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Minutes of the Elephant Specialist Group Meeting Held in Nairobi on 24th/25th April, 1980 (And subsequent meetings during the IUCN/SSC Meeting held at Kilaguni)

Caroline Daniell

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MINUTES OF THE
ELEPHANT SPECIALIST GROUP MEETING
HELD IN NAIROBI

ON

24th/25th APRIL, 1980

(And subsequent meetings during the
IUCN/SSC Meeting held at Kilaguni)*
by Caroline Daniell

ELEPHANT SPECIALIST GROUP MEETING - NAIROBI - April 24th/25th, 1980.

<u>Name</u>	<u>PARTICIPANTS</u>	<u>Affiliation</u>
BAYSINGER, Mr. Earl	US Fish & Wildlife Service	
BECKER, Mr. Peter	Private	
BRADLEY-MARTIN, Mr. Esmond	Private	
CROZE, Dr. Harvey	UNEP	
CUMMING, Dr. David	Zimbabwe National Parks	
DANIELL, Mr. J.C.	Asian Elephant Specialist Group	
DANIELL, Caroline	Secretary - Elephant Specialist Group	
DOUGLAS-HAMILTON, Dr. Iain	IUCN/WWF	
DOUGLAS-HAMILTON, Mrs. Oria	IUCN/WWF	
EDROMA, Dr. Eric	Uganda Institute of Ecology	
FITTER, Mr. Richard	SSC	
HALL-MARTIN, Dr. Anthony	Kruger National Park	
HILLMAN, Dr. A.K.K.	IUCN/NYZS	
KAPALANDO, Mr. E.	Tanzania National Parks	
KAWECHÉ, Mr. G.B.	Zambia National Parks & Wildlife Service	
KERR, Mr. Michael	Zimbabwe National Parks & Wildlife Management	
KING, Mr. Wayne	SSC	
LAKER JOK, Mr. G.	Uganda Institute of Ecology	
LA MARCHE, Dr. Bruno	WWF Addax Project, Mali	
LAMPRAÏ, Dr. Hugh	UNESCO	
LWEZAULA, Dr. Fred	Wildlife Division, Tanzania	
MALPAS, Dr. Robert	Uganda Institute of Ecology	
MARTIN, Mr. Claude	WWF	
MCCAY, Marlene	Nature Foundation	
MERTZ, Anna	Private	
MINGA, Mr. Henry	Ministry of Wildlife Conservation & Tourism, Sudan	
MONKS, Mr. Ellis	WWF - Nairobi	
OLIVIER, Dr. Robert	Asian Elephant Specialist Group	
OMANGA, Hon. A.J.	Minister of Environment & Natural Resources	
PARKER, Mr. Ian	Private	
PARSONS, Mr. Rick	US Fish & Wildlife Service	
PHILIPS, Mr. Adrian	IUCN	
ROTH, Dr. Harold	German Technical Wildlife Mission, Ivory Coast	

*For full names for abbreviations see Addenda.

PARTICIPANTS

Name

SANDS, Mr
SCOTT, Mr
SINDIYO,
SPINAGE,
WALKER, M
WEYERHAEU

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Douglas-H
introduce
Resources
Meeting c

PARTICIPANTS (Cont'd.)

<u>Name</u>	<u>Affiliation</u>
SANDS, Mr. Peter	CITES
SCOTT, Mr. Robert	IUCN
SINDIYO, Mr. D.	Wildlife Conservation & Management Department
SPINAGE, Dr. Clive	C.A.R.
WALKER, Mr. Clive	Endangered Wildlife Trust
WEYERHAEUSER, Mr. Rick	Private

The IUCN/WWF Elephant Specialist Group Meeting was held in Nairobi at the Leakey Memorial Institute on the 24th and 25th April, 1980. Dr. Iain Douglas-Hamilton, the Chairman of the African Elephant Specialist Group, introduced The Hon. A.J. Omanga, Minister for the Environment and Natural Resources for the Republic of Kenya, to the Group. The Minister opened the Meeting officially with the following speech:

"Mr. Chairman, Ladies and Gentlemen. First I would like to express my thanks to your Chairman for making it possible for me to meet with you here this morning.

You probably are aware that it is only a few months since I was appointed Minister for Environment and Natural Resources by His Excellency President Daniel Arap Moi. It is, therefore, gratifying for me to have this chance to share some thoughts with you, bearing in mind that your Group is comprised of some of the most knowledgeable experts on the status of the African Elephant.

Your Meeting comes at a very opportune time, when many international conservationists are gathered here in Nairobi. The Kenya Government is glad to act as host country to distinguished elephant specialists, such as are gathered here this morning, from as far afield as Mali, Ivory Coast, Central African Republic, Zambia, and Zimbabwe, as well as from our nearer neighbors, Tanzania, Uganda and Sudan.

The Government of Kenya, for its part, has played an active role in promoting international co-operation in matters of conservation, both as a member of the IUCN and as a signatory of CITES, in which the Government played a role in drafting the provisions governing its operations.

We are still fortunate in Kenya to have a healthy population of elephants, estimates currently number about 80,000, most of which live within the boundaries of the National Parks where they are strictly protected.

Recognising the harmful effect of ivory poachers and the grievous losses which they have inflicted upon elephants in

Kenya, we have introduced a series of measures which have strengthened our anti-poaching field force. I am pleased to report that Tsavo, our largest National Park, is now virtually free of poachers. In addition, the Government has abolished all private trading in ivory and other wildlife trophies.

There is, however, a great need for overseas countries to co-operate in regulating the ivory trade. Our President, His Excellency Daniel Arap Moi, stated on September 20th 1979, and I quote:

"So long as no effective steps are taken to control or subdue lucrative markets for many wildlife products in the Middle East and Far East, in Europe and America, then there can be no valid criticism of African nations for failing to conserve this natural treasure."

We are committed to the implementation of CITES and would welcome a united international action aimed at regulating such trade in endangered species, including ivory.

It is also appropriate for me, here, to acknowledge the role which has been played in the provision of equipment and training for our National Parks by voluntary organizations such as the World Wildlife Fund, African Wildlife Leadership Foundation, and many others. My Ministry looks forward to constructive co-operation in the future.

It is in this respect that I would like to urge you to come out of this Meeting with suggestions based on short and long term plans of action that will not only be seen as helping Kenya, but other African countries as well.

At the moment, elephants can be seen in most parts of Kenya, with the highest densities occurring in Tsavo, Lamu, the coastal forest areas, and parts of Laikipia and Meru, and in lower densities in most parts of the North and North East.

I hope you have a constructive meeting and that the benefit of your experience will help not only the IUCN to frame new policies for elephants, but also my Department of Wildlife Conservation and Management, with whom you should have absolute working liaison.

Finally, I welcome you to Kenya on behalf of the elephants. When your work is finished, I hope that you will take time to visit a number of our National Parks.

Dr. Douglas-Hamilton extended his thanks to the Hon. A.J. Omanga for his opening speech and for finding the time to open the Elephant Group Meeting. On behalf of the Elephant Group he welcomed the encouraging and very positive role that Kenya is adopting towards conservation in general, and towards the elephant in particular.

The Chairman of the Group then extended his welcome to all participants -- scientists, game wardens, educationalists -- who had come from all over the African continent, as well as from Asia, to this the first Elephant Specialist Meeting to have been held. Thanks were offered to the Government of Kenya, to the IUCN/WWF, and to private self-sponsored individuals, for promoting this rare opportunity for Elephant Specialists to be able to gather together to discuss and compare the elephant status within each of their countries.

