

# TRAFFIC *DISPATCHES*

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## Putting CITES to work for Big-leaf Mahogany

by Ximena Buitrón, Programme Officer, TRAFFIC South America

CITES Parties reached a landmark decision to regulate international trade of Big-leaf Mahogany in November 2002, during the twelfth meeting of the Conference of the Parties to CITES (CoP 12). The listing of Big-leaf Mahogany in CITES Appendix II was a major step towards sustainable management of this valuable Latin American timber species. As of 15 November 2003, when the listing takes effect, international trade in logs, sawn logs, veneer and plywood will all be subject to CITES trade controls.

However, the CITES listing alone will not secure conservation of Big-leaf Mahogany, which for many years has been subject to illegal and unsustainable harvests, mostly to supply international markets. Unless strong action is taken to implement the listing effectively, and to address illegal logging and trade to supply domestic markets, this species, like the other American mahoganies before it, faces an uncertain future.

TRAFFIC South America, with support from WWF, began assisting range States with their efforts to implement the CITES listing virtually as soon as the listing was agreed, by providing advice on what actions will be required to implement the listing. TRAFFIC subsequently surveyed all range States to assess the capacity and needs related to implementation, as a starting point for deciding where to focus future efforts.

Work to address concerns regarding sustainable forestry and implementation of the Appendix II listing received a critical boost from the UK Foreign and Commonwealth Office, which provided funding enabling TRAFFIC to monitor and strengthen local capacities to implement CITES controls and complementary sustainable forestry national measures in Peru. This work is scheduled for completion in two years time. TRAFFIC has also received support from the World Bank for wider research into the role of CITES in addressing illegal logging, a significant threat to mahogany populations.

The CITES Secretariat relied on TRAFFIC's expertise during the second meeting of the CITES Mahogany Working Group, held in Belem, Brazil in October 2003, and involving the majority of Big-leaf Mahogany range States as well as key importing countries. On behalf of the Secretariat, TRAFFIC prepared and presented a review of the international trade, trade controls and existing capacity for CITES implementation. Among the other issues covered was the development of *non-detriment findings* - the decisions exporting governments need to make to verify that export levels will not be detrimental to the survival of the species. The meeting concluded by recommending a series of actions needed to ensure effective management of the international trade in this species.



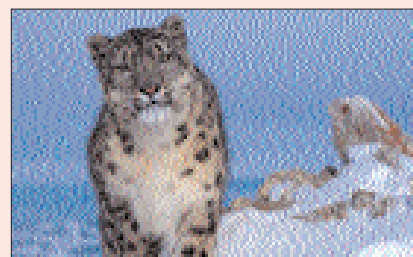
*Mahogany Swietenia macrophylla*  
Manu National Park, Peru.

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Like the timber itself, such actions won't come cheap, with a significant investment required to develop the scientific foundation necessary to establish sustainable harvesting regimes and to prevent illegal logging and trade from undercutting management efforts. TRAFFIC, WWF and IUCN will be meeting later this year to agree a plan of action identifying how best to support CITES and other mechanisms, e.g. certification, aimed at securing a sustainable future for Big-leaf Mahogany. The challenge ahead is to ensure that all stakeholders work together to make sure that range States are adequately equipped and assisted in this regard. Actions taken now, a year on from CITES CoP 12, will determine whether CITES can help prevent Big-leaf Mahogany from suffering the same declines as the other American mahoganies, for which CITES listing came too late.

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Threatened by trade - Snow Leopard

WWF-Canon / Klein and Hubert

# TRAFFIC to support the UK National Wildlife Crime Intelligence Unit



TRAFFIC International, with support from WWF-UK and the UK CITES Management Authority (Department for Environment, Food and Rural Affairs, Defra), has been working towards direct participation in the UK National Wildlife Crime Intelligence Unit (NWCIU). In October 2003 this goal was achieved with a part time secondment of a member of TRAFFIC International staff, who will be working in the Unit at the National Criminal Intelligence Service (NCIS) two days a week.

