

## **Part II: Controlling Trade in and Reducing Demand For Tiger Products: A Preliminary Assessment of Priority Needs**

The most immediate threat to wild tiger populations today is poaching, particularly for the trade of tiger parts to medicinal markets in East Asia. Until very recently, tiger conservation efforts focused almost exclusively on activities associated with protected areas and reserves, but it is clear that these initiatives have not been sufficient to stem the decline of tigers in most areas. It has become critical to address the trade issue as an important element of a comprehensive tiger conservation strategy. This need is bolstered by the growing requests for assistance from tiger range and consumer nations in their tiger trade control efforts and the numerous regional and international conservation fora that have made trade a priority issue.

Virtually all range states and consumer countries have officially banned trade in tiger products and derivatives, but commerce continues because of weak enforcement structures and domestic trade control laws, and persistent demand associated with long-standing medicinal practices. At the Ninth Meeting of the Conference of the Parties to CITES in November 1994, over 100 countries, including key tiger range and consumer nations, pledged to redouble their tiger trade control efforts (see Annex IV). The CITES tiger resolution specifically addresses the needs associated with trade control, enforcement, and reduction of demand for tiger products. While most governments have made an official commitment to carry out the activities required by CITES, many lack the resources and expertise to do so. The present challenge is to ensure that the necessary structures are put in place and the tools and resources provided to enable full implementation of the CITES tiger resolution and related national policies and plans.

Because the tiger resonates strongly in many cultures -- both east and west -- the international response to the current conservation crisis has generally been more immediate than with species suffering similar trade threats such as rhinoceroses and bears. Yet many of the weaknesses in trade controls for tigers are common to much of the trade in endangered species. Thus, improving tiger trade controls can have benefits for multiple species, by strengthening the overall enforcement capacity of wildlife trading nations and increasing the attention to general wildlife trade problems.

The needs associated with tiger trade control fall into two principal categories: strengthening capacity to control trade, and reducing demand for tiger products. The following outlines immediate priorities for addressing these categories of needed activities.

## **I. Strengthening the Capacity of Countries to Control Trade**

The trade in tiger parts (particularly bones) and derivative products appears to have increased enormously in the last decade, as evidenced by available trade statistics, government CITES reports, and anecdotal field information. The reasons for this increase are not fully clear, but are generally thought to be linked to: increased purchasing power and demand associated with growing East Asian affluence; the exhaustion of tiger bone stockpiles held by countries such as China; ineffectual enforcement structures in range and consumer nations; and lack of political will to address the problem. In the early 1990s, as the tiger crisis alarm sounded, international pressure and media exposure prompted some countries to respond positively. Many others still lack the means, and in some cases the will, to effectively address the tiger trade problem.

Controlling the illicit trade in tiger parts and products requires enforcement infrastructure, including: specific laws with meaningful penalties; trained manpower to enforce laws and apprehend violators (ideally through dedicated wildlife enforcement units); clear delineation of enforcement responsibilities among government agencies; provision of equipment for investigation, communication, and transportation; and communication and intelligence-gathering networks and channels.

Wildlife trade control and enforcement are clearly government responsibilities, but many countries, especially developing nations, have relied heavily on international support and cooperation to enhance their enforcement capacity and to raise the level of attention to wildlife conservation and enforcement needs within their own governments, including for tigers. Thus, international support for training workshops and programs has had dual benefits. Some support for such efforts has come through CITES, which in turn has relied on outside governmental and non-governmental financial assistance. Additional enforcement assistance has been provided directly by conservation organizations and foreign government aid agencies. To date, however, enforcement-related support has been mostly ad-hoc and inconsistent.

The priority assigned to tiger trade control and enforcement in many consumer nations has increased markedly in the last three years, in response to international publicity on tiger trade problems and related CITES pressure. For example, new enforcement or legislative measures have been enacted in Taiwan, Hong Kong, China, Singapore, and South Korea, the United States, Australia, and the United Kingdom. At the same time, it is unclear whether newly-enacted policies will become full-fledged tiger trade control programs. Ensuring this requires continual

interaction and information exchange among governments and NGOs, as well as technical and financial assistance from government and non-government donor institutions

Trade control and enforcement needs in tiger range states can be divided into two categories: efforts around Tiger Conservation Units (TCUs), as defined in Part I of this assessment, and national efforts to control the export of tiger products and combat broad-scale illicit commerce. Efforts to control trade around priority TCUs are generally linked to protected areas management and anti-poaching programs and need to be addressed as a component of overall conservation needs at priority TCUs. The following analysis focuses primarily on the complementary trade control needs at the national level for range states with priority TCUs.

#### **A. Training and Technical Assistance for Trade Control and Enforcement**

*Priority tiger range countries: Bangladesh, Bhutan, Cambodia, India, Indonesia, Laos, Nepal, Myanmar, Thailand, Russia, Vietnam*

*Priority consumer countries: China, Japan, South Korea, Taiwan*

Tiger range and consumer nations alike have requested support through CITES and from developed country governments and NGOs for training and technical assistance on basic wildlife trade enforcement and trade control initiatives. In response, a handful of training workshops have taken place in Asia in the last two years targeted mostly at general wildlife trade control and CITES enforcement. While useful, they have not as a whole dealt specifically with tiger trade issues. Because the ultimate responsibility for trade control and enforcement lies with governments, any needs assessment must logically be undertaken on a country-by-country basis.

Due to the international nature of the tiger trade, development of regional enforcement programs and information networks has become a priority among many countries. This was recognized in the 1994 CITES tiger resolution and is further underscored by the Tiger Conservation Unit analysis in Part I of this report, which reveals a disproportionately high number of Level I TCUs straddling or lying near international boundaries. Recent protocols concluded through the Global Tiger Forum (Delhi, 1994), the Workshop on the Control of Wildlife Trade in the Asian Region (Beijing, 1995), and bilateral agreements between China and India (1995) and China and Vietnam (1995) have emphasized the importance of international cooperation and called for assistance from international agencies and organizations.

National and regional training workshops have been identified as priorities in many tiger range countries as valuable fora to establish mechanisms of cooperation;

exchange of information on tiger conservation and trade control problems and techniques; develop cooperative trade control and enforcement efforts; exchange intelligence on illegal trade; provide training on forensic and tiger product identification techniques; establish communication networks; and clarify roles of different enforcement agencies. Both WCS and WWF have recently assisted with successful transboundary conferences and training workshops in Indochina, Southeast Asia, and China to discuss a variety of conservation needs, including issues associated with tigers and tiger trade control. Additional initiatives are needed but should set clear goals in connection with priority TCUs and relevant national boundaries, specific trade problems, follow-up mechanisms, and enforcement support needs.

**Some suggested activities:**

- \* Hold national and regional-level wildlife trade and CITES training workshops to bring together enforcement officials from relevant national and international agencies, including wildlife, customs, military, and border personnel, to share information and techniques, establish formal and informal communication channels, establish specific enforcement plans, and determine associated infrastructure, funding, and follow-up needs.
- \* Undertake detailed reviews of the capacity building requirements of priority tiger range countries, to design enforcement and trade control plans that incorporate specific staffing, training, communication, and equipment needs.
- \* Establish or strengthen tiger trade monitoring networks to collect and disseminate trade information at the local, national, and international level. An example is "Tiger Link" in India, an affiliation of conservation organizations and specialists which meet regularly to exchange information on tiger trade and conservation issues, identify priority policy actions, and publicize tiger conservation problems. The group produces a regular newsletter to disseminate information on the most significant current issues. The TRAFFIC network also monitors the tiger trade in East Asia, Southeast Asia, India, and at the international level, and supports governments in their own trade monitoring initiatives.
- \* Develop identification manuals and forensics guides in a user-friendly format with information on tiger parts and products, to improve trade interdiction efforts. Techniques and materials under development in such countries as the United States, United Kingdom, and Taiwan should be adapted and translated for tiger range states.
- \* Undertake independent market surveys to determine levels of trade in tiger products, monitor trends, and assist national trade control efforts.



## **B. Strengthening Legislative Measures to Control Tiger Trade**

*Priority tiger range countries: Bangladesh, Bhutan, Cambodia, India, Indonesia, Laos, Myanmar, Nepal, Russia, Thailand, Vietnam*

*Priority consumer countries: China, Japan, South Korea*

Effective legislation, including meaningful penalties for violators, is essential for successful tiger enforcement and illegal trade control. This issue was identified as a top priority in the 1994 CITES tiger resolution. The CITES Conference of the Parties began a formal assessment in 1992 of CITES implementing legislation of member countries to identify gaps and weaknesses ("CITES Legislation Project"), which covers many issues relevant to tiger trade. The CITES Legislation Project is being carried out by TRAFFIC USA and the IUCN Environmental Law Centre on behalf of the CITES Secretariat, and although still in progress, provides valuable information on the status and effectiveness of national laws affecting the trade in tigers and other endangered species.

The 1994 CITES tiger resolution called for several specific actions, including the adoption of comprehensive legislation to implement CITES where it does not now exist, internal tiger trade controls, specific trade prohibitions covering any product purporting to contain tiger derivatives, and penalties adequate to deter illegal trade. In addition, the resolution urged all tiger range and consumer countries not yet party to CITES to join the Convention as a matter of priority.

As part of the CITES Legislation Project, laws of select member nations were analyzed and evaluated for compliance with the convention's basic requirements (see Doc. 9.24, Ninth Meeting of the Conference of the Parties to CITES). Because the tiger is an Appendix I species, it is generally protected by the conservation laws of CITES countries. The following ratings were given to tiger range and consumer CITES parties, with "1" the highest rating reflective of the most comprehensive laws and "4" denoting the weakest laws. It should be noted that not all tiger range and consumer nations were covered in the initial review, in part because several are or were not CITES members. Reviews are currently underway for South Korea and Vietnam. Although a review was undertaken for Taiwan, no formal evaluation was completed because Taiwan is not a member of CITES. It is important to note that even though no tiger range state or Asian consumer country received the highest provisional rating during this exercise, some Asian countries have specific tiger trade control legislation that is more stringent than that of non-Asian countries which received higher overall CITES ratings. The legislation to control tiger trade in Hong Kong stands out in this regard.