Dr. Douglas-Hamilton referred to the IUCN/WWF/NYZS Elephant Survey and Conservation Programme. The information on status and trends of elephants was summarized in the Action Plan which had been circulated to all members. Elephants were shown still to occupy a range of 7 million square kilometres, but often at very low densities. Many elephant populations were facing dramatic downward trends due to war, spread of firearms, loss of land to human expansion, overcrowding of sanctuaries, and the killing of these animals for meat and ivory.

Dr. Douglas-Hamilton gave a brief outline of the intentions of the Elephant Group Meeting as follows:

1. To hear first hand summaries, from individual representatives from each country, as to the current elephant status within their countries or regions.
2. To discuss, review and up-date information on the status of elephants within the Action Plan.
3. To review the Ivory Trade Report and call upon Ian Parker, who has 26 years experience as a game warden and who is a private consultant on wildlife matters, to speak on the subject of the Ivory Trade.
4. To advise the IUCN on the Draft Policy Statement.
5. To discuss priorities for conservation action, and to present a list of priorities to the Survival Service Commission.

He then referred to the four main programmes into which conservation as a whole can be divided:

1. Direct Conservation - Through strengthening of National Parks and Anti-Poaching Units.
2. Control of the Ivory Trade - Through CITES.

3. Education.

4. Research and Survey.

Dr. Eric Edroma, Director of the Uganda Institute of Ecology, was then called upon to give his resume of the current elephant situation in Uganda.

UGANDA - Dr. Eric Edroma:

Dr. Edroma commented that he did not consider his being called upon as first speaker to be of any coincidence, but rather as a significant factor, expressing the seriousness of the elephant problem in Uganda. He gave a brief historical outline of the background of the elephant in Uganda. We were told how, at the beginning of the century, Uganda had been the home for many thousands of elephants, but how, with increasing human populations and predation, land use, etc., the elephant range has become reduced. In the 1930's the elephants became restricted to Game Reserves. In 1952 two National Parks were created and in 1962 a third one. At present there are 3 game parks, 14 reserves, and 7 hunting reserves. Up until 1973 there had been a healthy elephant population within the parks and reserves, but since Amin's regime the figures have fallen dramatically, as set out below:

	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>
Ruwenzori	2,864	1,868	931	
Kabalega	14,337	6,051	2,246	2,448

Government officials did not believe the figures presented by the Uganda Institute of Ecology and instead chose to believe that the elephant had moved elsewhere. This led to a debate as to whether Malpas and Eltringham, on whose counts the figures were based, were giving realistic statistics.

In the Ruwenzori National Park, no research had been carried out since 1977, until the recent survey made by the Uganda Institute of Ecology team, in March 1980. This survey showed 151 elephants remaining in the Ruwenzori National Park, and no more than 1,300 elephants remaining in the Kabalega Falls National Park. Dr. Edroma hazarded a guess that 250 might remain in Kidepo National Park, and perhaps an additional 400 in the rest of Uganda outside the so-called "well protected areas". Speaking of these areas he said:

"Carcasses litter the ground: fresh ones, several month-old ones, old ones. Poachers now control our game reserves and Parks. Few ranger camps are being used by rangers. No law and order can be enforced. Meat racks, dogs, spears, have replaced elephants in these Parks."

Regarding the present situation in Uganda, Dr. Edroma confirmed that there are too many guns in the hands of the people, guns left by Amin's soldiers or else brought in illegally. There is political and economic lawlessness, the prevailing attitude towards wildlife being, "why keep the National Parks if there are no animals there."

Concerning to the situation of the Parks, the wardens and rangers, etc., we were told that they have no arms or uniforms, they have not received salaries since December, they have no vehicles or fuel, their houses have been looted, their aircraft are grounded in Nairobi for repairs but there are no funds available for spare parts, they have no tenting equipment, nor any communication system. In other words, their situation is fairly hopeless in the face of the present elephant "genocide".

According to Dr. Edroma, if this situation is allowed to continue, the elephant south of the Nile will be wiped-out by 'the gun' in a few years. The elephant in Uganda is therefore 'highly endangered'.

Dr. Edroma referred to the forthcoming elections as a "hope" for proper law enforcement in the future.

Amin, in his time, was responsible for a great deal of the killing. A fully loaded aircraft of ivory leaving Entebbe for Paris was found to belong to one of the Airforce officers.

Dr. Edroma appealed for a rapid end to the pathetic situation in Uganda. He put forward his belief that the National Parks should not be left in the hands of the country. He said, "Uganda needs international support, advice, and recommendations from international bodies". Emphasis was laid on the fact that "time is running out" and an appeal was made for funds to be made available immediately for very basic equipment: uniforms, vehicles, communication systems, films, fuel, research, surveys, and education.

Dr. Edroma believes that, "By conserving the elephant and its habitat, we conserve the entire wildlife in Uganda".

Discussion followed Dr. Edroma's summary and Dr. Douglas-Hamilton pointed out that one of the unique things about the situation in Uganda is that, despite the chaos, research has continued and very careful monitoring has been kept up, unlike other parts of Africa facing similar havoc where nothing has been recorded. Reference was made to the fact that guns from Amin's army have spilled over into N.E. Zaire, also the Sudan, and even C.A.R. and Kenya.

Dr. Douglas-Hamilton recommended that Uganda should be of 'high priority' even though there is no central body that can be dealt with at present. He emphasised that what is of immediate importance is FIRST AID. However, he mentioned that many aid organizations would want to be sure that "if aid were provided to Uganda, its integrity be guaranteed".

Dr. Edroma suggested that AWLF should act as monitor and confirmed that if aid were supplied via Kenya to Uganda National Parks, it would reach its desired destination. However, that money given direct to the Ministries would find its way elsewhere.

Dr. Douglas-Hamilton confirmed that if a vehicle and basic aid reached the National Parks they would be put to proper beneficial use. He emphasized the need for aid to be supplied immediately.

In order to emphasise the urgency of the matter, Dr. Edroma pointed out that the poachers do not just kill the largest elephants. They wipe out entire groups by machine-gun, even though they may be tuskless.

The suggestion was made that a helicopter with a mobile anti-poaching force might be a solution should a funding body be able to send two helicopters in for two or three months.

Dr. Malpas, however, was of the opinion that a helicopter would serve only as a temporary solution and emphasized the need for basic essentials. (For additional means of combatting poaching see Note 3 in the Addenda.)

NOTE: In a letter dated 21st October 1980, Dr. Edroma told the editor,

"Salaries have now been paid with arrears, and uniform is being supplied to the game rangers. One of the aircraft mentioned has been collected from Nairobi, and three Land Rovers have been donated by the Frankfurt Zoological Society to alleviate the transport problems. Fuel is being supplied occasionally."

The Chairman then called upon Mr. Henry Minga, the Regional Representative for Southern Sudan, to deliver his elephant status summary.

SUDAN - Mr. Henry Minga:

Mr. Minga gave a brief history of the wildlife situation in the Sudan, drawing attention to the fact that there are 3 National Parks in the Sudan, all of which have suffered a great deal of poaching by freedom fighters and the army over the past 17 years of war. (He confirmed that the rhino is no longer in existence as a result).

The total elephant population in the Sudan was given as being 130,000, and poaching was put forward as being the most imminent threat facing these populations. He related how Amin's army poured into the Sudan bringing with them automatic rifles, and how Nimule is now inundated with poaching. Only recently 40 elephants were machine-gunned and a game scout almost killed. The need for adequate law enforcement was emphasized.

Reference was made to the Wildlife Educational Unit established only 4 months ago. This unit was reported to be carrying out a good job, but attention was drawn to the lack of basic equipment needed to implement this unit to its best advantage.

Dr. Minga appealed for equipment to furnish the Wildlife Educational Units, e.g. vehicles, projectors, cameras, etc., so that access could be gained and information transferred to villages and schools in the more remote regions.