NCIS provides leadership and excellence in criminal intelligence in the UK and works on behalf of all UK law enforcement agencies in the fight against serious and organised crime. NCIS has several specialised units for a range of issues that generate strategic and tactical

intelligence, nationally and internationally.

The NWCIU is the national focal point for the collation, analysis and development of strategic assessments on the most serious offenders in wildlife crime. It identifies trends and patterns in wildlife crime and the links to other serious crime. The Unit develops sources to gather intelligence, provides a nucleus of expertise and knowledge on the subject and establishes links with domestic and international agencies dealing with wildlife crime.

Through this secondment, initially for a period of six months, TRAFFIC will support the Unit's work by focussing on the priority targets of NWCIU. The priorities are focussed largely on illegal trade in wildlife such as caviar, parrots, reptiles, traditional Asian medicines and

commodities such as elephant ivory and shahtoosh shawls. TRAFFIC's expertise in wildlife trade, its contacts and wealth of information generated by its global network will be invaluable in ensuring that intelligence analysis is based upon the best information available.

"The trust that has been built up over 15 years of TRAFFIC support to UK law enforcement agencies, with funding from WWF-UK and Defra, has been the foundation upon which this new and exciting chapter in our enforcement support work is based. With this partnership TRAFFIC has come of age in its efforts to seriously combat illegal wildlife trade, we hope this precedent will bring about a significant impact.", said Crawford Allan from TRAFFIC International.

## Staff news

### Congratulations

*Roland Melisch*, of TRAFFIC Europe-Germany has started in a new position as the Deputy Director for Conservation at WWF Germany in May 2003 and continues his work as the National Representative of TRAFFIC Europe-Germany on a part-time basis.

### Welcome

#### October 2003

*Dr Izawa Arata* joined TRAFFIC East Asia-Japan office as the Fisheries Officer.

*Liz McLellan* started as Programme Development Officer in TRAFFIC Southeast Asia - Indochina/Cambodia office.

#### August 2003

*Jonathan Evans* joined TRAFFIC East/Southern Africa - South Africa office as a new Programme Officer.

#### July 2003

*Angie Woo* joined TRAFFIC Southeast Asia-Indochina as the Project Assistant working part-time until December 2003.

#### April 2003

*Julia Ng Su-Chen* started as a new Programme Officer in TRAFFIC Southeast Asia regional office.

*Nguyen Dao Ngoc Van* commenced her work as National projects Co-ordinator at TRAFFIC Southeast Asia - Indochina.

*Tran Thanh Quang* joined TRAFFIC Southeast Asia-Indochina as the Adviser on Government Affairs (part time).

#### March 2003

*Fausto Paramo* joined TRAFFIC South America regional office as a new Secretary & Finance Officer.

*Christine Simiyu* started as a new Finance Officer of TRAFFIC East/Southern Africa.

### Goodbye

*Sue Kang*, Korea Representative left TRAFFIC East Asia in May 2003.

*Karin Berkhoudt*, Programme Officer, left TRAFFIC Europe in May 2003.

*Shoko Kameoka*, XX?, left TRAFFIC East Asia-Japan in March 2003.

*Vincent Chen*, Programme Officer, left TRAFFIC East Asia-Taipei Office in March 2003.

*Nguyen Tri Man*, Programme Officer, left TRAFFIC-Indochina office in March 2003.

*Daniel Ndanyi*, Research Officer, left TRAFFIC East/Southern Africa - Kenya office in March 2003.

*Rob Barnet*, Senior Programme Officer, left TRAFFIC East/Southern Africa - Kenya office in March 2003.

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

TRAFFIC Dispatches is published to keep partners and supporters informed about our activities and accomplishments. TRAFFIC works in co-operation with the Secretariat of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES).