Range Country	Provisional CITES Legislation Rating	Consumer Country	Provisional Rating
Bangladesh	3	China	3
India	2	Hong Kong	2
Indonesia	4	Japan	3
Malaysia (Peninsular)	2	Singapore	2
Nepal	4		
Russian Federation	3		
Thailand	3		

**Rating definitions:**

**Category 1:** Legislation generally meets the requirements for the implementation of CITES.

**Category 2:** Legislation meets many requirements for CITES implementation, while additional legislation is needed in some areas.

**Category 3:** Legislation meets some requirements for CITES implementation, while additional legislation is needed in many areas.

**Category 4:** Legislation does not generally meet the requirements for CITES implementation.

[Note: the CITES Conference of the Parties subsequently consolidated the four rating categories into three for simplification but this information was not readily available]

It is useful to point out that, while most countries have officially banned the import and export of tiger products, some have recently enacted specific measures to strengthen laws or policies affecting the trade in the parts of tigers. **China** specifically prohibited the trade and manufacturing of tiger (and rhino) products and medicines in 1993. **Hong Kong** significantly increased the penalties for illegal trade, sale, and possession of tiger parts and products in 1995. **Singapore** banned the domestic trade and sale of all tiger parts and products in 1994, while **South Korea** enacted a similar measure in 1995. **Taiwan** enacted various strengthening domestic and international trade measures in 1994 and 1995, including the adoption of significant penalties for illegal trade of tiger and other endangered species products. All of these countries report that they have undertaken market inspections to ensure compliance with the new measures, and some have carried out numerous successful prosecutions (see reports to the CITES Secretariat as prepared for the 36th Meeting of the Standing Committee). It is in some cases, however, too early to determine the effectiveness of many of these new legislative measures, and few formal reviews have been undertaken.

**Some suggested activities:**

\* Review specific national laws and legislative measures applying to tiger trade control in priority countries, and assess for adequacy of trade prohibitions, penalties, and the success of legal measures as demonstrated by formal law enforcement actions and the response of judicial processes and courts to

violations. Such reviews might be carried out through national workshops that would allow country-specific assessments of legislative needs and legal processes and the development of recommendations. WWF India, for example, has worked for several years through the Centre for Environmental Law to identify weaknesses in the legislative process and ensure effective judicial action in wildlife trade law enforcement cases.

\* Provide appropriate technical assistance and information to Bhutan, Cambodia, Laos, and Myanmar to encourage formal CITES participation.

### **C. Brief Summaries of Trade Control and Capacity-Building Needs of Tiger Range and Consumer Countries**

#### *Range Countries:*

*(note--many Tiger Conservation Units straddle political boundaries and therefore are counted more than once in the country breakdowns)*

#### **Indian Subcontinent**

**Bangladesh** shares with India one of the most globally significant TCUs -- the Sundarbans. At the national level Bangladesh is in need of greatly strengthened CITES enforcement capacity and legislative measures. Bangladesh received a provisional #3 rating in the CITES legislation review. The US government (USAID/USFWS) sponsored a CITES training workshop in Bangladesh in 1995, which recommended strengthened coordination between the national wildlife agency and customs officials on trade matters, and focused regional discussions on wildlife trade control with India, Nepal, Bhutan, Pakistan, and Sri Lanka.

**Bhutan** has one Level I TCU which it shares with India, which includes the highest altitude subtropical upland forest tiger habitat (up to 10,000 ft). Recent management and training initiatives have enhanced the protected areas infrastructure. Bhutan is not a CITES member and Bhutanese individuals have been implicated in the illegal trade of endangered species, including both rhino and tiger parts.

**India** has ten Level I and seven Level II Tiger Conservation Units (TCUs). The Indian government released a National Tiger Action Plan in 1994, which provides a very general framework of tiger conservation priorities. Specific trade-related needs identified include: an assessment of enforcement capability among protected areas and reserves; establishment of an effective communication system within and between reserves; establishment of "rapid action forces" in reserves to combat poaching; and enhancement of existing training facilities and programs.

India received an "adequate" rating in the CITES legislation analyses. Assessment of enforcement and capacity-building needs must now be undertaken in association with priority Tiger Conservation Units.

It is worth noting that non-governmental organizations play an increasingly important role in tiger conservation in India, with support of the Indian government. They have been instrumental in the monitoring and exposure of illicit tiger trade and in strengthening state and national tiger conservation policies. NGOs increasingly work with state governments to more directly target tiger conservation needs.

Nepal has two Level I and two Level II TCUs. While Nepal has a relatively strong *in situ* tiger conservation record, the country has had serious problems at the national level with endangered species trade control and CITES enforcement, serving as an important conduit in the illegal trade of tiger parts. The government has recently made commitments to strengthening enforcement, but infrastructure and manpower still lacking. Nepal received a provisional #4 rating in the CITES legislation review.

An important new national law provides for the recycling of a significant portion of tourist revenues directly to park management, which has significant implications for tiger conservation.

## **Indochina**

Cambodia has three Level I TCUs. The country is not a party to CITES. The Cambodia Tiger Action Plan identifies trade as a major threat (along with large-scale timber extraction), and notes that an estimated 10-15 tigers are "sold" per month in the country, mainly to military personnel for export to Thailand and Vietnam. The plan further notes major weaknesses in enforcement capacity and legislation for tiger protected areas management and trade control, and emphasizes the need for trained personnel, information and data, appropriate legislation, and funds for protected areas as basic priorities.

Laos has three Level I and three Level II TCUs. Laos is not a party to CITES and, like most countries in the region, has requested international assistance to increase its enforcement capacity. The trade in wildlife is growing in the country, and the poaching pressure on tigers and their prey is intense according to recent field reports.

Myanmar has three Level I and one Level II TCUs. The country is not a party to CITES. The National Tiger Action Plan released in December 1995 indicates that tiger trade has been a significant problem. The plan emphasizes scientific data collection on tiger status and distribution, strengthening protected areas and



establishing corridors, increased law enforcement and institutional capabilities through regular training and information seminars and better interagency coordination, increased ecological monitoring, public awareness and participation, and international cooperation through participation in global conventions such as CITES, scientific exchanges, and funding, as priority needs for tiger conservation.

Thailand has three Level I and three Level II TCUs, most of which lie along the vast Thai-Burmese border. The country's Tiger Conservation Action Plan for 1996-1999 includes projects on improving management of the most important tiger protected areas, community-based monitoring of tiger populations, educational campaigns around important protected areas and wildlife trade hotspots, and tiger trade monitoring. Thailand received a provisional #3 rating in the CITES legislation review.

Vietnam has two Level I and three Level II TCUs. Vietnam recently joined CITES and is greatly in need of strengthened enforcement capacity and legislation. Illegal tiger trade has been a significant problem; the country serves as both a source of tiger products and transit point for trade to China. The wildlife trade is growing generally.

### **Southeast Asia**

Indonesia (Sumatra) has three Level I and four Level II TCUs. The country received a provisional #4 rating in the CITES legislation review. The 1994 Sumatran Tiger Conservation Strategy targeted the following as among the highest priorities: more effective legislation and stricter enforcement; improved training; better integration of conservation, development, and enforcement policies; and mobilization of anti-poaching teams in major tiger protected areas. Indonesia has a long record of wildlife trade problems, even though the country has been a CITES member since 1979.

Malaysia (Peninsular) has one Level I and two Level II TCUs. Malaysia is a longstanding CITES party with a relatively good wildlife trade control record and wildlife trade legislation in most parts of the country.

### **Russian Far East**

Tigers in the Russian Far East occur in one large contiguous population in temperate forest and boreal taiga habitat, except for an isolated number on the border with China. The Russian Federation received a provisional #3 rating in the CITES legislation review. Wildlife trade, and tiger trade in particular, has increased enormously in the last four years. The 1995 draft national strategy and action plan to conserve the Amur tiger lists the following measures as among immediate

priorities: better regulation of the hunting of tiger prey; equipping tiger protection patrols with firearms, petrol, and efficient communication means; negotiations with the Chinese government to coordinate tiger conservation efforts in the border region; to improve coordination and communication of all government departments involved in tiger conservation and wildlife trade control; to elevate prosecutorial attention to tiger poaching and illegal trade cases and investigations; and to increase the salaries for protected areas management and wildlife trade control.

*Priority Consumer Countries:*

China is considered a consumer country in this assessment, as China's role as an importer is probably the most significant of all tiger trading countries. China has a vast border with several tiger range countries -- India, Nepal, Bhutan, Myanmar, Laos, Vietnam, and Russia -- which is clearly in need of enhanced enforcement and infrastructure for wildlife trade control. Training of forest guards and customs officials has been identified as a high priority by the central government. China received a provisional #3 rating in the CITES legislation review. The Chinese government has made a commitment to improve enforcement (and seek medicinal alternatives to tiger parts) but has requested international assistance and cooperation to do so.

Japan appears to be a significant consumer of patented tiger medicines and tiger bone from China in recent years, and is a country with notoriously weak wildlife trade legislation and enforcement infrastructure. Japan received a provisional #3 rating in the CITES legislation review. The country's role in the tiger trade needs to be clarified.

South Korea has been a major consumer of tiger bone in the last two decades. The country joined CITES in 1993 and has enacted new wildlife trade control legislation, but the delineation of enforcement and wildlife trade responsibilities among government agencies needs to be clarified. Korea has recently enacted internal trade prohibitions on tiger trade, but the impact of these are yet to be determined.

Taiwan has also been a major consumer of tiger bone in recent years, but new measures enacted as a result of international pressure and US trade sanctions have led to important improvements. Taiwan has yet to establish a national wildlife enforcement unit, however. The principal challenge for Taiwan is to ensure that recent steps taken to control the tiger trade are sustained over the longterm; this necessitates close monitoring.

Other countries: As stated earlier, a number of consumer countries, including Hong Kong and Singapore, have recently enacted new and strengthened legislative

and enforcement measures. The effectiveness of these must be closely monitored. The role of Malaysia, North Korea, and Mongolia as consumers or as tiger trading countries should also be examined. In addition, secondary consumer countries such as the United States, Canada, and several in the European Union must continue to enhance their enforcement activities and should likewise be monitored closely.

## **II. Reducing Demand for Tiger Products and Building Public Support for Conserving Tigers in the Wild**

Reducing the demand for tiger products is critical to successful longterm conservation of tigers in the wild, as consumption of tiger products is clearly the primary force behind the rampant poaching now threatening many tiger populations. Efforts to reduce consumer demand should focus primarily on East Asian markets where tiger medicinal products are used and valued in a variety of ways, and on the large Asian populations in countries outside of the region. Mechanisms to reduce use are clearly needed, but appropriate tactics and approaches have yet to be defined on a broad scale.