He stressed the need for an Anti-Poaching Team and suggested that an experienced expatriate be recruited (even for 1 year) to organize the anti-poaching team (currently made up of ex-freedom fighters and ex-soldiers, who don't know much about anti-poaching). He emphasised the need for

assistance in communications so that contact can be maintained within the six very widespread provinces, and appealed for funds for spare parts and fuel. The need for experienced organization and support to develop the National Parks was also stressed. The problems posed by the dense forests, i.e. that human labour alone cannot achieve satisfactory results in such conditions, were pointed out. He suggested a bulldozer or motorgrader be supplied in order to gain access to currently inaccessible areas. The suggestion was made that the anti-poaching team be strengthened by providing motorcycles, binoculars, tents, radios, etc. Mr. Minga pointed out that, "Poachers are mobile while the anti-poaching team is not, thereby defeating the purpose of the poaching control".

The need for international intervention was put forward in Mr. Minga's own words:

"We are the night watchmen of the elephants, but I throw back to the International Organizations the responsibility that we should not be left alone."

A brief discussion followed between the participants after which Dr. Clive Spinage from the C.A.R. was called upon to outline the current problems facing the elephants in that country.

C.A.R. - Dr. Clive Spinage:

Dr. Clive Spinage pointed out that he was not attending the Meeting as a representative of FAO, nor as a representative of the C.A.R. Government, but as a private individual with a knowledge of the C.A.R.

He began his resume by giving a brief summary of the elephant distribution within the C.A.R. The difficulties involved, in attempting to estimate the number of elephants present in a country so little known and with such difficulties of access, were emphasized. However, reference was made to air counts conducted by the FAO Project in some areas to the north, and to densities given in the better counted parts of Africa, and an estimated total of 60,000 - 100,000 elephants was put forward as having been present within the C.A.R. in 1976. (The authorities believed this number to be too high and conservatively estimated a total of 30,000).

The elephants are said to consist of a relatively small population of forest elephant in the south-west dense forest zone, probably little affected by the present poaching. The rest of the population is bush elephant and this is distributed over approximately half the country's surface, the main concentrations being in the east and the north. Dr. Spinage believes all these populations to be in balance with their ecosystems and reports that there are no signs of elephant over-population, nor signs of human population density problems within these ranges, the human population density within these wildlife areas being less than 1 person per square kilometre.

Dr. Spinage spoke of the rapid and sudden expansion of the ivory trade within C.A.R. Tourism had been stopped in 1964 but was reopened again in 1967. At the same time hunting of the elephant began to get under way rather slowly,

not having been significant before this date, with less than 100 elephants legally hunted each year. Between 1967 and 1975 the highest number of elephants reported killed in any one of those years, from all causes including hunting, was said to be 537. In 1976, according to official figures, this number jumped to 1,420, and in 1977 again soared to 4,065. This drastic increase coincided with the establishment of an ivory trading monopoly, under the name of La Couronne and resulted in widespread organized illegal hunting. This was organized by people from outside the country and not by the local people. However, it was also officially reported that a great deal of this ivory was, in fact, imported from Zaire and the Sudan.

After the coup d'etat in September 1979 it was thought that this position, which was by then giving great cause for concern, would alter since it was well known that the Emperor at that time had a prime interest in La Couronne. However, the benevolence of the new regime and the release of the country from oppression resulted in a general breakdown of control and poaching of all species exploded on an even greater scale.

The figures given for ivory registered in 1979 are 8,039 tusks weighing 77,022 kg., an average weight of 9.6 kg. per tusk. Dr. Spinage, however, believes this figure to be false and estimates the number of elephants killed to be at least twice the amount reported. The only verified figure Dr. Spinage had to give was that 30 tons of ivory was bought by China directly.

Reference was made to an investigation conducted in the east of the country (a major area of elephant poaching) in mid-1979, financed by a hunting concessionaire, which revealed the scale of corruption involved and the manner in which ivory of C.A.R. origin was given certificates of origin from Zaire.

Reports were apparently made, at the beginning of this year, of carcasses found by a professional hunter while cutting a track in an unexploited area in the east. Automatic fire was then heard by hunters and hence they conducted a brief aerial survey which revealed two large tented camps of poachers. From the air they spotted 25 more carcasses within a small area, including cow elephants with their calves dead by their sides, as well as elephants with the ivory intact. It appears that poaching is not confined to the east, in that it was reported at the beginning of the year by a hunting concessionaire adjacent to the Bamingui-Bangoron National Park in the north, that several carcasses had been found within this concession, and that elephants were seen charging on sight.

This rapidly worsening situation led to a number of reports and articles in the French press recently and has now resulted in some positive action. As of 22nd March 1980 the dealing in, the importation of, the export of, and the transit of ivory has been totally forbidden in the C.A.R. As of the same date, the Government declared its intention to become party to the Washington Convention (CITES). And, as of 2nd April 1980, the hunting of elephants has been totally banned. Strict penalties for infraction of the law have also been introduced, and the Government is taking action in routing poaching gangs.

Fall 1980

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It would appear, therefore, that "a position which appeared to be almost beyond recall barely a month ago has radically changed and augers well for the future."

As to the present status of the elephants, Dr. Spinage reported that an estimated 28,000 elephants had been killed since 1977, leaving a remaining population of between 32,000 and 72,000. However, he also reported that these populations are of a far younger age structure and that the mean tusk weight has declined from 20.6 kg. in 1976 to 9.6 kg. in 1979.

Dr. Spinage pointed out that, although the Government has shown its good faith by imposing strict legal measures, outside aid is needed in order to maintain this position, especially in relation to the complete lack of facilities within the civil service. He remarked that "the country stands to lose a considerable income both from the tax on ivory (small as it was) and from the probable closure of hunting organizations. If its action in controlling the situation cannot be recompensed in some positive way, I cannot see it maintaining a belief in the efforts of conservation. They always feel extremely neglected in the C.A.R. because of the lack of outside interest shown."

The extensive needs of the country were emphasised, the main one being the need for equipment. Dr. Spinage believes that the most effective way to assist this country would be to have a WWF Project Officer administer the funds, administer an anti-poaching programme, and conduct surveys within the country, tying up both the Elephant and Rhino Programmes.

Discussion followed amongst participants, and the question was posed as to whether in fact a ban on hunting was a completely positive measure in that hunting may play a role in deterring poaching.

Dr. Spinage pointed out that these gangs of poachers are using machine guns and therefore it is the hunters who are deterred by the poachers.

Mr. Kaweche from the National Parks of Zambia was then called upon to present to the Group his summary on the status of the elephant within his country.

ZAMBIA - Mr. Kaweche.

First of all, Mr. Kaweche referred to the legal status of the elephant in Zambia, pointing out that the elephant is protected and controlled by the National Park's and Wildlife Act which states that elephants can only be legally hunted with a special license.

However, he agreed that an overall decline in elephant populations seems to be the current trend throughout Africa and said that Zambia is no exception. He endorsed the "Get Rich Quick" motto as being the main force impinging on these populations and their diminishing ranges.

He made special reference to the Washington Convention (CITES), confirming that although Zambia is currently not a party she is actively considering ratifying the Convention.

Reference was made to the fact that the general range of the elephant within Zambia has been severely reduced since the turn of the century and that elephant populations are now confined to pockets, mainly within the valley ecosystems. These valleys are Tsetse-infested and it is believed that this infestation is responsible for having kept down the human population densities and development etc., which would otherwise have impinged upon elephant populations.

Although counts have not been made of all the elephant ranges, they have been carried out for the 5 main ranges, the estimated results of which are as follows:

<u>Luangwa Valley</u> (which contains 4 National Parks and is game controlled)	160,000 approximately
<u>Kapue</u>	90,000
<u>Zambezi</u>	12,000
<u>Banguola</u>	10,000
<u>Meru Wantipa</u>	8,000
TOTAL	280,000

(N.B. These estimates are somewhat higher than those found in the Action Plan, and may have been made earlier).