# TRAFFIC

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**IUCN**  
The World Conservation Union

# Fisheries news around the globe

by Anna Willock, Senior Fisheries Advisor, TRAFFIC Oceania

## Conservation measures for Patagonian Toothfish again under scrutiny

The Commission for the Conservation of Antarctic Marine Living Resources (CCAMLR) meets from 27 October to 7 November in Hobart, Tasmania. The Commission will again consider measures to address illegal, unreported and unregulated (IUU) fishing, which continues to pose an immediate threat to the long-term sustainability of Patagonian Toothfish and Antarctic Toothfish stocks as well as to the survival of several seabird species. The continuing threat posed by IUU fishing was recently highlighted internationally with the 3900 nautical mile chase and eventual arrest of the Uruguayan-flagged vessel 'Viarsa I' for alleged illegal fishing inside the Australian Fishing Zone.

TRAFFIC will again attend the CCAMLR meeting as part of the IUCN delegation and is urging Members to adopt various initiatives to combat IUU fishing, including a centralised vessel monitoring system. In particular, TRAFFIC will be urging CCAMLR to adopt an approach to co-operation with CITES that will ensure that the respective expertise of both organisations is used in a way that maximises the contribution of each to combating IUU fishing. CCAMLR has also previously recognised that analysis of trade data has an important role in assessing and reviewing the operation of the Catch Documentation Scheme (CDS) for toothfish. TRAFFIC is calling for the data collected under the CDS to be made publicly available in a form that will enable analytical comparison with available trade information. Failure by CCAMLR to adopt strong measures at this meeting to combat IUU fishing will undoubtedly result in renewed calls for toothfish to be listed in Appendix II of CITES at the 13th meeting of the Conference of the Parties.



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## Effective management of the world's largest tuna fishery a step closer

The potential for effective conservation and management of the world's largest tuna fishery is a step closer to being realised with the imminent entry into force of the Convention for the Conservation and Management of Highly Migratory Fish Stocks in the Western and Central Pacific Ocean. Twelve countries have now ratified the Convention with only one more required for the Convention to enter into force.

The tuna fishery of the western and central Pacific Ocean is worth around USD2 billion annually and covers an area in excess of 30 million square kilometres. Yearly landings exceed two million tonnes and catch from the fishery represents around one third of all tuna landed worldwide; 60 % of all tuna for canning and 30 % of the sashimi grade tuna imported into Japan. Around 70 % of the catch is taken in the zones of Pacific island countries and territories with proceeds from that catch representing a significant portion of many countries' gross domestic product. The size of the fishery, the dynamic nature of the pelagic ecosystem on which it is based, and its economic



© WWF-Cannon / Jason DENEY

Bluefin and Yellowfin tuna being processed for sale at the Tokyo fishmarket in Japan.

importance to the Pacific region make the task of the new Convention both critical and complex.

TRAFFIC has participated in the negotiations to develop the new Convention since 1997 and continues to engage in the development of conservation and management measures to be considered by the new Commission once the Convention enters into force.

## Focus on deep-sea fisheries resources

TRAFFIC Oceania and WWF's Endangered Seas Programme have prepared a joint report highlighting issues relating to the exploitation of deep-sea fisheries resources, using the experience of Orange Roughy *Hoplostethus atlanticus* fisheries world-wide to illustrate some of these issues. The report will be presented at the 'Deep Sea 2003' Conference, to be held from 1 to 5 December in Queenstown, New Zealand. The Conference will focus on issues concerning the conservation and management of marine fisheries below 400 metres.

The relatively recent history of deep-sea fisheries has demonstrated the fragility of deep-sea species, their habitats and their consequent vulnerability to overfishing. The experience of fisheries for Orange Roughy aptly illustrates these traits. Orange Roughy live to around 120 years,

at depths between 500 and 2000 metres, and aggregate to spawn and feed on deep-sea seamounts. Fishing for these aggregations causes significant damage to the fragile seamount communities and has resulted in the commercial extinction of some individual stocks of Orange Roughy. The pattern of Orange Roughy fisheries worldwide has been one of rapid expansion and then collapse after a few intense years of high catches. The TRAFFIC / WWF paper attempts to critique from an ecosystem-based perspective the management of these marine fisheries and make recommendations that can be applied to the future development of deep-sea fisheries.