Little is known of the demographics and motivation of tiger product users and associated market dynamics. The extent to which demand is reduced in consumer countries will depend on understanding these issues as well as the role and motivation of the medical practitioners and specialists prescribing and promoting tiger products for medicinal and health purposes.

In addition, the level of general public support for tiger conservation will ultimately affect any efforts to reduce demand. Clearly, there is an immediate need to begin broad public education efforts in key consumer countries to build a general understanding of tiger conservation issues and their link to trade and consumption. Furthermore, strong public support is needed in tiger range states, in communities living in and near priority tiger conservation areas, and at the broader public level in range countries to influence national measures to protect tigers.

It is essential that all activities aimed at raising public awareness and educating consumers are designed and implemented within the cultural context of the different target audiences. Various non-governmental organizations such as WWF, WCS, and TRAFFIC, as well as many government agencies, have begun such efforts although most of these initiatives are in their early stages and need to be greatly expanded as new approaches and techniques are tested and evaluated. Public awareness and education activities offer many promising opportunities for joint government/NGO efforts, as already witnessed in Taiwan, Hong Kong, and the United States. Below is a general framework of priority activities and the audiences they aim to influence.

## **A. Targeting Consumers of Tiger Products**

*Priority countries: China, Hong Kong, Japan, Singapore, South Korea, Taiwan, and Asian communities in the United States, Canada, and Europe.*

Conservationists have learned that stopping the trade and use of endangered species such as the tiger is not as simple as imposing trade bans or calling for sanctions against countries which do not enforce wildlife trade laws. While these measures may serve some useful purposes, effective longterm change will be accomplished from within the societies in question. Messages about the need to conserve tigers and reduce demand must be developed within the context of specific cultures if they are to be embraced.

### *Traditional Chinese Medicine Practitioners and Specialists*

Tiger parts have been used in traditional Chinese medicine (TCM) for over a thousand years as ingredients in a variety of treatments prescribed by TCM practitioners. More recently, so-called "patented" medicines containing or purporting to contain tiger parts have been mass-produced, mainly in China, for global markets. It is vital to work with TCM communities to understand their perspective and industry dynamics, share information on the decline of the tiger and the relationship to trade and use of tiger parts, explore possible alternative products and appropriate means of promoting them, undertake joint trade monitoring initiatives, and collaborate on consumer education efforts.

Until recently, many TCM specialists have felt victimized by international trade bans because they have been largely excluded from any dialogue with their national governments as well as with much of the international conservation community. To bridge the communication gap between conservation concerns and medicinal specialists, organizations such as WWF, TRAFFIC, WCS, and others have collaborated with government agencies to work directly with TCM communities on the activities outlined above.

An international symposium cosponsored by TRAFFIC, WWF, and the Hong Kong government in October 1995, the first of its type, concluded that working with TCM communities is feasible and of immediate importance. TCM practitioners and specialists, academics, government officials, and conservationists from China, Hong Kong, Taiwan, Japan, South Korea, and Singapore convened to begin a process of international dialogue aimed at finding solutions to problems associated with endangered species in the medicinal trade. Among the key conclusions: 1) there is a significant lack of understanding among TCM specialists on the status of tigers and other endangered species, and the link of the medicinal trade to conservation problems; 2) there is a widespread lack of information available in



relevant Asian languages on endangered species trade problems; 3) there are misunderstandings in the conservation community about TCM and its role in Asian culture; 4) there is a lack of understanding in some parts of the TCM community about the role, aims, and rules of CITES; and 5) there is interest among some TCM specialists, particularly in China, to develop and advocate alternatives to endangered species products such as tiger. The conclusions from this symposium provide the foundation for a number of initiatives that might be undertaken with TCM communities in priority consumer countries.

Some suggested activities:

- \* Organize symposia and workshops to bring TCM leadership from different countries together with international conservation institutions to address tiger conservation and trade issues, determine needs associated with identifying and promoting alternative products, discuss the demographics of tiger product and other endangered species users, develop conservation messages and educational materials for consumers and practitioners, and establish information distribution channels.
- \* Compile and translate into appropriate Asian languages existing publications and information on the conservation needs of the tiger, and disseminate through relevant public and TCM channels (journals, meetings, television, membership mailings, etc.)
- \* Establish tiger public awareness coordinators in target countries, ideally with or through local conservation organizations, to liaise with TCM communities and government agencies to address tiger trade and other conservation issues. Activities could include coordinating the development of educational materials for TCM practitioners, government officials, and the general public. Specific product examples include basic brochures on tiger trade laws and CITES in relevant languages, and general manuals on TCM products to assist customs and wildlife officials.

### *Users of Tiger Products*

Virtually nothing is known of the demographics of tiger product use. To most effectively employ consumer messages, it is essential to identify user groups and understand the motivations behind their use of tiger products. This knowledge will also help in targeting *potential* users of tiger products -- those consumers which may not currently rely on tiger health treatments and which could be persuaded to do otherwise given the right information and motivation.

Some suggested activities:

- \* Undertake targeted demographic reviews of users of tiger and other endangered species products, using standard demographic survey techniques appropriate for individual countries. Such a review is currently underway in Hong Kong through TRAFFIC East Asia.

- \* Hold workshops and focus groups to determine the level of conservation knowledge and role of consumption of tiger products. Assess results and trends on a periodic basis in target East Asian cities, to evaluate the success of public awareness efforts.

### *General Public*

Broad scale public awareness efforts in key consumer nations must aim to build general support for the need to conserve tigers in the wild. Until very recently, the threats facing the tiger were largely unknown to the Asian public. Publicity over the plight of the tiger has stemmed mostly from media associated with CITES pressure and the 1994 US import embargo of Taiwan which resulted from that country's role in the illegal trade in tiger and rhino products. This exposure has led to important trade control and enforcement changes in a number of consumer countries such as Taiwan, Hong Kong, Singapore, China, and South Korea, and has helped broaden public awareness through government-sponsored education campaigns. The present challenge is to ensure that these efforts are continued and expanded.

Broad public awareness efforts are important to reducing demand for tiger products as well as securing permanent improvements in government wildlife trade control and related conservation programs. Culturally appropriate messages and approaches employed should be linked as much as possible with specific projects targeting the traditional Chinese medicine communities and tiger product user groups.

Some suggested activities:

- \* Use tiger public awareness coordinators in priority consumer countries to explore and develop educational opportunities with different public sectors, institutions, and government agencies. Coordinators could give talks about tiger conservation at schools, zoos, and other local institutions, including community and religious groups. Coordinators could assist with translating and adapting existing print and television tiger conservation materials, work with government ministries, identify dissemination channels, conduct informal/formal interviews with tiger user groups, and explore the feasibility and effectiveness of a variety of efforts.

- \* Enlist corporate and international advertising and marketing support to disseminate tiger conservation messages through print and broadcast ads and other marketing channels. Target all appropriate media outlets, including popular magazines, newspapers, television, and in-flight videos. An effective advertising campaign would draw from the work and research undertaken with traditional Chinese medicine audiences to assure the cultural relevance of messages.
- \* Design tiger conservation curricula for teachers for use in primary and secondary schools of target consumer nations. A number of existing projects can serve as useful models, including several developed in China, India, and the United States.
- \* Design a basic educational kit that addresses the range of tiger conservation issues, for use in classrooms, government training courses, and other group and institutional settings. If designed appropriately and amenable to customizing, such a kit could be used around the world.

## **B. Building Public Support for Tiger Conservation in Range Countries**

Building public support for tiger conservation in range countries is critical to the longterm success of tiger protection efforts and is especially important for countries with high priority tiger populations. Numerous public outreach and educational activities are already underway in range countries. Initiatives that target local communities living around top priority tiger areas need to be addressed within an overall strategy for Level I TCUs. In addition, broad scale public awareness activities are also needed to build broad public support for conservation efforts, which in turn will help ensure the necessary political support for longterm tiger conservation initiatives. Elevating tiger conservation on the political agendas of governments is a top priority and is needed to bolster programs to control poaching and illegal trade, build enforcement and general conservation capacity, and improve the infrastructure for tiger protected areas. Efforts can most effectively be undertaken through national and local non-governmental organizations but often require international assistance. Examples where successful educational campaigns have been launched are in India and Thailand. The types of activities that are needed in range countries to build public support are the same as those suggested for targeting the general public in consumer countries.

## Part III. Annexes

### Annex 1. Indices for ranking TCUs

#### A. Index for Habitat Integrity.

The habitat integrity index takes into consideration the size and spatial configuration of habitat blocks containing tigers, the quality of the habitat within the forest blocks and intervening areas, and the extent to which a TCU contains one or more protected areas that will provide effective refuge to tigers and prey (see accompanying Fig. 2).

When scoring note the following:

- For criteria 5 and 6, degraded habitat is defined as either: 1) forest in which the understory or the forest has been impacted by livestock-grazing, firewood collection, swidden agriculture, or man-made fires; 2) grasslands or savannas in which the tall grass cover has been impacted by livestock-grazing, collection of fodder/thatch or man-made fires.
- Criteria 5b and 6b will be flagged for surveys to determine the status of habitat quality. No scores will be assigned.

1. TCU consists of small ( $\leq 200$  km<sup>2</sup>), isolated fragment or fragments with low potential for tiger dispersal. *1 Point*

2. TCU consists of isolated fragment or fragments, with at least one being  $> 200$  but  $\leq 500$  km<sup>2</sup>, but with low potential for tiger dispersal among them. *2 Points*

3. TCU consists of several isolated fragments  $> 200$  but  $\leq 500$  km<sup>2</sup>, with potential for tiger dispersal among them, forming a network of tiger habitat which adds up to  $> 1000$  km<sup>2</sup>. *5 Points*

4. TCU consists of one or more isolated, mid-sized fragments ( $> 500$  and  $\leq 1000$  km<sup>2</sup>) of tiger habitat with low potential for tiger dispersal among the larger habitat blocks. *10 Points*

5. TCU consists one or more isolated mid-sized fragments ( $> 500$  and  $\leq 1000$  km<sup>2</sup>) of tiger habitat with potential for natural tiger dispersal (existing or potential for restoration) among the larger habitat blocks.

5a but with  $> 50\%$  of habitat known to be degraded (but not cleared) and/or not prime tiger habitat. *10 Points.*



5b but with habitat quality unknown across most of TCU. (Flag TCU for surveys).