The total elephant range area is approximately 223,273 square kilometres which is roughly 30% of the total area of the country. Out of this area, roughly 59,420 sq kms make up the National Parks, and 163,853 sq kms the game management areas which act as buffer zones to the National Parks and within which some regulated hunting occurs. In terms of human encroachment it is these areas in which problems are being experienced.

The number of elephants hunted with licenses and permits averages about 1,500 per year, those wounded and recovered approximately 600 per year, and those shot on crop control about 300 per year. Thus, legally-accounted-for-elephants amount to about 2,400 per year. This is less than 1% of the estimated total population.

Mr. Kaweche confirmed that the main problem facing Zambia's elephants is that of poaching and related how automatic weapons are now finding their way into the country and being used to destroy the elephants, even within the National Parks. The Government has taken steps toward maintaining some kind of control in that it has introduced a regulation whereby no ivory can be exported from the country unless it is authentically supervised. However, Mr. Kaweche pointed out that, much as the government is aware of and committed to the

efforts of conservation, their economic situation is such that other priorities, such as care of the people, health centres etc., take precedence.

Zambia's top conservation priority is anti-poaching. The need for research is also a priority, as is the need for experts in fields such as population biology, reproduction, genetics, etc.

Mr. Kaweche said that "In Zambia there is the awareness and the commitment needed for the continued survival of these species, but the financial limitations are frustrating." He also confirmed that "... with the help of the WWF Save the Rhino Campaign there is a very active anti-poaching unit which has been established in the area, and the efforts are beginning to be felt."

Discussion followed within the Group as to the role that hunting plays in conservation, and its relationship to poaching within Zambia. Mr. Kaweche was of the opinion that the removal of legal hunting from an area would immediately open that area to illegal people entering. He felt that legal hunting could act as a deterrent to illegal hunting.

Mr. Michael Kerr, from the Department of National Parks and Wildlife Management, Zimbabwe, was then asked to present his resume.

ZIMBABWE - Mr. Michael Kerr

Mr. Kerr drew attention to the very different situation in Zimbabwe where, instead of decreasing populations, the numbers of elephants are said to have increased since the turn of the century. Mr. Kerr informed us that, on the whole, most populations within Zimbabwe can be described as "stable and on the increase."

He pointed out that poaching has not been a real problem facing Zimbabwe as yet. In fact, he is of the opinion that poaching was probably more widespread before the recent war than actually during the war. This he put down to the fact that at no time during the war did the guerillas have to rely upon the elephant as a source of income, as all arms were supplied externally and did not need to be purchased with ivory.

One side effect of war was that elephants had often entered minefields, detonating mines and thereby suffering abdominal injuries usually resulting in death. It is thought that the ivory from some of these elephants was collected and sold illegally, but the volume was not great.

Recently, 100 elephant carcasses were found and this was considered a large number in relation to the previously poaching-free situation. Poaching apparently has started up in the Wankie Park, where it is encouraged by the nearby railway line, and with sentences of only six months or fines of 100 Zimbabwean dollars, poaching is not exactly deterred by the law.*

*Michael A. Kerr wrote on October 7, 1980: "Since the cessation of the war, poaching of most species including elephant has been widespread around the country. This is due to the presence of numerous illegally held weapons and general lawlessness."

Due to the recent war the elephant range has increased in that people who were previously scattered have been drawn into protected village areas. However, there people will now return to the rural areas, schools and clinics will be reopened, and the human population will increase rapidly. Hence, pressures on National Parks and game reserves will increase. Until recently, as in Zambia, the Tsetse-fly has been the greatest guardian of wildlife, but now an efficient Tsetse organization has been set up, and it is thought that within a decade the fly will be eradicated from Zimbabwe. This will mean that cattle, agriculture etc., will become a far greater threat to the National Parks. At present there is a great deal of unsettled land in the country but with the anticipated population explosion there is going to be a shortage.

At this point, Dr. David Cumming, Chief Research Officer of the Department of National Parks and Wildlife Management, Zimbabwe, was called upon to describe to the Group the intent and purpose of "Operation Windfall", a project set up 3 years ago by the research station which would bring benefits to the local people living around the National Parks within the Subungwe Region.

ZIMBABWE - Dr. David Cumming

Dr. Cumming told how there had been extreme elephant pressure on the habitat of this area, and how it was therefore considered necessary to carry out a culling operation. However, instead of moving in as a normal culling operation, taking off the animals, and selling the products by auction or through contractors, the proposal was put forward that the products of this elephant population be used in such a way as to obtain the maximum benefits for the local tribesmen living in the area.

After a great deal of research the project was scheduled to start in June 1980. The elephant population has been thoroughly studied over the last ten years and very detailed radio-tagging work has taken place. The animals which are to be cropped will be taken by government officials, the meat will be distributed for local sale, and the ivory and hides will be sold in Salisbury or by public auction to skin dealers in the country. The intention is that a separate development fund will be set up from the off-take of these animals and that the money will be used for local development in a way that the local people wish that money to be used, without passing into the central government treasury. The amount estimated to result from this project is approximately 500,000 Zimbabwean dollars.

Dr. Cummings pointed out that this is the beginning of what is seen as a larger project for the Subungwe Region, in what is still a relatively underpopulated and undeveloped area. The intended outcome is an integrated regional plan which has a very great emphasis on wildlife utilization.

ZIMBABWE - Mr. Michael Kerr

Mr. Kerr took the floor once again and went on to relate that the present policy within Zimbabwe is to try to hold the total elephant population at its present number of approximately 35,000*. In this way the authorities hope to avoid a situation such as occurred in Tsavo. Culling operations have been put into effect and 5,700 elephants have so far been shot. All the products of

these elephants, including the meat, hide, tail, tusks, and body fat, are bought by contractors who do the butchering and the marketing. This year a further cropping of 750 is planned.

The value of the elephant products for a contractor was \$400 for the skin, \$95 for the meat, and \$15 for the tail (Zimbabwean \$), with ivory belonging to the government. Therefore, in order to make a going concern of it the contractors have to be very efficient.

Sport hunting also brings economic return. A 1981 license to hunt a bull elephant will cost \$2,000 Zimbabwean plus \$20 per kg. of ivory over 30 kg.*

In putting forward priorities for Zimbabwe, Mr. Kerr emphasised that the most important priority at the moment is the reconstruction of the country, the rehabilitation of the people, etc. He underlined the need for the introduction of simple aspects of ecology and appreciation of wildlife into the primary schools, stressing the "need to reach the children". He referred to the fact that numerous funds are being given to Zimbabwe at present, but pointed out that there are no funds available for wildlife.

He further stressed the need to look at elephants on an international basis rather than on a country-to-country basis and emphasized that much can be achieved by co-ordination between countries.

Discussion followed amongst the Group on the translocation of elephants, an operation in which the Zimbabwe delegation had considerable experience. It was put forward by one of the members that with helicopters it is possible to drive any number of elephants any distance. Other members disagreed, saying that a great deal depends upon the environment and pointing out that it is possible to drive elephants along in a homogeneous environment but not in a heterogeneous environment, with thick forests and steep gradients. Other group members were of the opinion that as long as the elephants can be kept together it is possible to drive them in this way, but that as soon as they become split up, problems begin.

The situation in Laikipia, in Kenya, where the elephants have moved from the far north because of heavy poaching and drought, was discussed briefly. The elephants now populating the Laikipia area are a threat to the farmers within the district in that they destroy fences, water troughs, and pipes, and encroach on the grazing. Efforts to drive the elephants back north have met with only limited success.