*The report will be available on the TRAFFIC website in early December. The study was generously funded by the David and Lucile Packard Foundation.*



# First results of CITES Review of Significant Trade in Queen Conch, but still a long way to go

by Stephanie Theile, Programme Officer, TRAFFIC Europe

The CITES review of significant trade in Queen Conch, undertaken by TRAFFIC Europe, has shown its first results: The Dominican Republic and Honduras suspended exports of Queen Conch *Strombus gigas* in late September 2003 in response to recommendations made by the CITES Animals Committee based on the report prepared by TRAFFIC Europe. After many years of concern about ongoing population decline and alleged high levels of illegal fishing and trade, this development is the critical first step in a series of measures needed in bringing the Queen Conch fishery and trade to sustainable levels. Technical and financial assistance is now urgently needed to support range States in their efforts to ensure the long-term future of this important resource.

After many years of concern about population declines and alleged high levels of illegal fishing and trade, this development is the critical first step in a series of measures needed in bringing the Queen Conch fishery and trade to sustainable levels. Technical and financial assistance is now urgently needed to support range States in their efforts to ensure the long-term future of this important resource.

Haiti, a third Queen Conch range State that was also categorised as being of 'urgent concern', has not implemented the recommendation of the Animals Committee to suspend exports of Queen Conch. Consequently, the CITES Standing Committee recommended that all CITES Parties suspend imports of Queen Conch from Haiti.

This temporary suspension of international trade in Queen Conch has significant consequences for the three countries, especially for the hundreds of fishermen involved.

However, after years of reports about increasing levels of illegal fishing and unsustainable harvesting practices involving these three countries, the measures taken seem unavoidable in bringing the countries' Queen Conch fisheries to sustainable levels and to end the continuous illegal harvesting in foreign waters.

The commitment demonstrated by the Dominican Republic and Honduras is a positive signal and an important first step to implement a comprehensive set of short and long-term recommendations made by the CITES Animals Committee.

Country-specific recommendations have also been made for most of the remaining Queen Conch range States, including the Bahamas, Belize, Colombia, Cuba, Nicaragua, Saint Kitts and Nevis, and Saint Vincent and the Grenadines, all of which export Queen Conch meat for commercial purposes, some in significant quantities. Similar to the Dominican Republic, Haiti and Honduras, these countries are requested to establish catch and export quotas that are based on stock assessments and are supported by data collection and population monitoring programmes. In addition, all Queen Conch range States are asked by the Animals Committee to commit and actively participate in any regional actions and efforts resulting from the CITES Review of Significant Trade. These actions may include the development of a regional management regime, strengthening law enforcement capacity and effectiveness, and improving population assessment methods and other research relating to the management of Queen Conch.

However, in order to implement the comprehensive set of recommendations, range States, in particular those above identified as being of 'urgent concern' are in immediate need of technical and financial support. Therefore, Queen Conch range States are encouraged by the decision made by CITES to seek assistance from international and regional fisheries expert organisations, such as the Food and Agriculture Organisation of the United Nations (FAO), or the Caribbean Regional Fisheries Mechanism (CRFM). Additionally, major importing nations, such as the USA and France, are urged to assist range States, for example in designing and undertaking stock assessments and establishing monitoring programmes.

It will be essential to evaluate the progress made by the range States in



Queen conch fishing vessel in Jamaica.

Next page: Processed conch meat at a processing plant in Jamaica.

# Science in CITES: workshops provide missing link

by James Compton, Director, TRAFFIC Southeast Asia

implementing the recommendations and to monitor the impact these measures might have on harvest and trade patterns in the wider Caribbean region and on the status of the conch populations concerned. There has been concern that the closure of some countries' fisheries will not effectively halt illegal harvesting, but may instead lead to illegally harvested conch being landed and exported from other countries. Therefore, it will be necessary to monitor any potential changes in future export levels of some of the other major exporting nations, such as the Bahamas, Belize, Colombia, Cuba, Jamaica, Nicaragua and the Turks and Caicos Islands. This underlines the importance of a regional strategy for managing the Queen Conch fishery, as actions and measures taken in one country, may directly impact the fishery in another.