5c. and >50% of TCU is considered to be good quality habitat suitable for tigers. *16 Points.*

5.1 If >50% tiger habitat of TCU for category 5 consists of effectively protected areas, add *2 points* to score.

6. TCU consists of one or more habitat blocks > 1000 km<sup>2</sup> with potential for natural tiger dispersal among them (existing or potential for restoration):

6a but with > 50% of habitat known to be degraded (but not cleared) and/or not prime tiger habitat. *14 Points.*

6b but with habitat quality unknown across most of TCU. (Flag TCU for surveys).

6c. and >50% of TCU is considered to be good quality habitat suitable for tigers. *24 Points.*

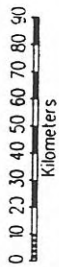
6.1 If >25% tiger habitat of TCU for category 6 consists of effectively protected areas, add *4 points* to score.

7. TCU consists of contiguous habitat throughout and exceeds 5000 km<sup>2</sup>; is relatively intact; contains the full range of habitat types necessary for tigers that is expected to occur in the THT and/or Bioregion. *36 Points.*

7.1 If >20% tiger habitat of TCU for category 7 consists of effectively protected areas, add *4 points* to score.

Table 1. Point spread to categorize TCUs. The minimum point total for achieving at least Level I or Level II status is shown below.

Habitat Integrity Index  
Guide to assigning points



- Protected Area
- Intact Habitat
- Unknown Quality
- Degraded
- Heavily Altered

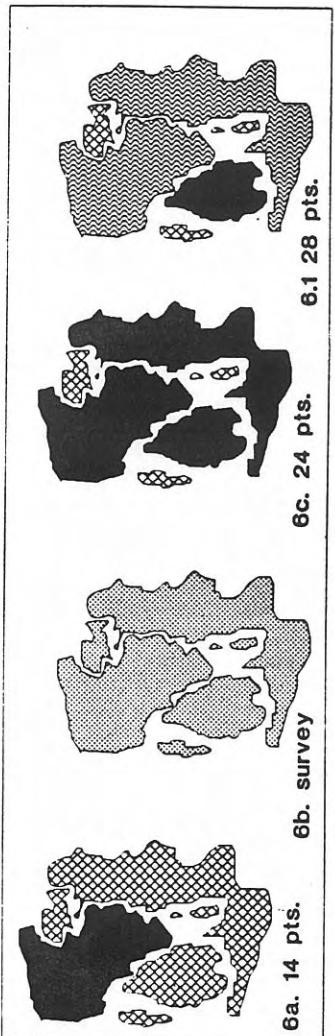
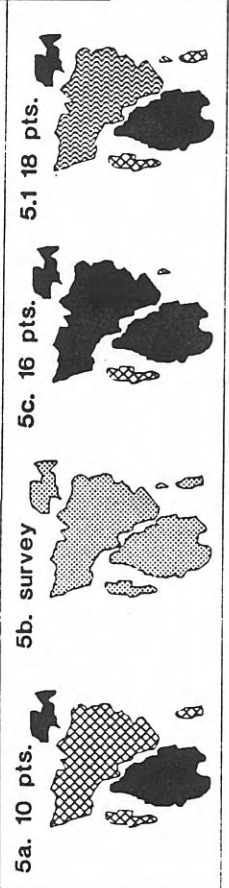


Table 2

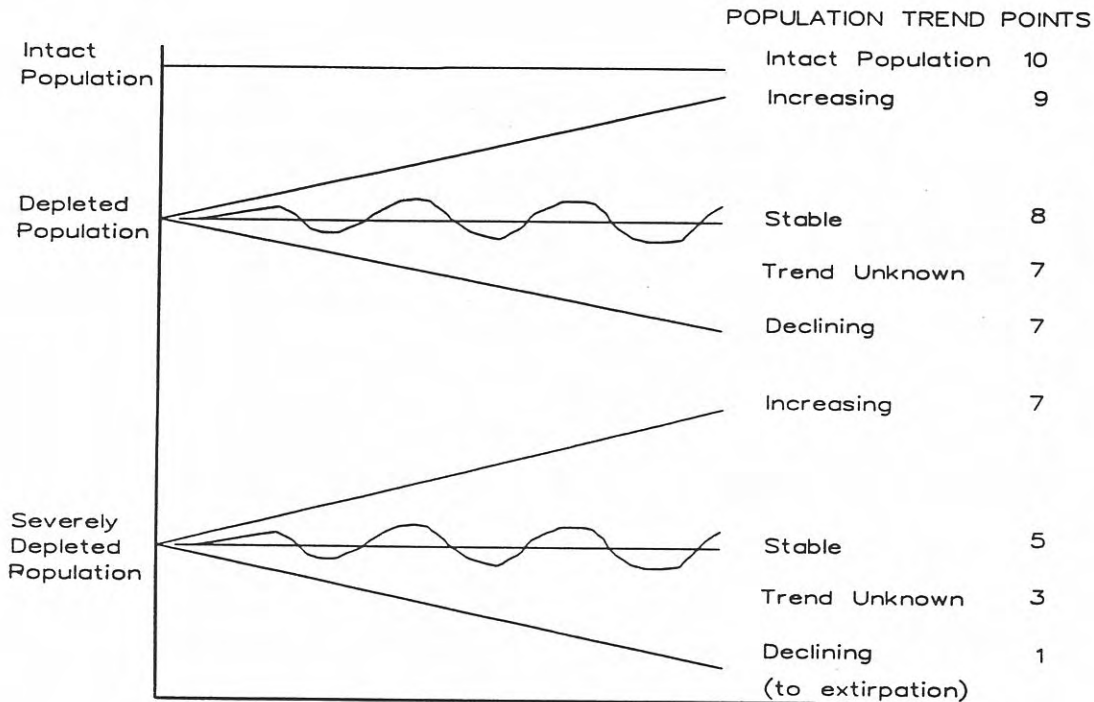
TCU CATEGORY	Habitat Integrity	Poaching Pressure	Population Status	Point spread
Level I	Category:6c Points: 24	Category: 4 Points: 14	Points: 7	70 - 45
Level II	Category:5c Points: 16	Category: 5 Points: 11	Points: 5	44 - 32
Level III				< 32

**B. Index for poaching pressure.**

1. Low poaching; concentrated in a few areas and/or sporadic; prey-base relatively intact; Effective anti-poaching program and network in place. *20 Points.*
2. Low to medium poaching; concentrated in a few areas and/or sporadic; poaching on prey relatively high, but on tigers low; Anti-poaching program relatively effective. Potential for reversing poaching pressure. *19 Points.*
3. Medium poaching pressure; widespread, but low intensity; tigers and/or prey poached; potential for anti-poaching measures. *17 Points.*
4. Medium poaching pressure; widespread, but low intensity; tigers and/or prey poached; no potential for anti-poaching measures in near future, but tigers not severely threatened. *14 Points.*
5. Medium to high poaching pressure; poaching pressure on tigers and/or prey; but potential for anti-poaching measures. *11 Points.*
6. High poaching pressure; poaching on tigers and/or prey; but potential for effective anti-poaching measures. *8 Points.*
7. Medium to high poaching pressure; poaching pressure on tigers and/or prey; no potential for anti-poaching measures. *4 Points.*
8. High poaching pressure; poaching on tigers and/or prey; no potential for effective anti-poaching measures. *1 Point.*
9. Extent of poaching pressure unknown. *13 Points.*



### C. Population Status.



The population status will be evaluated from the broad 10 year trends depicted in the above figure.

A 10 year period was chosen because many park staff, local people, and scientists would likely remember the relative status of the present tiger population compared with 10 years ago. Many park staff are also rotated periodically, and are thus unlikely to be familiar with the status of tiger populations before their arrival. However, any information which is available from a longer period can be so noted and evaluated in assigning scores.

An intact population is considered to be one which is 'minimally impacted', and will represent the best possible situation. An intact population will neither be in decline, nor increasing; therefore only the stable trend is shown on the graph.

A moderately depleted population can be evaluated as a population which is known to be affected by habitat loss, loss of prey density, poaching, etc., but where tigers, or their signs, are still encountered 'rather frequently' for this habitat type.

A severely depleted population is one that is known to be *highly* impacted by poaching, habitat loss, lack of prey, etc., and tigers, or their signs, are very rarely encountered for this habitat type.

These are subjective and relative measures, but it is likely that any person who has been residing and/or working in the area of a TCU will be able to differentiate and make approximate judgments on whether a population is 'intact', 'moderately depleted' or 'severely depleted' on the basis of information, encounters, etc.

The population trends over the past 10 years are broad changes reflecting population increases, declines, and stability. These are also relative and subjective; however, our field experiences suggest that a person familiar with the area and/or tiger populations will be able to assign a trend to the status of tigers. (For example, 'there are fewer tigers in the area than before', suggests a declining population.)

Note that a population can fluctuate about the mean as depicted for the 'stable population' trend.

Furthermore, population trends that do not fit into any one of these categories should be considered individually and assigned points on the basis of how they compare with the trends presented here, rather than 'forcing' a trend to conform to any of the above categories.

## Annex 2. Databases for Scoring Tiger Conservation Units

### Data Dictionary

BIORE C 2

Bioregion. Coded as : IC = Indochina; IS = Indian subcontinent; SA = Southeast Asia; RF = Russian Far East; SC = South China

TCU-ID-A. C 5

Old TCU code

TCU\_ID C 5

Current TCU code

TCU\_NAME C 5

TCU name

AREA\_KM N 9.2

TCU area in square kilometers

PRIM\_MHT C 3

Primary tiger habitat type represented in TCU (>50% of the TCU area)

RANK\_SC N 2.0

Sum of index scores

HAB\_INT N 2.0

Habitat integrity score

POACH N 2.0

Poaching pressure index score

POP\_ST N 2.0

Population status score

TIGER C 3

Tiger presence/absence confirmed: YES = confirmed

SEC\_MHT C 3

Secondary tiger habitat type represented in TCU (<50, >30% of the TCU area)

TMF\_AREA N 9.2

Area (sq km) of Tropical moist evergreen forests in TCU

TMD\_AREA        N     9.2  
Area (sq km) of Tropical moist deciduous forests in TCU

TDF\_AREA    N     9.2  
Area (sq km) of Tropical dry forests in TCU

SUF\_AREA    N     9.2  
Area (sq km) of subtropical and temperate upland forests in TCU

MAN\_AREA        N     9.2  
Area (sq km) of mangrove forests in TCU

AGD\_AREA        N     9.2  
Area (sq km) of alluvial grassland and moist deciduous forests in TCU

AREA\_PROT        N     9.2  
Area (sq km) of TCU within protected areas.