*Note: Changes in these figures were sent to the editor by Michael A. Kerr in a letter dated 7th October 1980.

Mr. Clive Walker from the Endangered Species Trust of South Africa was next to deliver his summary on the status of the elephant within South Africa.

SOUTH AFRICA - Mr. Clive Walker

With regard to the situation within South Africa, Mr. Walker reported that the main problem is that of smuggling, as opposed to poaching. He strongly emphasised the need to combat the ivory trade within and around South Africa, and referred to a recent confidential report on the South African ivory trade which states that:

- a. Johannesburg is still an ivory trading city where large quantities of illegal ivory from other South African countries enter the hands of dealers.
- b. Officials and the South African army units are involved in poaching in South West Africa/Namibia.
- c. Armed forces are using helicopters to shoot elephants.
- d. Reports have been received of trading across the Angolian border by UNITA forces.
- e. Zaireans make regular flights to Johannesburg carrying ivory, in violation of CITES.
- f. Smuggling is taking place across the Zambian border into S.A.
- g. 55 tons of ivory was alleged to have been exported during the first half of 1979 while permits were issued for only 15 tons.

The report also states that imports of raw ivory from S.A. into Hong Kong almost tripled between 1974 and 1978, from 13,351 kgs. in 1974 to 34,335 kgs. in 1978, and concludes that where imports are placed against the exports it is apparent that the ivory is either coming into S.A. illegally or that there is something drastically wrong with the control regulations. It would appear that there are 24,543 kgs. of ivory coming from other sources, perhaps Angola, Zimbabwe, Mozambique, Zambia, none of whom are party to CITES. It is thought that S.A. has become a convenient clearing house for ivory within Southern Africa.

The conclusion of the report is that restrictions should be placed on ivory imports and stricter controls on ivory from SWA should be enforced to deter the smuggling operations currently in progress. A ban on the export of raw ivory is also suggested, due to the fact that the origin is suspect and gives S.A. a bad name. Registration and licensing of bona fide firms handling raw ivory is also suggested, as is a greater control of permits and international agreements, as well as the need to define and comply with CITES.

Mr. Walker also gave a brief resume of the various conservation/research programmes currently in progress within S.A. and reported that the "South African elephant situation must be regarded as safe, under good management and enjoying considerable protection."

Negotiations are under way to set aside a part of Tongaland, in the northeast, as a National Wildlife Conservation area in order to protect the last remaining elephants living outside a protected area in S.A.

In Kaokoland in SWA/Namibia research is underway on one of Africa's most endangered and unique elephant populations living within a desert environment (c.f. Mali). Aerial surveys are also urgently needed.

A research and management programme of the 200 elephants on Klaserie PNR is now complete.

A two-year research programme on the elephant population and habitat within the Tuli reserve in Botswana is also complete. A decline in numbers was recorded due to downgraded habitat.

The introduction of elephants to Londolozi/Sabie Sand is regarded as successful and of considerable scientific and conservational value.

Research has also been done on the relict population of 12 or so elephants in Knysna (this figure could be as low as five). A newly scheduled highway through this area is regarded as a threat to this relict population.

It is planned to introduce seven elephants to the Umfolozi Game Reserve in Natal, a reserve which last saw elephants in the 1860's. Negotiations are currently underway.

Mr. Walker then went on to question whether some of the comments contained in the African Elephant Action Plan and the final Ivory Trade Study reports of Dr. Douglas-Hamilton were entirely fair to South Africa. In particular, reports of South African troops shooting elephants to excess using helicopters in South West Africa were questioned, since these incidents had taken place some four years ago and had already received adverse publicity.

Dr. Douglas-Hamilton replied that his information was only as good as his sources, which in this case were press reports that had been forwarded to him by Clive Walker, but that he was grateful for Mr. Walker's comment.

Mr. Walker then said that the statement in the Ivory Trade Report, that South Africa continued to trade with Zaire in ivory after August 1978, had been stated as a "regrettable departure from her treaty application as a CITES signatory." He asked who in fact had advised the South African authorities to stop the trade in Zaire ivory when Zaire herself was a CITES member.

Dr. Douglas-Hamilton replied that the Zaire authorities in September 1978 had appealed to all nations in the world, at the IUCN General Assembly in Ahkabad, to refrain from importing Zaire ivory. The fact that the South African authorities had not taken note of this pointed out the need for better

communication between CITES signatories regarding trade in ivory, a development which indeed was not taking place through the working of the CITES secretariat. Dr. Douglas-Hamilton further undertook to put the record straight regarding South Africa's current conservation record, both in Namibia and in matters pertaining to the ivory trade, at the SSC Meeting. (This was duly done.)

The Chairman then called upon Dr. Anthony Hall-Martin, also from South Africa, to deliver his resume.

SOUTH AFRICA - Dr. Anthony Hall-Martin

Dr. Hall-Martin began with the elephants of the Addo National Park. The reason why the elephants have managed to survive in this area is that it is fenced. However, over the last 10 years the numbers of elephant have doubled causing an overpopulation. Because the Park is now surrounded by farmland the elephants cannot be released. This, therefore, is the current problem facing the Addo National Park. He referred to the semi-succulent scrub, Spekboom, growing in the Park as being the life-blood of the area in that it stands up to the elephants but pointed out that certain plant species such as Aloes have been eliminated altogether by elephant feeding, and the density and height of several plant species has declined. As a result of this increase in elephant numbers and habitat degradation, culling has been considered in order to maintain the equilibrium within the Park. The question of translocation was apparently looked into quite considerably, but problems were encountered in the actual moving of the animals. There is, however, a possibility that the Addo National Park will be expanded in the future.

The elephant population within Addo National Park is reported as having evolved very small tusks, perhaps as a result of natural selection. It was pointed out that there appear to be definite genetic differences between the Addo elephants and the Kruger elephants.

Dr. Hall-Martin went on to describe the situation within the Kruger National Park, where, he pointed out, there are zoning priorities for the different species. But the question has arisen as to whether it should be managed purely for elephants or whether the other communities should be considered; for example, within the plant community the Fever Trees (*Acacia xanthophloem*) are being pushed over. It is believed that if a lower elephant density is maintained now this will ensure that forest will still remain in 10-15 years time. He also made reference to the fact that previous damage to the Baobab had come to a halt for no known reason, and that these trees appear to have a remarkable recovery rate.

He remarked that the effect of culling elephants within the Kruger National Park is to produce a younger elephant population which will reproduce faster. He pointed out that the large tuskers are left alone in culling operations.

Dr. Hall-Martin concluded his summary by drawing attention to the fact that the main problem in both the Kruger National Park and Addo National Park, is that there are too many elephants for the Parks to support, and the question "what to do with them?" has arisen. The main factor against the two Parks is

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the fact that they are artificially created areas. For example, rivers going through the Kruger National Park originate several hundreds of miles away and have to support agricultural schemes, irrigation schemes, habitations, etc., before reaching the Park and its elephants. \$50,000 per year is being put towards projects to establish what animals are in these Parks and the conditions in which they are living. A helicopter census was carried out to determine the elephant and buffalo populations within these areas. Translocation operations have been carried out using helicopters. Culling programmes have been put into operation to maintain the ecological balance, the culling quota being approximately 1 elephant per square mile.

Dr. Hall-Martin assured the Group that there is no question of culling for money, as only the most expensive and the most sophisticated methods of culling are used, approximately \$1 million being spent on culling per year. He stressed that great care is taken to handle everything in the most productive way possible, i.e. carcasses are processed and everything on the animals is utilised. During these operations the animals are driven by helicopter and darted by 'succinyl choline'. If possible, animals are exported to zoos.

