following:

10 “(2) In the case of a firearm silencer or firearm muf-
11 fler, licensed importers and licensed manufacturers shall
12 identify by means of a serial number engraved or cast on
13 the keystone part of the firearm silencer or firearm muf-
14 fler, in such manner as the Attorney General shall by reg-
15 ulations prescribe, each firearm silencer or firearm muffler
16 imported or manufactured by such importer or manufac-
17 turer, except that, if a firearm silencer or firearm muffler
18 does not have a clearly identifiable keystone part or has
19 multiple keystone parts, licensed importers or licensed
20 manufacturers shall submit a request for a marking vari-
21 ance to the Attorney General. The Attorney General shall
22 grant such a request except on showing good cause that
23 marking the firearm silencer or firearm muffler as re-
24 quested would not further the purposes of this chapter.”.

1 **SEC. 1507. IMPOSITION OF TAX ON FIREARM SILENCERS OR**
2 **FIREARM MUFFLERS.**

3 (a) IN GENERAL.—Section 4181 of the Internal Rev-
4 enue Code of 1986 is amended by adding at the end of
5 the list relating to “Articles taxable at 10 percent” the
6 following:

7 “Firearm silencers or firearm mufflers.”.

8 (b) FIREARM SILENCERS; FIREARM MUFFLERS.—
9 Section 4181 of such Code is amended by adding at the
10 end the following:

11 “For purposes of this part, the terms ‘firearm silencer’
12 and ‘firearm muffler’ mean any device for silencing, muf-
13 fling, or diminishing the report of a portable firearm.”.

14 (c) CONFORMING AMENDMENTS.—

15 (1) Section 4181 of such Code is amended by
16 striking “other than pistols and revolvers” and in-
17 sserting “other than articles taxable at 10 percent
18 under this section”.

19 (2) Section 4182(b) of such Code is amended
20 by striking “firearms, pistols, revolvers, shells, and
21 cartridges” and inserting “articles described in sec-
22 tion 4181 and”.

23 (3) Section 4182(c)(1) of such Code is amended
24 by striking “or firearm” and inserting “firearm,
25 firearm silencer, or firearm muffler,”.

1 (d) EFFECTIVE DATE.—The amendments made by
2 this section shall apply to articles sold by the manufac-
3 turer, producer, or importer in any calendar quarter be-
4 ginning more than 90 days after the date of the enactment
5 of this Act.

6 **TITLE XVI—LAWFUL PURPOSE**
7 **AND SELF-DEFENSE**

8 **SEC. 1601. SHORT TITLE.**

9 This Act may be cited as the “Lawful Purpose and
10 Self Defense Act”.

11 **SEC. 1602. ELIMINATION OF AUTHORITY TO RECLASSIFY**
12 **POPULAR RIFLE AMMUNITION AS “ARMOR**
13 **PIERCING AMMUNITION”.**

14 Section 921(a)(17) of title 18, United States Code,
15 is amended—

16 (1) in subparagraph (B)(i), by striking “may be
17 used” and inserting “is designed and intended by
18 the manufacturer or importer for use”;

19 (2) in subparagraph (B)(ii), by inserting “by
20 the manufacturer or importer” before “for use”; and

21 (3) in subparagraph (C), by striking “the At-
22 torney General finds is primarily intended to be used
23 for sporting purposes” and inserting “is primarily
24 intended by the manufacturer or importer to be used
25 in a rifle or shotgun, a handgun projectile that is de-

1 signed and intended by the manufacturer or im-
2 porter to be used for hunting, recreational, or com-
3 petitive shooting”.

4 **SEC. 1603. ELIMINATION OF RESTRICTIONS ON IMPORTA-**
5 **TION OF NON-NATIONAL FIREARMS ACT**
6 **FIREARM OR AMMUNITION THAT MAY OTH-**
7 **ERWISE BE LAWFULLY POSSESSED AND SOLD**
8 **IN THE UNITED STATES.**

9 (a) ELIMINATION OF PROHIBITIONS.—Section 922 of
10 title 18, United States Code, is amended—

11 (1) in subsection (a), by striking paragraph (7)
12 and inserting the following:

13 “(7) for any person to manufacture or import
14 armor piercing ammunition, unless the manufacture
15 or importation of the ammunition—

16 “(A) is for the use of the United States,
17 any department or agency of the United States,
18 any State, or any department, agency, or polit-
19 ical subdivision of a State;

20 “(B) is for the purpose of exportation; or

21 “(C) is for the purpose of testing or ex-
22 perimentation, and has been authorized by the
23 Attorney General;”;

24 (2) in subsection (l), by striking “925(d) of this
25 chapter” and inserting “925”; and

1 (3) by striking subsection (r).