LAR\_FRA    N     3  
Number of large (> 1000 sq km) blocks of habitat in TCU

MID\_FRA    N     3  
Number of mid-sized (500-1000 sq km) blocks of habitat in TCU

SML\_FRA    N     3  
Number of small (< 500 sq km) blocks of habitats in TCU

COMMENTS:        Memo

REV\_CD:    C     15  
Code hook for bibliography database. Is an alpha-numeric code that serves as a common field with TIG\_BIBL.DBF.

HAB\_SUR    C     2.0  
Flag for habitat surveys. Enter 6b or 5b.

POP\_SUR    C     2.0  
Flag for population surveys. Enter 'Y' if surveys are needed.

POA\_SUR    C     2.0  
Flag for poaching pressure surveys. Enter 'Y' if surveys are needed.

UPDATE Date 8  
The current date.

PICK C 1  
Flag field for query routine. Do not enter data here.





BIORE	TCU_ID_A	TCU_ID	AREA_KM	PRIM_MHT	RANK_SC	HAB_INT	POACH	POP_ST	TIGER	SEC_MHT	TMF_AREA	TMD_AREA	TDF_AREA	SUF_AREA	M
IS	IS077	IS042	1302.78	TDF	21	14	4	3	YES		0.00	0.00	1302.78	0.00	0.00
IS	IS078	IS041	1073.97	TMD	20	5	8	7	YES		1073.97	0.00	0.00	0.00	0.00
IS	IS079	IS044	4387.03	TDF	29	14	8	7	YES		0.00	0.00	4387.03	0.00	0.00
IS	IS080	IS045	4306.97	TMD	25	14	8	3	YES		4142.63	0.00	164.34	0.00	0.00
IS	IS096	IS049	376.61	TMD	9	2	4	3	YES		376.61	0.00	0.00	0.00	0.00
IS	IS097	IS050	512.76	TMD	9	2	4	3	YES		512.76	0.00	0.00	0.00	0.00
IS	IS098	IS051	7292.78	TMD	39	24	8	7	YES		7279.57	0.00	13.21	0.00	0.00
IS	IS100	IS055	23880.70	TMF	55	40	8	7	YES	TMD	12701.08	6608.35	0.00	0.00	0.00
IS	IS104	IS052	13127.10	TDF	51	40	4	7	YES		0.00	0.00	13127.10	0.00	0.00
IS	IS105	IS053	2439.31	TDF	25	14	4	7	YES		0.00	0.00	2439.31	0.00	0.00
IS	IS107	IS054	5495.24	TDF	25	14	4	7	YES		0.00	0.00	5495.24	0.00	0.00
IS	IS112	IS056	7243.36	TDF	29	14	8	7	YES		1128.76	0.00	6114.60	0.00	0.00
IS	IS113	IS057	899.23	TDF	17	10	4	3	YES		0.00	0.00	899.23	0.00	0.00
IS	IS117	IS058	2349.21	TMF	29	14	8	7	YES		2193.63	0.00	0.00	155.58	0.00
IS	IS121	IS059	5440.26	TMF	55	40	8	7	YES	TMD	5440.26	0.00	0.00	0.00	0.00
IS	IS122	IS020	2493.68	TDF	25	14	8	3	YES	TMF	860.96	0.00	1632.72	0.00	0.00
SA	SA036	SA006	242.38	TMF	15	1	11	3	YES		242.38	0.00	0.00	0.00	0.00
SA	SA018	SA016	42.60	TMF	14	1	8	5	YES		42.60	0.00	0.00	0.00	0.00
SA	SA019	SA014	1108.22	TMF	23	10	8	5	YES		1108.22	0.00	0.00	0.00	0.00
SA	SA020	SA015	84.33	TMF	14	1	8	5	YES		84.20	0.00	0.00	0.00	0.00
SA	SA021	SA013	189.63	TMF	14	1	8	5	YES		189.63	0.00	0.00	0.00	0.00
SA	SA022	SA012	496.29	TMF	30	2	20	8	YES		496.29	0.00	0.00	0.00	0.00
SA	SA023	SA011	788.24	TMF	32	10	17	5	YES		788.24	0.00	0.00	0.00	0.00
SA	SA024	SA008	347.82	TMF	16	2	11	3	YES		347.82	0.00	0.00	0.00	0.00
SA	SA025	SA010	147.31	TMF	13	1	11	1	YES		147.31	0.00	0.00	0.00	0.00
SA	SA026	SA009	382.48	TMF	14	2	11	1	YES		382.48	0.00	0.00	0.00	0.00
SA	SA027	SA007	364.27	TMF	14	2	11	1	YES		364.27	0.00	0.00	0.00	0.00
SA	SA028	SA005	428.25	TMF	27	2	20	5	YES		11.61	0.00	0.00	0.00	0.00
SA	SA029	SA001	27469.21	TMF	56	28	19	9	YES		27469.21	0.00	0.00	0.00	0.00
SA	SA032	SA003	181.44	TMF	13	1	11	1	YES		181.44	0.00	0.00	0.00	0.00
SA	SA033	SA004	149.75	TMF	13	1	11	1	YES		149.75	0.00	0.00	0.00	0.00
SA	SA034	SA002	1684.13	TMF	38	14	17	7	YES		1684.13	0.00	0.00	0.00	0.00
SA	SA001	SA017	36530.44	TMF	60	40	13	7			35094.97	0.00	1435.47	0.00	0.00
SA	SA002	SA018	4685.46	TMF	*****	99	13	7			4340.90	0.00	344.56	0.00	0.00
SA	SA003	SA020	50883.72	TMF	60	40	13	7			50238.35	0.00	641.36	0.00	4.01
SA	SA004	SA032	1300.00	TMF	34	14	13	7			62.89	0.00	0.00	0.00	0.00
SA	SA005	SA019	2234.81	TMF	34	14	13	7			2001.36	0.00	0.00	0.00	233.45
SA	SA006	SA021	111.59	TMF	17	1	13	3			111.59	0.00	0.00	0.00	0.00

## **ANNEX III: A Model Workplan: Tiger Conservation Efforts in the Russian Far East**

*The following workplan is included as a possible template for developing integrated implementation plans for Tiger Conservation Units. The workplan has resulted from collaborative efforts with Russian experts to plan and implement a USAID-funded project in the Russian Far East. It is not intended here as a proposal or as a fundraising document.*

### **Conserving Biological Resources in the Russian Far East: Technical Assistance and Conservation Finance Initiative**

**Prepared by World Wildlife Fund for the US Agency for International Development**

#### **I. BACKGROUND**

The Russian Far East (RFE) represents one of the most valuable north temperate forest ecosystems in the world. Situated at the merger point of Asian and Boreal ecoregions, the RFE contains a unique mix of semi-tropical and northern flora and fauna. The RFE also provides critical habitat for a number of rare and severely endangered species, most notably Amur tigers and Amur leopards. Without immediate action to halt destruction of these species and their habitats, our opportunities to conserve them will vanish altogether.

This workplan outlines key investments and activities required over the next two years to safeguard tiger populations and the unique biota of the RFE. These investments are designed expressly to complement ongoing conservation efforts supported by the United States Agency for International Development's (USAID) Environmental Policy and Technology Project (EPT). In the RFE, the EPT Project provides material and technical assistance to protected areas, and works to develop regional land-use plans that integrate conservation and development.

There are a number of organizations and individuals undertaking work in the RFE under the EPT Project as well as independently. These initiatives include:

- Ecologically Sustainable Development's Ussuri Basin Land Use Plan
- The Russian Federation Tiger Conservation Strategy
- WWF-Germany's Anti-Poaching Program
- The Hornocker Wildlife Institute's Siberian Tiger Ecology Project

- Pacific Environment and Resources Center's Siberian-Bikin Community Development Program
- ISAR's Environmental Grants Program
- Zov Taigi's Ecological Education and Outreach Program
- The WWF Federal Ecological Education Program for Protected Areas

In designing this project, the objectives and preliminary results of other tiger and biodiversity conservation projects in the region were taken into consideration in order that this effort could serve to fill the “gaps” and avoid repetition of work. At the early stages of project implementation, steps will be taken to coordinate work with other groups by holding round table discussions with all stakeholders to ensure an integrated and coordinated program for conservation of the unique biodiversity of the Russian Far East.

The project is divided into three major components: conservation of the Amur Tiger, conservation of the biota of Southwestern Primorye, and establishment of a biodiversity conservation fund. Focusing resources in this way will maximize the project's biodiversity conservation impact. Investments in tiger conservation will complement ongoing efforts, while investments for other taxa will conserve those species and habitats that are not incidentally aided by tiger conservation. The conservation fund will ensure long-term support for these two programmatic components.

This investment strategy will lead to more comprehensive biodiversity conservation than would be achieved through a single-species approach. Ultimately, the components of the project will interact synergistically to create a far-reaching system of biodiversity reserves and appropriately managed landscapes.

## **II. Conservation of the Amur Tiger and Its Habitat**

The Amur tiger (or Siberian tiger) of the RFE faces imminent extinction threats, which would make this northernmost big cat the fourth tiger subspecies to vanish this century. Numbering less than 250, the Amur tiger faces many threats. The most immediate threats are poaching for the illegal wildlife trade and fragmentation of habitat. Resource extraction and expanding human settlements



are compounding the poaching threat by providing people with more access to tiger habitat. Greater access leads to overhunting of tigers' prey species, further reducing tiger numbers.

This component will implement a series of activities in the Primorye and Southern Khabarovsk Regions aimed at developing mechanisms and models for long-term conservation of the Amur tiger and its habitat.

**ACTIVITY A. Improve protection of tiger habitat and increase public awareness in and around target protected areas.**

This activity has three main tasks:

- To build capacity for promoting public support for conservation of the tiger and its habitat in the South Primorye Region, focusing on the Ussurisky Zapovednik;
- To provide popular information on the tiger and other unique species, including efforts for their conservation to local communities in the Sikhote-Alin Region, and to build capacity in five key reserves for ecological interpretation activities in Primorye and Khabarovsk Regions; and
- To provide urgently needed material assistance to two key tiger zakazniks to improve protection against poachers and other violations, until the refuges gain a more protected status—work which will complement efforts by EPT to create National Parks in these areas.