Discussion followed in which questions arose as to whether elephants should be managed or left to their own devices, and also whether or not elephants' gene pools should be mixed. A debate on 'succinyl choline' being a cruel method of culling arose, due to the fact that the animal is suffocated. The argument for 'succinyl choline' was that it is cheap and leaves the meat on the animals fit for human consumption. The suggestion of aborting as an alternative to culling was put forward.

Dr. Bruno La Marche, the representative from Mali, was next to present to the Group the elephant status within that country.

MALI - Dr. Bruno La Marche

At the beginning of the century there was quite a large elephant population within Mali, but due to slaughtering by soldiers since that time it was drastically reduced. The elephant found in the Gourma area of Mali make up the last substantial population in that country. He went on to describe the very dry habitat in which these animals live and emphasised the rarity of the fact that these elephants still exist in such hostile conditions. Within this arid area there is a terrific scarcity of water and only 2 permanent ponds are to be found. The elephants are known to walk up to 80 kms. in order to eat and drink there. The number of elephants in this last remaining population was given as approximately 500 and attention was drawn to the fact that very small tusks are found on large elephants (see Addo National Park). He went on to relate that the elephants seem to stick to a migration ring of approximately 800 kms the whole year round, journeying according to water distribution.

Dr. La Marche pointed out that until, now, poaching has been very scarce and that the poachers have tended to be from the towns rather than the local area. However, he went on to say that there is a road in the process of being built and emphasised that this will create easy access for poachers. He also referred to the fact that the elephants are unafraid of people, thus making them even more vulnerable to poachers. Recently, 20 elephants were found

killed only 20 kms away from the wardens' headquarters, and it is believed that the military people were responsible for the killings.

In order to emphasise the fact that this population is unique, Dr. La Marche referred to the fact that the elephant in surrounding countries such as Mauritania, Chad and Niger, is almost entirely extinct, with perhaps a very small number of between 5 and 10 remaining in Mauritania. He appealed, "There is no other example of this type of adaptation of elephants to be found. It is a unique population of elephants in Africa and therefore should not be allowed to become extinct." To stress that this population is well-adapted, he related the fact that the females are very young when they produce calves. He said of the population, "they are not survivors, they are living communities", and that, "all the animals are in very good condition."

He confirmed that nothing is done to protect this relict population and pointed out that the elephants are difficult to control due to the rocky terrain in which they are living. However, he is of the opinion that the top priority for this country is to carry out aerial surveys so that an accurate picture of numbers, conditions, etc., can be established as a basis from which to work. He suggested a vehicle and an aircraft as being the two most necessary items needed to continue any further research or action. In his own words, ". . . knowing who kills the elephants is of little use without the means with which to take action against them." Again he stressed, ". . . the road is being built now and people with cars and guns will move in very soon."

Dr. Harold Roth from the Ivory Coast was the next Group Member to deliver his status summary on the elephant within that country.

IVORY COAST - Dr. Harold Roth

Dr. Roth stressed the need to distinguish between the savannah elephant and the forest elephant, and held up the Ivory Coast as being the only country in West Africa with significant populations of both species.

First of all, he gave a brief outline of the status of the Savannah Elephant and referred to a large and fairly well protected population living in the Comoe National Park, the largest National Park in West Africa, covering an area of about 12,000 square kilometres. This Park, he told us, has been thoroughly examined by aerial censuses and it is believed that there are more than 1,000 elephants in this population and that they are always found within the Park and therefore are well protected. The remainder of the savannah elephant population is found outside the reserves, existing on a smaller scale, scattered in small populations, and their future survival is doubtful.

Next he described the status of the forest elephant within the country and pointed out that they are, for the most part, restricted to the humid Guinean Zone in the south. One large population of between 1,500 and 2,000 elephants is to be found in the Tai National Park which covers an area of 3,500 square kilometres. He drew attention to the fact that Tai is the only primary forest left in West African and is, therefore, of tremendous importance to the conservation of the forest elephant in that it contains the largest and only population of forest elephant with any long term chance of survival within this

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forest zone. He referred to other small pockets of forest elephant found all over the country and to their ability to persist, giving as an example a small population near the border with Ghana in conflict with the palm industry.

He went on to give a brief outline of the status of the forest elephant within neighbouring countries. In Nigeria there are very few elephants to be found, and in Benin and Togo probably no populations remain at all. In Ghana a fairly stable and large population exists which extends into the Ivory Coast. A population which overflows from the Ivory Coast in the west into Liberia is known to exist. A further small population of about 100 animals existing near Abijan is considered very distinct, well-controlled, and interesting from various ecological points of view; for example, the elephants have taken to the marsh land and can be seen standing up to their necks in water and grazing on water-lilies, an interesting form of adaptation. Reproductive processes under such conditions are also being investigated. Several remnants are said to exist in Sierre Leone and Dr. Roth pointed out that, in terms of conservation, this country was more important than Liberia. In Guinea there are no forest elephant left. It would appear, therefore, that the populations in the Tai National Park and the Bier Reserve seem to be the only hope for the forest elephant.

Dr. Roth went on to outline the menaces threatening both species within the Ivory Coast. He stated that in the savannah areas there is no real habitat problem in that several large populations exist in protected areas. The problem threatening these populations is the large amount of poaching that occurs. But it was pointed out that poaching of the forest elephant, however, is very different. The most important factor affecting their survival is habitat destruction. Within the Ivory Coast the forest is said to be disappearing at the rate of 500,000 hectares per annum due to the timbering industry prevalent in this area. This resource has been reduced to about 10% of what it was over the last 10 years. If timbering continues at this rate there will be no forest left by the year 1985. Dr. Roth pointed out that it is not actually the timbering itself which poses a threat to the forest elephant, in that the young secondary growth is beneficial to the elephant, but it is the inevitable agricultural development, cultivation, burning, human predation, etc., that follow which pose the greatest threat to these populations. Dr. Roth told the Group how the government intends to cut down 350,000 hectares of forest in Tai and to replant the area with pine trees to produce pulp. In such conditions the elephants stand no chance of survival. He also referred to the transformation of these forests into oil palm, rubber, and coconut plantations, and emphasised that the forest elephant will only survive within protected areas.

Dr. Roth described poaching as a further threat to the forest elephant and confirmed that these elephants are poached for their ivory and not for their meat. The ivory of these elephants, however, would appear to be fairly insignificant in that it rarely weighs more than 5 kg, but, apparently, the tusks command a high price on the ivory market and are mostly sold as polished souvenirs. Poachers are said to be everywhere in the Tai Forest, and Dr. Roth stressed that the control of poachers in such conditions is very different to that in the savannah areas, and can only be achieved with very strong political

will which, he said, is lacking. Efforts are being made to persuade the government to set up a monopoly.

He went on to point out how much is done for the savannah elephant and how little is done for the forest elephant as far as conservation efforts are concerned. He stated that "Unless something is done very quickly and very soon, the forest elephant in West Africa will disappear within a matter of about 10 or 20 years." He is of the opinion that if the Tai Forest can be maintained as a National Park, the forest elephant will survive, and he then appealed that funds be made available to this end.

With reference to research studies within the Ivory Coast, Dr. Roth related how studies have been carried out over the last 3 years in which the 3 main elephant populations have been carefully monitored. Research activities in connection with the Comoe National Park began with a general ecological aerial survey of the area, including elephants. All the data accumulated was fed into a computer so that ecological factors could be correlated to the distribution of various species in different conditions. Within the population close to Abijan, at Asagny, research is being carried out on population dynamics. The World Bank has donated \$100,000 in order to develop tourism there. Within the Tai National Park a great deal of research is being carried out on the ecology of the forest elephant and experiments are being done using an infra-red scanning device to monitor the movements of animals. So far, this device has been tested on the pigmy hippo and has proven to be a promising method. Dr. Roth feels that research should continue along these lines. Telemetric studies have also been conducted, the results of which have been good. Density studies are also being conducted within this area using the method by which elephant droppings are measured. It has been found that the forest elephant never live in large groups but in groups of no more than 3-5 animals.