2 (b) BROADENING OF EXCEPTIONS.—Section 925 of
3 such title is amended—

4 (1) in subsection (a)(3), by striking “deter-
5 mined” and all that follows through the end and in-
6 serting “intended for the lawful personal use of such
7 member or club.”;

8 (2) in subsection (a)(4), by striking “(A)” and
9 all that follows through “for the” and inserting “in-
10 tended for the lawful”; and

11 (3) by striking subsections (d) through (f) and
12 inserting the following:

13 “(d)(1) Within 30 days after the Attorney General
14 receives an application therefor, the Attorney General
15 shall authorize a firearm or ammunition to be imported
16 or brought into the United States or any possession there-
17 of if—

18 “(A) the firearm or ammunition is being im-
19 ported or brought in for scientific, research, testing,
20 or experimentation purposes;

21 “(B) the firearm is an unserviceable firearm
22 (other than a machine gun as defined in section
23 5845(b) of the Internal Revenue Code of 1986 that
24 is readily restorable to firing condition) imported or
25 brought in as a curio or museum piece;

1 “(C) the firearm is not a firearm as defined in
2 section 5845(a) of the Internal Revenue Code of
3 1986;

4 “(D) the ammunition is not armor piercing am-
5 munition (as defined in section 921(a)(17)(B) of
6 this title), unless subparagraph (A), (E), (F), or (G)
7 applies;

8 “(E) the firearm or ammunition is being im-
9 ported or brought in for the use of the United
10 States, any department or agency of the United
11 States, any State, or any department, agency, or po-
12 litical subdivision of a State;

13 “(F) the firearm or ammunition is being im-
14 ported or brought in for the purpose of exportation;

15 “(G) the firearm or ammunition was previously
16 taken out of the United States or a possession there-
17 of by the person who is bringing in the firearm or
18 ammunition; or

19 “(H) the firearm is a firearm defined as curio
20 or relic by the Attorney General under section
21 921(a)(13) of this title.

22 “(2) Within 30 days after the Attorney General re-
23 ceives an application therefor, the Attorney General shall
24 permit the conditional importation or bringing in of a fire-
25 arm or ammunition for examination and testing in connec-

1 tion with the making of a determination as to whether
2 the importation or bringing in of the firearm or ammuni-
3 tion will be allowed under this subsection.

4 “(3) The Attorney General shall not authorize, under
5 this subsection, the importation of any firearm the impor-
6 tation of which is prohibited by section 922(p).”.

7 **SEC. 1604. PROTECTION OF SHOTGUNS, SHOTGUN SHELLS,**
8 **AND LARGE CALIBER RIFLES FROM ARBI-**
9 **TRARY CLASSIFICATION AS “DESTRUCTIVE**
10 **DEVICES”.**

11 (a) AMENDMENTS TO THE NATIONAL FIREARMS
12 ACT.—Section 5845(f) of the Internal Revenue Code of
13 1986 is amended—

14 (1) in paragraph (2), by striking “recognized as
15 particularly suitable for sporting purposes” and in-
16 serting “recognized as suitable for lawful purposes”;
17 and

18 (2) by striking “use solely for sporting pur-
19 poses” and inserting “use for sporting purposes”.

20 (b) AMENDMENTS TO TITLE 18, UNITED STATES
21 CODE.—Section 921(a)(4) of title 18, United States Code,
22 is amended—

23 (1) in subparagraph (B) of the 1st sentence, by
24 striking “particularly suitable for sporting” and in-
25 serting “suitable for lawful”; and

1 (2) in the 2nd sentence, by striking “solely”.