The main target for support in this component is the Ussurisky Zapovednik, the area of which covers 1000 sq. km (with buffer zone), and serves as a harbor for many endemic species in southern Primorye . A permanent population of three to four tigers inhabit this reserve, and an additional two to four frequent the area. The reserve is important for tiger conservation, and has significant potential for increasing public support for conservation activities due to its proximity to major cities.

***Description of Tasks***

**Task 1: Strengthen Protection Activities and Capacity for Promoting Ecological Awareness in Ussurisky Zapovednik**

This task will help build capacity for the reserve to launch an ecological awareness campaign, increasing public support over the long-term and providing potential revenue for conservation activities, ensuring protection of key tiger habitat.

The activities to be carried out under this task consist of the following :

1a. Relocate administrative office of the reserve to the city of Ussurisk, 22 km away, and recruit capable staff for scientific monitoring, ecological education, administration, and ranger service in and around Ussurisk. The field office of the reserve (including nature exposition, and interpretive trails) will remain in its current location.

1b. Develop an ecological education program for the reserve and the region. An ecological education specialist will assist the reserve to elaborate a strategy for work with school children, local communities, and tourists, as well as for increasing information on the reserve's important conservation activities in the local and regional press.

1c. Implement ecological education program: on the base of the program worked out in 1.2, carry out necessary activities in year two to create a sustainable base for an interpretation program in the reserve, including: modernizing nature trails; setting up campgrounds in limited access areas; printing and distributing information materials, brochures, and maps for local communities; working with local schools and interest groups; and communicating with the mass media to increase environmental information in the regional press.

1d. Train ecological education coordinator for reserve in a nature reserve abroad. In year 2, a 10-day training exchange will be held to give heads of newly created ecological education departments in several reserves fresh insights and approaches to working with local communities.

Task 2: Increase public awareness and support for tiger conservation activities in four zapovedniks: Sikhote-Alinsky, Lazovsky, Botchinsky, and Bolshekhekhtsirsky (Primorsky and Khabarovksy Krai).

This task complements other efforts to support these reserves which are important for conservation of tiger habitat. This project will provide additional small grants to these reserves to complement these activities aimed at improving communication with local communities, the mass media, and at building capacity for effective ecological interpretation programs around the reserves.

2a. Support for work with local communities around protected areas and the mass media, including production and distribution of information materials and brochures to increase importance of tiger conservation in eyes of local communities around four key tiger habitat reserves.

2b. Increase capacity for conducting ecological interpretation activities around four key tiger reserves. This entails building ecological trails, placing information signs, and setting up campgrounds in non-restricted areas.

2c. Conduct training exchange for 4 ecological education specialists, one from each reserve, to a qualified park abroad. In conjunction with Task A.1.4, hold professional exchange for education and interpretation specialists in year 2 to a park abroad.

Task 3: Strengthen enforcement of protected regime in 2 zakazniks (Kemsky and Khorsky) until creation of National Parks will create a permanent enforcement regime (Primorsky and Khabarovsk Krai).

Work to create national parks in the place of the two existing nature refuges (with a less strict protection regime), Kemsky and Khorsky Zakazniks, has begun in the framework of EPT's project. This task will ensure that the protected regime is upheld until creation of a more permanent administration for the territories.

3a. Provide material and technical assistance to two zakazniks (Kemsky and Khorsky) to improve protection of tiger habitat and avert potential poachers.





conservation efforts, and to identify problem areas. Monitoring also increases land managers' abilities to detect poaching activities, and gives conservationists first-hand information for promoting better decision-making on activities that could impact the tiger population.

Task 1. Design and implement a method for rapid assessment of the state of the tiger population and its habitat over the entire range

A quick, inexpensive method will be designed, tested in practice, and refined in this project for assessing the status of Amur tiger population and its habitat over its entire range. Monitoring will be conducted using various methods (observation, tracking, census), distributed over the entire range of the Amur tiger, after which an assessment of the survey will be made on the state of the tiger population and its habitat. The method will be refined as necessary and a handbook explaining the methodology and results will be published.

1a. Choose 1 test site for developing method in year 1 and conduct monitoring of tigers and habitat, based on preliminary results of the tiger census and other available data, including satellite imagery.

1b. In year 2, model plots over the entire range of the tiger (in both the Primorsky and southern Khabarovsk Krai) will be identified which represent the entire spectrum of tiger habitat. These plots will be monitored over a 2-3 month period.

1c. Near the end of the project, a two-year assessment of the state of the tiger population and habitat on the model plots will be made based on the results of monitoring activities. The methodology will be refined based on results in practice, and will be put to review of specialists. A methodological handbook and popular information on the rapid assessment and its results will be published and distributed.

**Estimated Timeline for Activity B**

Task	Description	YEAR 1												YEAR 2											
		1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12
1.1	Choose methods for assessment	■	■	■																					
	Choose one site for testing method				■	■	■																		
	Test methods, monitor site, procure field gear for							■	■	■	■	■													
	Refine method for use over whole range														■	■	■								
1.2	Select series of monitoring sites over whole range																■	■	■						
	Monitor sites, conduct surveys, assessment																					■	■	■	
1.3	Conduct assessment of results, refine method																							■	
	Publish handbook, results of tiger assessment																							■	

**ACTIVITY C: MANAGING UNGULATE POPULATIONS IN A MODEL AREA TO INCREASE PREY BASE FOR THE TIGER**

● **Background**

The conservation crisis in the RFE is particularly evident in the condition of ungulate populations. Roe deer, wild boar, red deer, and spotted deer have all declined drastically within the last five years. These declines have in turn exacerbated the tiger conservation problem by reducing natality and cub survival, and by forcing tigers into conflict situations with humans.

Recently, the Primorski Krai government initiated a program of privatizing hunting privileges on public lands. Private groups known as hunting societies are now renting hunting access to certain tracts of land, and are thus assuming responsibility for the management of the game animals that use these areas. To speed the pace of ungulate population recovery, WWF will implement a pilot program to demonstrate proper wildlife management on tracts of land leased by hunting societies. The measure is important for improving the state of the tiger population, and since it is not related to withdrawal of land from economic use, it has potential to gain widespread support.

Task 1. Assessment of population of ungulates and tigers on a model plot before and after work on increasing ungulates population.

A model area for conducting the work will be selected based on information from various surveys and activities now underway, and from data of the Regional Game Management Agency. The area should be remote from potential poaching hotspots, and should be well concealed.

Hay fields will be planted on the plot and salt licks and winter feed will be provided to attract more ungulates. An assessment of the populations of ungulates and tigers will be conducted before and after the work to measure the success in increasing food base for the tigers, and hence the frequency of tiger visitation to the area.

An agreement will be made with the local game inspection agency to patrol the area regularly to ensure protection from poachers due to the increased concentration of ungulates and tigers. At the end of the project, changes in population density will be measured, and results will be published on the effectiveness of the method.

1a. Select model area, conduct inventory of ungulate and tiger populations. Prepare work plan for increasing ungulate populations. Make agreement on surveillance with the local game inspection agency.

1b. Plant fields of food base for ungulates on model area, provide salt licks, winter feed each year. Provide protection of the territory from poachers over two years.

1c. Conduct second population inventory in year 2 to measure changes. Conduct analysis of method and prepare and publish report.

**Estimated Timeline for Activity C**

Task	Description	YEAR 1												YEAR 2											
		1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12
1.1	Select model area, prepare work plan	█	█	█																					
	Inventory tiger and ungulates on model site		█	█																					
1.2	Plant hay fields, provide salt licks, winter feed				█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█		
	Patrol territory from poachers		█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█		
1.3	Conduct second inventory, prepare report, articles																					█	█	█	

### **III. BIODIVERSITY CONSERVATION IN SOUTHWESTERN PRIMORSKY KRAI**

The southern part of Primorsky Krai contains an incredible array of biological diversity. Many endemic species (those found nowhere else) exist in this area, making it a biodiversity "hotspot." The area escaped past periods of glaciation, thus serving as a refuge for many species that were eliminated naturally elsewhere long ago.

Parts of the southwestern part of the Primorye region in particular not have been subject to serious anthropogenic impact and offer refuge to a significant number of rare and endemic species. Now, however, the area is heavily populated compared with other Far East regions and faces tremendous development pressures. Expansion of industrial and agricultural areas threatens to eliminate many of these species, as well as wiping out significant habitat areas for the Amur tiger and the entire range of the Amur leopard.

The Southern Primorye Region has not been targeted for major support by international donor agencies, despite its biological importance. In contrast to the area of habitat under protection in the northern part of the Primorye and southern Khabarovsk Krai, along the Sikhote-Alin mountain range, the system of protected areas in the southern Primorye Krai is not very well developed, with only two zapovedniks (Dalnevostochny Morskoy and Kedrovaya Pad) and two zakazniks (Barsovy and Borisovskoe Plateau).

The Kedrovaya Pad, Barsovy, and Borisovskoe Plateau reserves provide important habitat for the rare Amur leopard numbering less than 40, as well as for many species of rare and endemic plants and invertebrates. The Dalnevostochny Morskoy Zapovednik is the only marine protected area in the region, preserving island ecosystems in the Sea of Japan and marine habitat.

#### **ACTIVITY A: DEVELOP A FRAMEWORK FOR CONSERVATION OF RARE AND ENDEMIC SPECIES OF FAUNA AND FLORA IN SOUTHWESTERN PRIMORYE**

Although many efforts are underway to map the rich biodiversity of the Southwestern Primorye Region, there is no clear strategy for conservation, such as is being developed by EPT in the Sikhote-Alin Region further North. The first step toward effective conservation of this area's biodiversity is to document where most of the species are, and what steps will be needed to protect them. Specialists in the biology and ecology of these species will be consulted and existing information analyzed. The specialists will document and map species distributions and prioritize rare habitat types for immediate conservation action.



Using this information, a biodiversity conservation strategy for the region will be developed, in particular focusing on preserving rare and endemic flora and fauna and their habitat. A series of practical measures will be implemented to set aside areas of land under various forms of protection. Local communities will be engaged in the process to gain their support by holding round table discussions, lectures, and distributing information on the importance of conserving the region's unique biodiversity.

- **Description of Tasks**

Task 1. Developing a Strategy for Conservation of Biodiversity and Rare and Endemic Flora and Fauna in Southwestern Primorye.