An economic survey is scheduled to begin in July of this year under which ivory import and export activities will be carefully studied, ivory being considered a "wildlife commodity". At present, Abijan is the centre of the ivory trade in West Africa.

From the trade angle, Dr. Roth stated that he had been authorized to speak on behalf of the government of the Ivory Coast and to report on the latest initiative taken in respect to better control and standardization of the trading in ivory. He reported the initiative had been taken in the form of the Conseil Detente in that they had agreed that all countries should abstain from hunting elephant. The Conseil Detente is a political group with members from Ivory Coast, Benin, Togo, Niger and Upper Volta, who have decided to work together, with wildlife as one of their concerns. In order to standardise the trading, it is planned to make the ivory trade a monopoly of the state within these five countries, i.e. no private trading at all, only state trading. Any ivory confiscated will go to these government monopolies, which will then dispose of the ivory in different ways. The Government of the Ivory Coast has ruled out any form of hunting, as well as the import of ivory, allowing the export of worked ivory only.

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Dr. Roth feels that the prohibition of the import of ivory is in fact an unwise decision, due to the fact that the ivory source within the Ivory Coast is very small and this will result in many people being put out of business. However, strong opposition was met to allowing the import to continue.

As to the question of what constitutes 'worked ivory' within the Ivory Coast, it has been stipulated that any object heavier than 2-3 hundred grammes must be covered in the registry.

Dr. Roth put forward the plea that, "The only hope for the elephants in West Africa is the control of the trade."

Our next speaker was Dr. Lwezaula from Tanzania.

TANZANIA - Dr. Fred Lwezaula

Dr. Lwezaula gave a very brief resume of the status of the elephant within Tanzania, paying particular attention to two areas, the Selous and Manyara.

He pointed out that the Selous contains more than one third of the total number of elephants found within Tanzania. He is of the strong opinion that this is one of the very few places in Africa that stands a chance of conserving the elephant and stressed the need to strengthen anti-poaching efforts within the area.

Secondly, he referred to the Lake Manyara Park and reported that there is a healthy and relatively well protected elephant population within the Park. Plans are being made to extend the southern portion of the Park and the last stages of the extension have almost been finalized.

He appealed for support for anti-poaching efforts, for additional vehicles, a grader to make tracks within the Selous, communication systems, etc.

Next, Ian Parker was asked to speak on the subject of the Ivory Trade.

THE IVORY TRADE - Ian Parker

Ian Parker pointed out that he did not intend giving a resume of the Trade Report, but rather to expand on one point made in it, that being, "It is a tenet of all good law that the law is enforceable." He went on to say that, "there is no point at all in making laws into disrepute." He believes that the enforcement of law is closely tied to available manpower, i.e. how many men are needed to protect a given area, and drew attention to the fact that there is no accurate data available in Africa to answer this question. From his personal research he has found that "the distribution of manpower varies from about 1 man:50 sq km in the best managed areas to 1 man:58,000 sq km in less intensively conserved areas." He feels that the area in which the greatest amount of research should be concentrated on determining this factor, and he also believes that certain areas should be controlled properly, rather than approaching the continent overall and spreading resources too thinly to achieve anything.

Discussion followed at this point in which it was felt that "enforcement of the law" is a separate issue from "research", and beyond the influence of a group of conservationists.

Ian Parker felt that, "If you cannot enforce the law then your research is a question of writing history", and that enforcement of the law should be the first priority. He added that, "the conservation law enforcement capacity in Africa as a whole is insufficient to adequately enforce the law within the National Parks, let alone outside them."

Earl Baysinger raised the point that, as far as wildlife is concerned, one can never get total enforcement, but also pointed out that if the law is not there initially there is very little incentive for anybody to make any effort towards conservation.

Ian Parker remarked that, if one looks into the evolution of law, it is found that within a culture laws have "evolved", but that where they are transposed across cultures they have been "imposed". Within Africa a great deal of conservation law has been "imposed".

Dr. Douglas-Hamilton referred to the Ivory Trade Report as being a very fundamental piece of research on a relatively new subject, and put forward the suggestion that it should be published. He pointed out that it is a document that should be made available since it is a landmark which will lead to interest, research, and further activity in the future. He went on to say that one of the questions yet to be answered is the possibility of self-regulation by the ivory trade and asked Ian Parker to comment on this.

Ian Parker said that a great deal of information in the report had come from the trade, an indication in itself that the trade will cooperate. Furthermore, a fairly large section of the ivory trade has agreed not to handle rhino horn. He outlined how steps have been taken towards forming Ivory Trader's Associations and how in Japan, Hong Kong, America, and more recently in Europe, this has already been achieved.

He went on to outline the present ivory market and said that, in his opinion, effort put into trying to control and license worked ivory, such as bangles, beads, etc., is largely wasted since documentation becomes swamped by the volume. He drew a comparison between gold and ivory, saying that, "there is never a surplus of gold and there is never a surplus of ivory." The demand for ivory reflects the economic trend and this, in turn, has an effect on Africa; and the rising price of ivory in Africa is thought to have led to increased elephant killing. However, Ian Parker stressed the point that the price of ivory is rising equally with general inflation within Africa. He does not believe it entirely true to say that because the price of ivory has gone up the amount of elephant killing has increased. He believes, "it is an overall economic situation which afflicts Africa far more particularly, in that there is this tremendous pressure upon the people to leave subsistence economies and join the cash economy." He then referred to the use of ivory to predict the rise and fall of gold and remarked that in 1970 economists would have

discredited this theory, but that since then predictions of what gold was going to do, based on what ivory had done, have proved absolutely right and that economists are coming back to look at this theory again.

Dr. Douglas-Hamilton raised the point that he finds it difficult to believe that there is no connection between the increased price of ivory and the increased amount of poaching. He referred to the "speakers from C.A.R., Uganda, Sudan, and Zambia, all of whom attested to a very marked increase in poaching that appeared during the period when the world ivory price shot up." He questioned the "incentive to the man in the bush" and put forward that "a poacher in Kenya and the Cameroun can get a third of the market value."

Ian Parker confirmed that, "obviously there is a connection", but that, "it doesn't stand out on its own." He again stressed that he believes worldwide inflation during the seventies to be the main factor affecting the trade. He also said that, "the amount the poacher gets has not increased, he has always got about a third of the market value, even back in the fifties."

Ian Parker then spoke as an ivory trader on behalf of the European ivory traders and passed on to the Group that, "the recommendations that the ivory traders will come up with will be that governments limit the number of people who may trade raw ivory." They are of the belief that, "as soon as there is a limit to the number of people who can import and export raw ivory, then the trade itself can act in corpus, can receive advice, and take initiative." At the moment they are pursuing a number of approaches as to how best they can link up with regional governments, national governments, and international conservation bodies such as CITES. No firm position has been reached as yet but negotiations and discussion are under way.

He informed us that, "until very recently ivory has only been illegal in Africa and India" and that elsewhere in the world the ivory trade has been free. Until 1978/79 the ivory-purchasing nations (United States, Britain, Germany, Belgium, Hong Kong, Japan) could buy ivory and were not particularly interested in how it came to them. He said, "Ivory appearing on the international market always appears under the guise of being legal due to the difficulty of concealing it."

Parker then gave a brief outline of how the ivory trade operates as far as exporting is concerned. Customs records always indicate a far higher export of ivory than game departments can account for because game departments issue illegal permits that are not entered in their records. Often there is double use of the same permit. Ian Parker stressed the need for "a unified system of permits" before any form of control could come into effect.