2 **SEC. 1605. BROADENING OF THE TEMPORARY INTERSTATE**
3 **TRANSFER PROVISION TO ALLOW TEM-**
4 **PORARY TRANSFERS FOR ALL LAWFUL PUR-**
5 **POSES RATHER THAN JUST FOR “SPORTING**
6 **PURPOSES”.**

7 Section 922 of title 18, United States Code, is
8 amended in each of subsections (a)(5)(B), (a)(9), and
9 (b)(3)(B), by striking “sporting”.

10 **TITLE XVII—FEDERAL LAND**
11 **TRANSACTION FACILITATION**
12 **ACT REAUTHORIZATION**
13 **(FLTFA)**

14 **SEC. 1701. SHORT TITLE.**

15 This title may be cited as the “Federal Land Trans-
16 action Facilitation Act Reauthorization”.

17 **SEC. 1702. FEDERAL LAND TRANSACTION FACILITATION**
18 **ACT.**

19 The Federal Land Transaction Facilitation Act is
20 amended—

21 (1) in section 203(1) (43 U.S.C. 2302(1)), by
22 striking “cultural, or” and inserting “cultural, rec-
23 reational access and use, or other”;

1 (2) in section 203(2) in the matter preceding
2 subparagraph (A), by striking “on the date of enact-
3 ment of this Act was” and inserting “is”;

4 (3) in section 205 (43 U.S.C. 2304)—

5 (A) in subsection (a), by striking “section
6 206” and all that follows through the period
7 and inserting the following: “section 206—

8 “(1) to complete appraisals and satisfy other
9 legal requirements for the sale or exchange of public
10 land identified for disposal under approved land use
11 plans under section 202 of the Federal Land Policy
12 and Management Act of 1976 (43 U.S.C. 1712);

13 “(2) not later than 180 days after the date of
14 the enactment of the Federal Land Transaction Fa-
15 cilitation Act Reauthorization, to establish and make
16 available to the public, on the website of the Depart-
17 ment of the Interior, a database containing a com-
18 prehensive list of all the land referred to in para-
19 graph (1); and

20 “(3) to maintain the database referred to in
21 paragraph (2).”;

22 (B) in subsection (d), by striking “11” and
23 inserting “22”;

24 (4) by amending section 206(e)(1) (43 U.S.C.
25 2305(e)(1)) to read as follows:

1 “(1) USE OF FUNDS.—

2 “(A) IN GENERAL.—Funds in the Federal
3 Land Disposal Account shall be expended, sub-
4 ject to appropriation, in accordance with this
5 subsection.

6 “(B) PURPOSES.—Except as authorized
7 under paragraph (2), funds in the Federal
8 Land Disposal Account shall be used for one or
9 more of the following purposes:

10 “(i) To purchase lands or interests
11 therein that are otherwise authorized by
12 law to be acquired and are one or more of
13 the following:

14 “(I) Inholdings.

15 “(II) Adjacent to federally des-
16 igned areas and contain exceptional
17 resources.

18 “(III) Provide opportunities for
19 hunting, recreational fishing, rec-
20 reational shooting, and other rec-
21 reational activities.

22 “(IV) Likely to aid in the per-
23 formance of deferred maintenance or
24 the reduction of operation and main-
25 tenance costs or other deferred costs.

1 “(ii) To perform deferred mainte-
2 nance or other maintenance activities that
3 enhance opportunities for recreational ac-
4 cess.”;

5 (5) in section 206(c)(2) (43 U.S.C.
6 2305(c)(2))—

7 (A) by striking subparagraph (A);

8 (B) by redesignating subparagraphs (B),
9 (C), and (D) as subparagraphs (A), (B), and
10 (C), respectively;

11 (C) in subparagraph (C) (as so redesign-
12 ated by this paragraph)—

13 (i) by striking “PURCHASES” and in-
14 serting “LAND PURCHASES AND PERFORM-
15 ANCE OF DEFERRED MAINTENANCE AC-
16 TIVITIES”;

17 (ii) by striking “subparagraph (C)”
18 and inserting “subparagraph (B)”;

19 (iii) by inserting “for the activities
20 outlined in paragraph (2)” after “gen-
21 erated”; and