*TRAFFIC Europe has been working on the Queen Conch fishery and its management since 2000. For further background information, a full copy of the Significant Trade Review report on Queen Conch and the outcomes of the first phase of the CITES Secretariat project developing a model management strategy for the Queen Conch undertaken by TRAFFIC Europe in 2001, see TRAFFIC Dispatches 19, March 2002 and visit the TRAFFIC website at [http://www.traffic.org/news/dom\\_honduras.html](http://www.traffic.org/news/dom_honduras.html).*



Stephanie Theile / TRAFFIC Europe

Thirty years after the historic signing of CITES, the lack of science in wildlife trade decision making continues to hamper the effectiveness of the Convention. But in Southeast Asia, a new training initiative may hold the key to unlocking new opportunities for countries to better manage trade in their wildlife resources.

TRAFFIC Southeast Asia's partnership with the CITES Secretariat on developing a regional action plan for increasing the use of "Science in CITES" began in May 2003 with the first of two 5-day workshops planned for the region. More than 50 representatives from Brunei Darussalam, Indonesia, Malaysia, the Philippines and Thailand gathered in Sabah, Malaysia, to learn more about how conservation and sustainable use of wildlife can have a lasting benefit when built on a solid platform of science-based management.

TRAFFIC's work with the CITES Secretariat on capacity building comes at a critical time in this region. A lot of work is still needed to redress the impact of over-exploitation on long-term conservation as well counter mis-perceptions that remain among some stakeholders about CITES being a global trade ban, rather than a tool to contribute to the long-term prosperity of countries wishing to exploit their resources with appropriately sustainable management frameworks.

As well as being a source for wild animals and plants, and their derivatives and by-products, Southeast Asia is a major hub for trade in wildlife, functioning as supplier, consumer and a general import-export emporium of plants, animals and their derivatives. Nearly all the major taxonomic groups of plants and animals found in Southeast Asia are traded, both legally and illegally, including elephants and ivory, reptile skins, bears, orchids, timber, freshwater and marine turtles, tiger products, endemic birds, and the high value aromatic and medicinal forest product, agarwood.

In Sabah, workshop delegates were presented with a series of examples focusing on the need to set precautionary limits on the legal exploitation of wildlife species listed in Appendix II of CITES, and how to develop appropriate checks and balances to allow this to happen.

Trainers from the CITES Secretariat set tasks for the trainees to conduct 'risk assessments' of harvest regimes for taxa as diverse as corals, snakes and butterflies.

The setting and monitoring of annual quotas for harvest and export was also dealt with during the workshop, again using real examples of species occurring in trade in large volumes such as the Asian Box Turtle *Cuora amboinensis*.

At the completion of the workshop, each national delegation identified a set of priorities for follow-up action at national and regional level.

By listening to what the government authorities are dealing with in the region, a better understanding can be achieved in terms of how to systematically address the problems of managing wildlife trade in the region. The feedback received from the participants also indicate that the workshop's practical focus showed that CITES could be a useful component of the 'conservation toolbox'.

TRAFFIC Southeast Asia will facilitate a second workshop in Southeast Asia in 17-21 November 2003 in Phnom Penh, Cambodia. This workshop will bring together representatives from Cambodia, Lao PDR, Myanmar, Singapore, Thailand and Viet Nam. Of the 11 countries in the region, only Lao PDR and the new nation of Timor Leste (East Timor) are non-Parties to CITES.

*For further information on the workshops organized in Southeast Asia, please contact TRAFFIC Southeast Asia Regional Office.*

**Asian Box Turtle *Cuora amboinensis***



Chris R Shepherd / TRAFFIC Southeast Asia

# Tighter controls needed to curb increasing threats to snow leopards

The Snow Leopard, one of the most endangered big cats in the world, is being severely threatened by illegal killing throughout its range. According to the results of a new TRAFFIC report, action is now urgently needed by the range States to address the root causes of illegal killing and continuing trade in Snow Leopards and their parts, to ensure survival of this highly endangered species.