A biodiversity conservation strategy based on the model developed by EPT in the Sikhote-Alin Mountain region will be developed for Southwestern Primorye, with particular emphasis on conservation of rare and endemic flora and fauna.

1a. Analysis of published data on the abundance and location of biodiversity hotspots and concentrations of rare flora and fauna in the region, followed by field studies to verify accuracy of these data and determine the present state of populations. Botanists and entomologists will review existing material and collect new material where needed to fill gaps. Maps on land use and privatization will be prepared, providing important information for completion of the GIS system on biological diversity for the Primorsky Krai.

1b. Information collected and analyzed in step 1 will provide input for creation of a strategy for biodiversity conservation in the region, and special needs for protection of rare and endemic flora and fauna.

1c. The conservation strategy developed in the first year of this project will provide the workplan for year two. Measures will be taken to begin realization of the plan, including taking practical steps for legal creation of new protected areas or expansion of existing ones.

1d. The final stage of this process will be an evaluation of progress made in implementing the strategy, and preparation of a report and recommendations for ensuring long-term conservation of the unique biodiversity of the Southwest Primorye Region.

**Estimated Timetable for Activity A.**

Task	Description	YEAR 1												YEAR 2											
		1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12
1.1	Analyze published materials																								
	Conduct field studies, collect info for GIS, strategy																								
1.2	Prepare preliminary conservation strategy, maps																								
1.3	Begin creation of protected areas, alter land use																								
	Ecological education of local communities																								
1.4	Prepare final report, maps, and recommendations																								

**ACTIVITY B: ASSIST EXISTING PROTECTED AREAS IN SOUTHWEST PRIMORYE IN PROMOTING PUBLIC AWARENESS AND CONSERVATION OF BIODIVERSITY**

Presently, the protected areas of southern Primorsky, at the edge of or beyond the Sikhote-Alin chain, are making major contributions to the conservation of many of the species of this biologically-rich region, including both the Amur leopard and the Amur tiger. However, resource constraints have limited the reserves' effectiveness. The Federal budget for protected areas can barely support 30% of the reserves' basic needs, and no funds are allocated for public awareness and ecological education activities.

This component will provide assistance to the four existing protected areas in the region (Dalnevostochny Morskoy and Kedrovaya Pad zapovedniks, and Barsovy and Borisovskoe Plateau zakazniks) to ensure long-term conservation of relatively intact parcels of land in southwestern Primorye, including habitat for the rare Amur leopard. Ecological education and tourism are the target activities of this effort, since long-term support for protected areas and conservation in general to a large extent depends on involvement of the public and a high level of ecological awareness.

The two zakazniks proposed for assistance here (Barsovy and Borisovskoe Plateau) are now being created within the workplan of the EPT project - completion is expected in early 1996. The availability of additional support for

patrol and management activities in the first two years for these newly created reserves will give the management needed advantages to ensure that the protected regime is implemented and maintained over the long-term.

- **Description of Tasks**

Ecological education and sustainable nature tourism are the key to long-term survival of Russia's unique network of protected areas. Formerly, the reserves were completely closed to the public, often causing misunderstandings and conflicts with local people. Sustainable nature tourism and ecological education are means of both increasing the long-term capacity for nature conservation, and of providing income to support protected area activities.

However, because this direction of work is new in Russian protected areas, investment needs to be made in building capacity for education and tourism activities. This task will provide technical assistance for creating the necessary infrastructure and materials for conducting educational activities, and will train two ecological educators in interpretation techniques abroad.

Task 1: Build Capacity for Developing Ecological Education and Sustainable Tourism in the Dalnevostochny and Kedrovaya Pad Zapovedniks.

1a. Create capacity and necessary infrastructure for ecological education and tourism in the D.V Morskoy Zapovednik to promote conservation of unique marine and island ecosystems.

1b. Support for ecological interpretation activities in the D.V. Morskoy and Kedrovaya Pad Zapovedniks. Funds for laying nature trails, placing information signs, and making suitable campgrounds in non-restricted areas around the two reserves will be provided.

1c. Once initial contacts with the community and press have been made, the reserves will need special training on building an ecological education program over the long-term. An ecological education specialist from each reserve (2 total) will join the group in Activity I.A. on a professional exchange for ecological education and interpretation to an appropriate reserve abroad.

Task 2: Material Assistance to Two Key Zakazniks for Conservation of the Amur Leopard (Barsovy and Borisovskoe Plateau)

The second task of this activity is to ensure protection of two zakazniks which provide refuge to the rare Amur leopard. Funds are needed to provide patrol and protection of these two new zakazniks, created with funding from USAID, as well as to promote cooperation among the local communities for observing the restricted regime. This can be guaranteed through provision of material





that often expenses important for the success of the project arise that were not foreseen, or prices increase due to inflation, and it becomes necessary to reallocate funds. This flexibility will help to ensure successful project implementation.

### ***Biodiversity Conservation Fund for the Russian Far East***

#### **INTRODUCTION**

Conservation trust funds have become a successful mechanism through which donors can make significant and lasting contributions to regions of the world that require an external source of funding to support conservation activities. Because trust funds empower the local people with the financial security needed for effective conservation efforts, successful deployment and establishment should provide benefits long after the lifespan of most government-sponsored assistance programs. The success of such funds is, however, dependent upon careful initiation of the program and coordination of all interested parties.

#### **Project Goals and Strategies**

The Russian Far East Conservation Fund will be a non-profit organization incorporated under Russian law, either at the national level or in one of the krais. The primary goal of the fund will be the conservation of biodiversity. Its objective will be to provide funding for activities of both governmental and non-governmental organizations that seek to conserve biological diversity.

This objective will be accomplished through the administration of a long-term funding base. This can be accomplished wither (a) by investing the principal of the Fund and using only the income for project and administrative expenditures, or (b) by investing the principal to achieve a reasonable return and to draw down the principal and income over a 10-15 year period. Under the latter arrangement, a more substantial amount would be available each year and would provide much-needed funding during the near term while Russia's economy is in transition.

#### **Linkages to Other Biodiversity Projects in the Russian Far East**

The activities to be financed with resources of the Fund will be closely related to those funded in the next two years under the Program described elsewhere in this workplan.



Several of the potential board members of the Fund currently run NGOs working in the same field of activity; they will coordinate their activities with those financed from the Fund.

Constraints to Success and How They will be Overcome

A problem which has surfaced in the initial efforts to organize the Fund is the fact that the very qualified scientists and environmentalists with whom WWF has met do not have experience in handling financial matters. This can be overcome by locating one or more private business people for the Board, or perhaps making use of an existing RFE NGO to handle the administrative and financial details (investments, disbursements, etc.)

This Fund will be established and will operate in accordance with US-AID's July 18, 1994 Policy Determination PD-21, "Guidelines: Endowments, Financed with Appropriated Funds".

## THE FUND

### Fund Management

The Fund will be managed by a Russian executive director and administrative staff who will work with various private and public organizations and individuals involved in the development and execution of environmental programs to be supported by the Fund. Assuming that the Fund of \$1,000,000 would be drawn down over a 10 year term, there would be \$100,000 plus 5-10% investment income available each year. About 20% of this annual amount would be needed to cover the following administrative costs:

#### Personnel

1 fund administrator	240 days	\$ 10,000
1 part-time administrator	60 days	3,000

#### Travel

10 intra-regional trips	@ \$220	2,200
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#### Other costs

Rent	2,000
Communications	2,000
Equipment	1,500
Contingencies	1,000

**TOTAL** **\$21,700**

The remainder of more than \$80,000 per year (in the early years) would be for project disbursements.

### Organizing Committee

An organizing committee is being established to: (a) design a process for selecting a Board of Trustees, ensuring the Fund is properly incorporated as a non-profit, and, if possible, tax exempt organization according to Russian law, and (b) draft the charter and procedures, guidelines, and regulations under which the Fund will operate. The Organizing Committee, who will not be compensated, will be in place until the organization is incorporated and a Board of Trustees is selected.

Through a consensus-building process, NGOs, government organizations, EPT Project Coordinating Committees, RFE EPT, and WWF will select an organizing committee that provides broad representation of local Russian organizations and individuals interested in biodiversity conservation. A representative Organizing Committee is necessary to ensure that a broad based Board of Trustees will ultimately be selected.

Although an interim organizing committee has not been officially formed, EPT and WWF have spoken with several leading state and non-state individuals who have suggested the names of approximately 15 people who could potentially act as members of such a group. Ideally, such a committee will consist of an equal number of representatives from Primorye and Khabarovsk Krai, representatives of Federal and Krai governments as well as the NGO and scientific communities. In total, there will be approximately 10 members of the Organizing Committee:

<u>Primorye Krai</u>	<u>Khabarovsk Krai</u>
Krai representative	Krai representative
Federal government representative	Federal govt. rep.
NGO representative	NGO representative
Scientific Community	Scientific Community
Banking/business community or NGO	Banking/business

### Board of Trustees

The Board of Trustees, who will serve without compensation, will have responsibility for guiding the Fund, monitoring its performance (program oversight), and leading it through unanticipated challenges. The composition of the Board should represent as broad a spectrum of the Russian conservation community as possible, and should represent a wide range of interests and expertise with an appropriate balance between the private, public, and non-profit sectors. The Board will likely consist of representatives of many of the organizations outlined for the organizing committee.

The Fund's charter will contain specific provisions to permit an orderly succession of Board membership. Carefully defined voting rules will be necessary to ensure an appropriate consensus for Board decisions. For example, all decisions could require a 2/3 vote and certain financial decisions, as well as changes in the charter and by-laws could require unanimous approval.

When the Fund obtains its legal status as a charitable organization within Russia, a Board will be selected and will initiate the grant program, utilizing funds generated from the income earned on the endowment. Grants could not be made until the fund accrues some income for this purpose.

### Grants Program

Proposals will be accepted from both government and non-government Russian organizations for projects that either directly conserve biodiversity or enhance the capacity of organizations/individuals to implement conservation oriented activities. Once the Fund's administrative staff is established, a Grants Administrator will handle all aspects of this program, including assisting organizations in proposal preparation, overseeing the review process, and ensuring that adequate accounting is provided by responsible organizations during project implementation. A technical committee will be formed, consisting of Board members and other specialists in the region, to review proposals for technical merit. The review process will include criteria to assess whether projects meet objectives of the Fund, capability of the potential grantee to implement the project, and the probability of success. This review process will be developed by the organizing committee.