22 (D) by adding at the end the following:

23 “(D) Any funds made available under sub-
24 paragraph (C) that are not obligated or ex-
25 pended by the end of the fourth full fiscal year

1 after the date of the sale or exchange of land
2 that generated the funds may be expended in
3 any State.”;

4 (6) in section 206(c)(3) (43 U.S.C.
5 2305(c)(3))—

6 (A) by inserting after subparagraph (A)
7 the following:

8 “(B) the extent to which the acquisition of
9 the land or interest therein will increase the
10 public availability of resources for, and facilitate
11 public access to, hunting, fishing, and other rec-
12 reational activities;”; and

13 (B) by redesignating subparagraphs (B)
14 and (C) as subparagraphs (C) and (D);

15 (7) in section 206(f) (43 U.S.C. 2305(f)), by
16 amending paragraph (2) to read as follows:

17 “(2) any remaining balance in the account shall
18 be deposited in the Treasury and used for deficit re-
19 duction, except that in the case of a fiscal year for
20 which there is no Federal budget deficit, such
21 amounts shall be used to reduce the Federal debt (in
22 such manner as the Secretary of the Treasury con-
23 siders appropriate).”; and

24 (8) in section 207(b) (43 U.S.C. 2306(b))—

25 (A) in paragraph (1)—

1 (i) by striking “96–568” and insert-
2 ing “96–586”; and

3 (ii) by striking “; or” and inserting a
4 semicolon;

5 (B) in paragraph (2)—

6 (i) by inserting “Public Law 105–
7 263;” before “112 Stat.”; and

8 (ii) by striking the period at the end
9 and inserting a semicolon; and

10 (C) by adding at the end the following:

11 “(3) the White Pine County Conservation,
12 Recreation, and Development Act of 2006 (Public
13 Law 109–432; 120 Stat. 3028);

14 “(4) the Lincoln County Conservation, Recre-
15 ation, and Development Act of 2004 (Public Law
16 108–424; 118 Stat. 2403);

17 “(5) subtitle F of title I of the Omnibus Public
18 Land Management Act of 2009 (16 U.S.C. 1132
19 note; Public Law 111–11);

20 “(6) subtitle O of title I of the Omnibus Public
21 Land Management Act of 2009 (16 U.S.C. 460www
22 note, 1132 note; Public Law 111–11);

23 “(7) section 2601 of the Omnibus Public Land
24 Management Act of 2009 (Public Law 111–11; 123
25 Stat. 1108); or

1 “(8) section 2606 of the Omnibus Public Land
2 Management Act of 2009 (Public Law 111–11; 123
3 Stat. 1121).”.

4 **TITLE XVIII—FILM CREWS**

5 **SECTION 1801. ANNUAL PERMIT AND FEE FOR FILM CREWS** 6 **OF 5 PERSONS OR FEWER.**

7 Section 100905 of title 54, United States Code, is
8 amended as follows:

9 (1) In subsection (a)—

10 (A) in paragraph (1), by striking “provide
11 a fair return to the United States” and insert
12 “be sufficient to cover the cost of a film permit
13 and other administrative and personnel costs”;
14 and

15 (B) by adding at the end the following:

16 “(3) **FILM CREW OF 5 PERSONS OR FEWER.**—
17 For a commercial film crew of 5 persons or fewer for
18 commercial filming activities or similar projects on
19 Federal land and waters administered by the Sec-
20 retary the Secretary shall—

21 “(A) assess an annual fee in an amount
22 sufficient to cover the administrative cost of
23 issuing a permit under this section, but not
24 greater than \$200; and

1 “(B) require a permit which shall be valid
2 for commercial filming activities or similar
3 projects that occur in areas designated for pub-
4 lic use during public hours on all Federal land
5 and waterways administered by the Secretary
6 for a 1-year period beginning on the date of
7 issuance of the permit.”.

8 (2) By striking subsection (b) and redesign-
9 nating subsections (c), (d), (e), and (f) and sub-
10 sections (b), (c), (d), and (e), respectively.

11 (3) In subsection (b), as redesignated by this
12 section, by adding at the end the following:

13 “(3) STILL PHOTOGRAPHY CREW OF 5 PERSONS
14 OR FEWER.—The fee under this paragraph for a still
15 photography crew of 5 persons or fewer shall be not
16 more than \$200.”.