A large part of the findings of the report released in August 2003 in collaboration with WWF and International Snow Leopard Trust (ISLT) is based on literature searches and web-based information gathering. First-hand information was also received through a TRAFFIC questionnaire survey of experts and government personnel in Snow Leopard range States and other countries. In summer 2002, first-hand surveys were undertaken in Mongolia and Pakistan.

The results of the report clearly show that Snow Leopards and their parts are traded in all 12 range States (with the possible exception of Bhutan). This is despite the fact that killing and trade is prohibited in most of the range States and the species is listed in CITES Appendix I, which prohibits all commercial international trade of the animal. Today, there are only an estimated 4000-7000 Snow Leopards left in the world.

The results of the report also show that threats posed to snow leopards may vary among the different regions: killing for trade is the biggest threat for snow leopards in the central Asian region and the Russian Federation. In the Himalayan region, the main threat identified in the report is conflict between snow leopards and herders, who kill Snow Leopards to protect their livestock, but the parts then often end up in trade.

National demand in the range States continues to drive some trade but part of the goods on offer also end up in non-range regions, such as Europe and the Middle East. Foreign visitors, including tourists and military personnel, form another distinct group that purchases Snow Leopard parts.

The main products in demand are pelts. Prices for skins range from just tens of US dollars as reported by hunters in Nepal, to thousands of US dollars, as reported on the black market in Kazakhstan.

The report further indicates that illegal trade occurs in live Snow Leopards and in other body parts such as teeth, nails, meat, as well as bone, which is feeding into traditional Asian medicine markets, but on a much smaller scale.

"There is an urgent need for range States to address the gaps in their legislation for snow leopards and increase their enforcement efforts. For example, by enhancing anti-poaching activities in the range States where trade is the most prominent threat," said Stephanie Theile, the author of the report from TRAFFIC Europe. "It is also vital to provide economic incentives for snow leopard conservation to the herders who live in Snow Leopard range, for example by developing livestock insurance schemes, and recover the natural prey base of Snow Leopards to prevent conflict situations between the local communities and Snow Leopards in the first place."

Coinciding with the release of the TRAFFIC report, concerted efforts to improve Snow Leopard conservation were strengthened in August by completion of a global Snow Leopard Survival Strategy, an initiative co-ordinated by ISLT, which

drew upon acknowledged snow leopard experts, conservation biologists and development specialists, including TRAFFIC among others.

The co-ordinated snow leopard strategy and the TRAFFIC study provide strong incentives for all stakeholders involved to achieve long-term solutions for sustainable livelihoods of local communities in the range States and to help save the endangered Snow Leopard before it is too late.

*For hard copies of the report contact TRAFFIC International, a soft copy can be downloaded from TRAFFIC website at [www.traffic.org/publications/pubs\\_intl](http://www.traffic.org/publications/pubs_intl).*

*The report was generously funded by la Societa Zoologica la Torbiera, the Rufford Maurice Laing Foundation, WWF Belgium, WWF Italy, WWF Netherlands and WWF UK.*

Snow  
Leopard  
*Uncia uncia*





# Recent study shows ivory use and trade shift underground in India

Illicit trade in elephant ivory persists in India despite national ban since the 1970s according to TRAFFIC report released in June 2003. Domestic ivory trade continues to be widespread in the country, but has now largely shifted underground, hindering law enforcement efforts. However, as a result of the report's findings enforcement action has been taken to impact on the individuals and networks involved. Further, a land mark decision passed by the Supreme Court in August 2003 indicates strong will by the government to put an end to this prevailing, unregulated trade.

The TRAFFIC report released in June 2003 in collaboration with WWF India examines the ivory trade in 2000 and 2001 and shows that hundreds of Indian craftsmen were still using ivory.