Peter Sands, the Secretary General of CITES (Convention on International Trade in Endangered Species of Wild Fauna and Flora), was asked to explain to the Group the intent and purpose of this Convention, which entered into effect in 1975.

CITES - Peter Sands

Peter Sands pointed out that CITES is not a conservation body but a secretariat, an instrument of governments. CITES serves 59 states at present and is dependent upon these states for orientation and contribution. They are increasingly aware of the role that developing countries (the exporting countries of wildlife) are playing in this context. Within CITES they have an almost two-thirds majority of governments from developing countries. Therefore it is not a "white" Convention. CITES is a Treaty between the importing and exporting countries and involves controls at both ends. Recently, there has been a growing effectiveness of controls within importing countries. There is also evidence of growing concern in that China has formally announced its intention to join as a party, there is a possibility that Japan may become a member, and in May the EEC would be issuing a draft regulation implementing the Convention for all Common Market countries. Recent developments within the National Legislation have been that C.A.R. has officially authorised its ratification; France has just issued a prohibition of ivory imports from non-CITES countries; the Belgians have agreed to stop the laundering of documentation, i.e. they will no longer issue re-export certificates for ivory that has come from non-CITES countries; and India announced last month that it will stop issuing grandfather ivory, i.e. all ivory that is being used for the re-export of Indian worked ivory must come from registered stocks.

Peter Sands went on to discuss the role of law enforcement pointing out that objectives (such as anti-poaching) can be achieved by enforcement action, for example, by putting enough people on certain areas (as suggested by Ian Parker). But that objectives can also be achieved by removing the incentives that lead to poaching, smuggling, etc. In relation to this, the controls that exist for the export and import of ivory play a very important role. He believes that it is the incentive for "legal activity" that should be encouraged, and pointed out that there is an important element within the Convention that tries to protect the legal and legitimate interests of a country within legal trade.

He feels that the possibilities of setting up state monopolies would have to be elaborated upon to see whether the experience of one country would be workable within other countries. Alternatively, a situation whereby a series of licensed private traders was set up to control the trade (as suggested by Ian Parker) would also have to be considered in detail. He is of the belief that all these measures could help towards distinguishing the ivory trade as something that the Convention envisages as a "legitimate ivory market", and that they should all be explored and taken into account when considering the law.

Sands went on to refer to the recent Technical Expert Committee Meeting held in Bonn and stated that, amongst the resolutions reached, there were several he felt to be of direct interest to the Elephant Group and to the Action Plan. He reported that the technical projects had been handled without dispute. The need for security documents, and the need to combine these forgery-proof documents with acceptable UN standards on world trade documents, was acknowledged, and both these resolutions have been implemented to some extent. He said that, through Ian Parker's own initiative, they now have a

sample of a forgery-proof document that could be used as a model, and that they also have a go-ahead from the UN for a standard form that complies with UN layout to be developed for different trade documents. All this is currently under discussion as a follow-up to the Bonn Meeting. The marking of raw ivory as a uniform system was also discussed at Bonn as being desirable, but not necessarily practical, in the current situation. Various acceptable systems of marking ivory, in accordance with various national techniques, are being considered and compared. However, expert advice is needed to decide which methods are most fool-proof, and Peter Sands recommended that this be included as a desirable activity under the Action Plan. He pointed out the need for expertise in handling international statistics and reported that they are working with the Customs Council and now have a greater degree of certainty being able to determine the discrepancies in outgoing and ingoing statistics regarding ivory. He went on to stress the need for follow-up action and the need to strengthen the authorities in the developing countries (who are at present responsible for issuing permits) as being of paramount importance in making the Convention work. In order that this may be put into practice, initial steps must be taken to provide consultancy to these countries on how to handle the Convention. Several of these countries are reported as having made formal requests for assistance in matters of making the Convention work within their own administrative context. However, Peter Sands pointed out that there cannot be a uniform method for each country, and so a handbook has been developed which attempts to educate new members of CITES on how to apply the Convention. These guidelines are now being looked into by the Standing Committee. Advice is also required within these countries on making their controls work and making their laws enforceable and compatible with those of neighbouring countries and those of the importing countries. He emphasised that "close contact" is what is really required, in the form of meetings and consultants, and that this should be identified as one of the very high priorities within the Action Plan. He pointed out that what is required is a process of lawmaking that does not have to be "imposed", but he believes that these countries must be assisted in selecting the best methods, rather than just taking what they happen to have inherited.

Sands went on to refer to requests made by various African countries that a Regional Meeting be set up to discuss the Ivory Trade. It would appear that countries do not want to do things alone but would prefer to do things in conjunction with their neighbours. The OAU has apparently taken a great interest in the matter of ivory on a regional level and various laws are being looked into; for example, how controls under CITES tie in with controls under the 1968 African Conservation Convention. The idea of a Regional Meeting will be put to the OAU. He referred to Kenya's initiative to host the Wildlife Conference this July, when ivory will be one of the subjects on the agenda, and also to the All African Wildlife Conference scheduled to be held in early 1981 according to the UNEP Programme Document. He stipulated that advice is needed on the coordination of all these activities and suggested that a body such as UNEP look into the coordination of these various meetings and that, with all the governmental interest and potential available, they try to consolidate their efforts to achieve goals that may be common to all of these, rather than allowing them to go to waste.

Discussion followed amongst the Group as to the definitions of "worked" and "raw" ivory, as contained within the Convention.

Ian Parker began by saying that he has consistently opposed any attempt to license "worked" ivory, the reason being that the ivory is a consumable product and therefore accumulative and pointed out that the quantity of ivory artifacts existing in the world at the moment runs to many millions and their value to many billions. He feels that it is impossible to differentiate between material produced 20 years ago and that produced today, and therefore believes that to attempt documenting "worked" ivory would be an impossible and impractical task. He is of the strong opinion that the emphasis of the law should be placed on the "movement of raw ivory" and considers this to be entirely practical since raw ivory is readily identifiable, coupled with the fact that the traders who handle it internationally number less than 200 worldwide, and, therefore, legislation and permitting would stand a chance of being effective. In order to avoid various loopholes, for example, that of putting a polish on six inches of tusk and calling it "worked" ivory, Ian Parker suggested that those descriptions that constituted the law within the US, German and British customs departments at the turn of the century be looked into and that a fairly tight definition be put forward to control such loopholes.

Rick Parsons made reference to the fact that a definition of "worked" ivory is being developed at present which will still leave loopholes but which will cover most cases.

Dr. Roth was of the opinion that "worked" ivory should be controlled and does not believe that one can be controlled and not the other. He raised the question of "cut" ivory.

Ian Parker pointed out that "cut" ivory loses its value very significantly unless expertly cut, and also that it constitutes a relatively small part of the illegal trade internationally, although it may constitute a large part within West Africa.

Rick Parsons from the US Fish and Wildlife Service explained to the Group the situation within the US as far as the trade in ivory is concerned. He explained that, in implementing CITES, control over the import of any item that can be distinguished as being ivory or having ivory in it will be affected, so that control over "worked" ivory is in fact included. What they are currently in the process of discerning is quite how detailed the controls can be. He pointed out that very detailed control would result in an overwhelming amount of paperwork, which in turn would result in little of any effect being accomplished. He went on to say that the definition they are developing would include cut pieces of tusks, lightly polished tusks, and anything with a small etching on it used as a device to get around controls. A further control, that no ivory be accepted into the US unless it is exported from a CITES country is also under consideration. He pointed out that this is an attempt to get countries wanting to trade with the US to join CITES as, in this way, they will fall under some obligation. He also remarked that the US is a small importer of raw ivory but a fairly large importer of worked ivory.

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