17 (4) In subsection (e), as redesignated by this
18 section—

19 (A) by striking “The Secretary” and in-
20 serting the following:

21 “(1) TIMING.—The Secretary”; and

22 (B) by adding at the end the following:

23 “(2) CRITERIA.—The Secretary shall not con-
24 sider subject matter or content as a criterion for
25 issuing or denying a permit under this Act.”.

1 (5) By adding at the end the following:

2 “(f) EXEMPTION FROM COMMERCIAL FILMING OR
3 STILL PHOTOGRAPHY PERMITS AND FEES.—The Sec-
4 retary shall not require persons holding commercial use
5 authorizations or special recreation permits to obtain an
6 additional permit or pay an additional fee for commercial
7 filming or still photography under this section if—

8 “(1) the filming or still photography conducted
9 is incidental to the permitted activity that is the
10 subject of the commercial use authorization or spe-
11 cial recreation permit; and

12 “(2) the holder of the commercial use author-
13 ization or special recreation permit is an individual
14 or small business concern (within the meaning of
15 section 3 of the Small Business Act (15 U.S.C.
16 632)).

17 “(g) NEWS GATHERING ACTIVITIES.—For the pur-
18 poses of this section, a news gathering shall not be consid-
19 ered a commercial activity.

20 “(h) DEFINITIONS.—For the purposes of this sec-
21 tion—

22 “(1) the term ‘commercial film crew’ means any
23 persons present on Federal land or water under the
24 jurisdiction of the Secretary who are associated with
25 the production of a film;

1 “(2) the term ‘news gathering’ means the gath-
2 ering, recording, and filming of news and informa-
3 tion related to news in any medium; and

4 “(3) the term ‘Secretary’ means the Secretary
5 of the Interior or the Secretary of Agriculture, as
6 applicable, with respect to land under the respective
7 jurisdiction of such Secretary.”.

8 **TITLE XIX—RESPECT FOR STATE**
9 **WILDLIFE MANAGEMENT AU-**
10 **THORITY**

11 **SEC. 1901. AUTHORITY OF THE STATES.**

12 Nothing in this Act shall be construed as interfering
13 with, diminishing, or conflicting with the authority, juris-
14 diction, or responsibility of any State to exercise primary
15 management, control, or regulation of fish and wildlife
16 under State law on land or water within the State, includ-
17 ing on Federal land administered by the Bureau of Land
18 Management or the Forest Service.

19 **SEC. 1902. FEDERAL LICENSES.**

20 Nothing in this Act, shall be construed to authorize
21 the head of a Federal agency to require a license, fee, or
22 permit to fish, hunt, or trap on land or water in a State,
23 including on Federal land in the State, except that this
24 paragraph shall not affect the Migratory Bird Stamp re-

1 quirement set forth in the Migratory Bird Hunting and
2 Conservation Stamp Act (16 U.S.C. 718 et seq.).

3 **SEC. 1903. COOPERATION WITH STATE FISH AND WILDLIFE**
4 **AGENCIES ON MANAGEMENT PLANS.**

5 (a) USE OF STATE FISH AND WILDLIFE DATA AND
6 ANALYSES.—The Secretary of the Interior and the Sec-
7 retary of Agriculture shall prioritize coordination and co-
8 operation with the appropriate State fish and wildlife
9 agencies to recognize and fully utilize State fish and wild-
10 life data and analyses, unless such data or analyses are
11 proprietary or protected from disclosure under State law,
12 as a primary source to inform—

13 (1) land and resource management plans for
14 units of the National Forest System developed under
15 section 6 of the Forest and Rangeland Renewable
16 Resources Planning Act of 1974 (16 U.S.C. 1604);