Although the actual focus of the Fund will be determined by the Organizing Committee and its discussions with the conservation community, EPT and WWF, examples of possible project areas include:

- technical support of existing Zapovedniks and Zakazniks;
- support for the process of creating new protected areas;
- infrastructure support of newly created protected areas (national parks, zakazniks, or zones of traditional use);
- support for anti-poaching activities;
- encouragement of environmental education;
- support of natural history museum exhibits;
- support of land-use planning processes that lead to sustainable use of natural resources and that provide significant contribution to biodiversity conservation;
- conservation activities for endangered species or ecosystems.

### Conflicts of Interest

Members of the Organizing Committee, and eventually the Board of Trustees and their organizations, will have the right to submit proposals to the Grants Review Program, but must disassociate themselves and any other interested parties from the review process.

### Foundation Financing

Costs for initial planning, meetings, consultation by WWF-US, and negotiation and registration of charter and obtaining appropriate legal status within the Russian Federation, are being provided by the RFE EPT Project as detailed in Task 25 of the RFE EPT Workplan.

### Investment and Management of the Fund

The US-AID contribution to the Conservation Fund will be invested in accordance with the provision of US-AID Policy Determination RD-21 "Guidelines: Endowments Financed with Appropriated Funds", July 18, 1994.

A US-based professional investment manager would be retained under a contract specifying the general parameters of the types of investments to be permitted and the amount and timing of income to be disbursed to the Conservation Fund for its operations. The US-AID funds would be held in a separate account to facilitate monitoring and auditing by US-AID. The investment manager's fees and expenses would be charged against income earned.

Investments will be in financial instruments offered in the U.S. through US-based financial intermediaries. A small amount of funds for current local operating expenses may be held in Russia in a interest-bearing account, if available.

### Project Management Plan

Implementation of this fund will be conducted cooperatively between the US-AID sponsored Russian Far East EPT Project, WWF-Russian Program Office, and WWF-US. Start-up costs for establishment of the Fund, including money for legal work needed to create the fund, for international travel of consultants and in-country travel of the Organizing Committee members, and for other associated direct costs is to be provided by EPT.



Necessary logistical support, as well as local expertise, will be provided by WWF-Russian Program Office in Moscow and by RFE EPT; expertise on fund establishment, financial responsibility for fund management, and solicitation for additional funds will be provided by WWF-US.

The next steps to complete in order to establish this Fund are:

**Step 1.** Form an interim organizing committee composed of principal stakeholders, such as: a) relevant government agencies; b) NGOs; c) interested donors; and d) representatives of local communities or groups in the area of concern.

**Step 2.** Hold meetings of the organizing committee to discuss: a) what types of activities and projects the Fund will support; b) which non-governmental and governmental agencies should be represented on the governing board; c) whether there should be advisory boards, or councils; d) what should be the relationship between the fund and existing government agencies; and, e) how will the fund be related to national or regional conservation action plans or strategies.

**Step 3.** Prepare and register all necessary legal documents, including charter and by-laws, complying with any legislation or administrative rulings needed to establish the fund and grant it tax-exempt status. In order to invest the assets of the endowment in the United States, it will be necessary either (a) for the Fund to obtain from the IRS tax-exempt status, or (b) to work with a tax-exempt organization, such as WWF-US.

**Step 4.** Elect the first members of the fund's governing board, and convene meetings of this board to discuss and decide on: a) election of officers; b) establishment of special committees (e.g., program, projects, scientific advisory, etc.); c) hiring of executive director and needed staff; e) procurement of office space and equipment; f) preparing a first year work plan with specific goals and timetables; g) analyzing ways of disseminating information about the fund; h) setting up an auditing and accounting system, and hiring independent auditors.

**Step 5.** Design and implement a fund-raising strategy, including: a) making necessary efforts to obtain funds from donors who have already expressed strong interest; b) initiate discussions with in-country and international donor countries; and, c) seek donations of goods and services, including technical assistance.

Step 6. Set up a grants program by establishing: a) criteria of organizations eligible to apply; b) selection criteria for activities and projects eligible for funding; c) processes and procedures to be used for review and selection of proposals; d) reporting requirements and criteria for monitoring and evaluation; e) the role and responsibilities of the fund's management and staff during project implementation by grantees.

## **FUNDING**

The initial resources for the Fund will be one million dollars allocated by US-AID to WWF-US, which would invest the funds conservatively in accordance with arrangements satisfactory to US-AID. For its services in connection therewith, and for assuming responsibility for these funds, WWF-US would charge an annual fee of one percent (1%) of the value of the assets, payable quarterly from the funds invested.

WWF-US would invest this amount with the assistance of a recognized investment manager acceptable to USAID. The agreement between these parties would be subject to prior USAID approval. Periodically, WWF-US would disburse from these resources such amounts as are needed to meet administrative and program costs of the Fund. Such disbursements would be on the basis of a ten-year utilization of the \$1,000,000 provided by USAID and related investment income.

It is to be hoped that the Fund, with the assistance of WWF, will be able to obtain additional resources to carry out its purposes. These resources could be simply added to and disbursed along with the initial funds from USAID, or other arrangements satisfactory to the donor(s) could be made, such as investing in Russia or in other countries in the name of the Fund.



CONVENTION ON INTERNATIONAL TRADE IN ENDANGERED SPECIES  
OF WILD FAUNA AND FLORA

Ninth Meeting of the Conference of the Parties  
Fort Lauderdale (United States of America), 7 to 18 November 1994

RESOLUTION OF THE CONFERENCE OF THE PARTIES

Conf. 9.13

Conservation of and Trade in Tigers

AWARE that three subspecies of tiger, *Panthera tigris*, have become extinct within the last 50 years and that the surviving populations of the species have declined sharply within the last five years;

NOTING that wild populations of tigers are threatened by the combined effects of poaching and of habitat loss caused by disturbance, fragmentation and destruction;

AWARE also that the tiger is listed in Appendix I and international commerce in the species is prohibited;

NOTING that, despite inclusion of the species in Appendix I, illegal trade in tiger specimens has escalated, and could lead to extinction in the wild;

NOTING further that the Standing Committee has called upon all Parties and non-Parties to the Convention to take such measures as are required to halt the illegal trade in tigers and tiger parts and derivatives;

RECOGNIZING that strengthened technical co-operation between range and non-range States, and financial support, would contribute to more effective tiger protection;

RECOGNIZING also that long-term solutions to the protection and conservation of the tiger and its habitat require the adoption of bold and unprecedented actions;

ACKNOWLEDGING that increased political will, financial resources and expertise in some range and consumer States will significantly improve the control of the illegal killing of tigers, trade in their parts and derivatives, and protection of their habitat;

APPRECIATING the recent positive actions taken by some consumer States to address the illegal trade in tiger parts and derivatives;

COMMENDING the recent initiatives by some range Parties to facilitate co-operation in tiger conservation, including:

- a) India, which, with co-sponsorship from the United Nations Environment Programme (UNEP), convened the first meeting of tiger range States, in March 1994, to establish a Global Tiger Forum; and

- b) Thailand, which convened a workshop in October 1994 to map distribution of tigers and the status of their forest habitat in a Geographic Information System and to initiate regional co-operative action in this regard;

#### THE CONFERENCE OF THE PARTIES TO THE CONVENTION

##### URGES

- a) those Parties and non-Parties, especially tiger range and consumer States, which currently lack legislation to properly control illegal killing of tigers and/or the trade in tigers and tiger parts and derivatives, to adopt such measures as a matter of urgency, and that such measures should address the requirements of the Convention and include penalties adequate to deter illegal trade;
- b) the Secretariat, where possible, to assist those Parties seeking to improve their legislation, by providing to them technical advice and relevant information;
- c) all Parties seeking to improve their legislation controlling the trade in tigers and tiger parts and derivatives, or to adopt such legislation, to consider introducing national measures to facilitate implementation of CITES, such as voluntarily prohibiting internal trade in tigers and tiger parts and derivatives and prohibiting the sale of illegally traded tiger parts and derivatives;
- d) all Parties to treat any product claiming to contain tiger specimens as a readily recognizable tiger derivative and therefore subject to Appendix-I provisions, as provided for in Resolution Conf. 9.6;
- e) those Parties and non-Parties in whose countries stocks of tiger parts and derivatives exist to consolidate and ensure adequate control of such stocks;
- f) all range States and consumer States that are not party to CITES to accede to the Convention at the earliest possible date; and
- g) tiger range and non-range States to support and participate in international tiger conservation programmes including joining the Global Tiger Forum;

##### RECOMMENDS

- a) that the governments of tiger range States and, where appropriate, non-range States, establish co-operative bilateral and multilateral arrangements for the management of shared wildlife species and protected habitats with common boundaries in order to achieve more effective control of illegal transborder movement of tigers and tiger parts and derivatives; and
- b) that all range and consumer States strengthen communication and sharing of information by designating at least one contact person in order to establish a regional network to assist in the control of the illegal trade in tiger parts and derivatives;

##### REQUESTS

- a) countries with the relevant expertise to assist range and consumer States in the establishment of forensic facilities and to provide other technical assistance to aid the detection and accurate identification of tiger parts and derived manufactured products; and

- b) that, given that biological and distribution data are essential for the implementation of the Convention, donor nations assist in funding the infrastructure and the provision of expertise to develop computer databases and mapping, as well as any other necessary conservation management and enforcement techniques;

RECOMMENDS that the governments of tiger-consumer States:

- a) work with traditional-medicine communities and industries to develop strategies for eliminating the use and consumption of tiger parts and derivatives;
- b) carry out appropriate education and awareness campaigns, making use of indigenous knowledge and traditional wisdom, directed at appropriate rural and urban communities and other targeted groups in range States, on the ecological importance of the tiger, its prey and its habitat; and
- c) introduce programmes to educate industry and user groups in consumer States in order to eliminate the use of tiger-derived substances and promote the adoption of alternatives;

DIRECTS the Standing Committee to continue its review of tiger trade issues in range and consumer States and to report to the Parties on progress made, with a view towards identifying additional legislative and enforcement measures that may be necessary to stop the illegal trade in tigers and tiger parts and derivatives; and

CALLS UPON all governments and intergovernmental organizations, international aid agencies, and non-governmental organizations to provide, as a matter of urgency, funds and other assistance to stop the illegal trade in tigers and tiger parts and derivatives and to ensure the survival of the tiger in the wild.