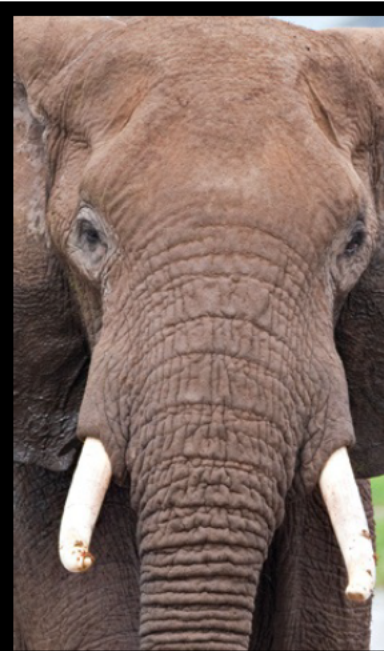
17 (2) land use plans developed under section 202
18 of the Federal Land Policy and Management Act of
19 1976 (43 U.S.C. 1712);

20 (3) comprehensive conservation plans developed
21 under section 4 of the National Wildlife Refuge Sys-
22 tem Administration Act of 1966 (16 U.S.C. 668dd);

23 (4) project planning and execution; and

24 (5) related natural resource policies and deci-
25 sions.

1 (b) SHARING DATA.—Federal agencies shall evaluate
2 and utilize existing analysis of data on fish and wildlife
3 populations prepared by the appropriate State and share
4 Federal data with State fish and wildlife managers.



African Elephants and Lions and the U.S. Endangered Species Act

Gregory Sheehan
Principal Deputy Director
U.S. Fish and Wildlife Service

November 20, 2017



ESA Status

- African lions (*Panthera leo melanochaita*) and African elephants (*Loxodonta africana*) are listed as Threatened under the U.S. Endangered Species Act (ESA).
- Under current ESA special rules, import of parts of hunted elephants and lions requires an ESA permit, which can be issued if the Fish and Wildlife Service finds that the hunting activity enhances the survival of the species in the wild.
- Standard in place for elephants since 1992 and for lions since January 22, 2016.
- Factors that we consider include: species status; population trends; poaching levels; wildlife management plans; revenues generated by hunting and how they are used; how local communities benefit from sport hunting, etc.

Country status for import of elephant trophies from 2014 to present*

	Approved for elephants hunted	Under Review	Not Approved for elephants hunted
Namibia	X		
South Africa	X		
<u>Tanzania</u>		January 1, 2016 and beyond	January 1, 2014 - December 31, 2015
<u>Zambia</u>	January 1, 2016 - December 31, 2018 <i>(Zambia closed its 2014-2015 hunting seasons)</i>		
<u>Zimbabwe</u>	January 21, 2016 - December 31, 2018		May 12, 2014 - January 20, 2016

Elephant Findings

- Positive findings for South Africa and Namibia since the 1990s.
- Negative findings for Tanzania and Zimbabwe for 2014-2015. Positive findings from 1990s-2013.
- Positive findings for Zambia and Zimbabwe for 2016-2018.
- Mozambique and Tanzania for 2016+ under review.
- No applications pending for any other country.

Country status for import of lion trophies*

	Approved	Under Review	Not Approved to Date	Applies to Lions Hunted
Mozambique		X		
Namibia		X		
<u>South Africa: Wild Lions</u>	X			January 1, 2016 to December 31, 2019
<u>South Africa: Wild-Managed Lions</u>	X			January 1, 2016 to December 31, 2019
<u>South Africa: Captive Lions</u>			X	until new information is received
Tanzania		X		
Zambia	X			January 1, 2016 to December 31, 2018
Zimbabwe	X			January 1, 2016 to December 31, 2018

Lion Findings

- Positive finding for “wild” and “wild-managed” lions from South Africa and a negative finding for “captive” lions for 2016-2019.
- Positive finding for Zambia and Zimbabwe for 2016-2018.
- Mozambique, Namibia and Tanzania under review.

Permits Issued/Applications Pending

Permits issued/pending applications for lions:

- Mozambique – 3 applications pending; no finding made
- Namibia – 2 applications pending; no finding made
- Tanzania – 17 applications pending; no finding made
- South Africa – 11 permits issued; none pending
- Zambia – 16 permits issued; none pending
- Zimbabwe – 17 permits issued; none pending

Permits issued/pending applications for elephants:

- Namibia – 6 applications pending; positive finding
- Tanzania – 2 applications pending; no finding made
- South Africa – 11 applications pending; positive finding
- Zambia – 4 permits issued; positive finding
- Zimbabwe – 37 applications pending for elephants taken in 2014 (3), 2016 or 2017; negative finding for 2014-15; positive finding for 2016-18.

Population Status

Benefits of Big Game Hunting



African Elephants and Lions and the U.S. Endangered Species Act

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ESA Status

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- Under current ESA special rules, import of parts of hunted elephants and lions requires an ESA permit, which can be issued if the Fish and Wildlife Service finds that the hunting activity enhances the survival of the species in the wild.
- Standard in place for elephants since 1992 and for lions since January 22, 2016.
- Factors that we consider include: species status; population trends; poaching levels; wildlife management plans; revenues generated by hunting and how they are used; how local communities benefit from sport hunting, etc.

Country status for import of elephant trophies from 2014 to present*

	Approved for elephants hunted	Under Review	Not Approved for elephants hunted
Namibia	X		
South Africa	X		
<u>Tanzania</u>		January 1, 2016 and beyond	January 1, 2014 - December 31, 2015
<u>Zambia</u>	January 1, 2016 - December 31, 2018 <i>(Zambia closed its 2014-2015 hunting seasons)</i>		
<u>Zimbabwe</u>	January 21, 2016 - December 31, 2018		May 12, 2014 - January 20, 2016

Elephant Findings

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- Negative findings for Tanzania and Zimbabwe for 2014-2015. Positive findings from 1990s-2013.
- Positive findings for Zambia and Zimbabwe for 2016-2018.
- Mozambique and Tanzania for 2016+ under review.
- No applications pending for any other country.

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	Approved	Under Review	Not Approved to Date	Applies to Lions Hunted
Mozambique		X		
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<u>South Africa: Wild Lions</u>	X			January 1, 2016 to December 31, 2019
<u>South Africa: Wild-Managed Lions</u>	X			January 1, 2016 to December 31, 2019
<u>South Africa: Captive Lions</u>			X	until new information is received
Tanzania		X		
Zambia	X			January 1, 2016 to December 31, 2018
Zimbabwe	X			January 1, 2016 to December 31, 2018

Lion Findings

- Positive finding for “wild” and “wild-managed” lions from South Africa and a negative finding for “captive” lions for 2016-2019.
- Positive finding for Zambia and Zimbabwe for 2016-2018.
- Mozambique, Namibia and Tanzania under review.

Permits Issued/Applications Pending

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- Mozambique – 3 applications pending; no finding made
- Namibia – 2 applications pending; no finding made
- Tanzania – 17 applications pending; no finding made
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- Zimbabwe – 17 permits issued; none pending

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- Tanzania – 2 applications pending; no finding made
- South Africa – 11 applications pending; positive finding
- Zambia – 4 permits issued; positive finding
- Zimbabwe – 37 applications pending for elephants taken in 2014 (3), 2016 or 2017; negative finding for 2014-15; positive finding for 2016-18.

Population Status

Benefits of Big Game Hunting

Lion and Elephant ESA Listings and the Permitting Process

- Lions (*Panthera leo melanochaita*) and African elephants (*Loxodonta africana*) are both listed as Threatened under the U.S. Endangered Species Act (ESA).
- Import of sport-hunted trophies requires an ESA permit, which can be issued if the Fish and Wildlife Service is able to make a finding that the sport-hunting activity enhances the survival of the species in the wild.
- Factors that we consider in making this finding include: the status of the species; population trends; poaching levels; wildlife management plans and how sport hunting is integrated into such plans; revenues generated by sport hunting and how they are used; how local communities benefit from sport hunting, etc.
- For elephants, we currently have positive findings and allow the import of such trophies from South Africa and Namibia. We have negative findings for Tanzania and Zimbabwe for 2014 and 2015 and our reevaluating both countries for the 2016 and 2017 hunting seasons. We are also developing findings for Mozambique and Zambia, where we do not currently have any finding in place.
- For lions, we have a positive finding for “wild” and “wild-managed” lions from South Africa and a negative finding for “captive” lions for 2016. We are currently finalizing findings for South Africa (for 2017-19) and for Tanzania, Zambia and Zimbabwe (for 2016-17).