The study found that both foreign and Indian nationals purchase ivory artifacts such as carvings, jewelry and, even occasionally, name seals. It also identified a continuing link between Indian demand and cultural traditions unique to India that produce religious carvings of Hindu gods, ivory and wood inlay pieces and miniature Mogul paintings on ivory.

The most active production and collection areas for raw ivory are Orissa, Assam, Uttar Pradesh and Uttaranchal, and the most active markets for worked ivory were found to be Murshidabad in West Bengal, Jaipur and Udaipur in Rajasthan, and Kochi and Thiruvana-

thapuram in the southern state of Kerala. Nepal also stands out as an international destination for Indian ivory carvings.

According to the study, the four main sources of raw ivory were locally-poached Asian Elephants, domesticated elephants in India, smuggled African Elephant ivory, as well as pre-ban ivory stocks in India.

Between 1996 and 2001, an annual average of at least 270kg of raw ivory was seized in India, indicating that national law enforcement efforts were meeting with some success, but also that a large, continuing domestic market still prevails.

As for India's pre-ban stock, there is little consolidated information on its volume or locations. Some stocks continue to remain in possession of dealers with no ongoing monitoring system to ensure they are not leaking onto the marketplace.

The existence of a potent domestic ivory market in India is especially worrying in the face of a documented increasing global trend in international smuggling of ivory. India, together with Kenya, has consistently opposed moves to re-open limited conditional ivory trade at the meetings of the Conference of the Parties to CITES since the 1990 ban.

Statistical analysis under Elephant Trade Information System (ETIS) by TRAFFIC tabled at the Twelfth Meeting of the Conference of the Parties to CITES last year indicates that international, illegal trade in ivory is directly correlated to the presence of large-scale, unregulated domestic ivory markets. Located in both Africa and Asia these markets have become increasingly more active since 1996 and account for the greatest volume of ivory being seized throughout the world.

**TRAFFIC's information leads to enforcement action and a land mark decision**

Information stemming from the TRAFFIC investigation, including the identification of the traders and premises dealing in illicit ivory, were passed in confidence to the Government of India. The response was immediate with

initiation of enforcement authority investigations. A number of seizures and arrests have since resulted and further investigations are ongoing.

The TRAFFIC report urged the Government of India to take immediate action to establish why the ban, which also prohibits any trade in pre-ban ivory stocks in the country, has been breached to date with apparent ease and regularity.

To this end, TRAFFIC lauded a landmark decision in August 2003, as the Supreme Court dismissed the traders' demands which began in 1991 to be allowed to clear the stocks they held following a 1986 ban on sale, import and export of ivory. The Supreme Court also ordered the Indian Government to take possession of all ivory stock including products such as idols and images of God.

The decision taken by the Supreme Court and the enforcement response demonstrates rigorous and important action by the government in its efforts to halt the ongoing domestic commerce and addressing the root causes of this trade

*To download a copy of the full TRAFFIC Online report **An Assessment of the Domestic Ivory Carving Industry and Trade Controls in India**, please visit <http://www.traffic.org/publications/reports/eries.html>. The publication of the report was generously funded by the Rufford Maurice Laing Foundation and WWF-UK.*

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## Retail markets for ivory still persist in West Africa

To gain a better understanding of the current situation of domestic ivory markets in West African region, TRAFFIC conducted market surveys in Nigeria, Senegal and Cote d'Ivoire during the summer of 2002. The results to be released later this year in the TRAFFIC Online report series hosted at [www.traffic.org](http://www.traffic.org) show that similarly to Asian surveys, the domestic trade in ivory continues in an unregulated fashion in all three countries.

*For future updates on the report, see [www.traffic.org](http://www.traffic.org).*



Ivory statues of Lord Krishna were found to be available in a number of locations during the surveys.

TRAFFIC India

# UK Wildlife Trade Campaign results are arresting

Crawford Allan, UK Wildlife Trade Campaign Co-ordinator, TRAFFIC International

As the UK Wildlife Trade Campaign of WWF-UK and TRAFFIC International, launched in January 2002, ends, the aims and achievements of the campaign to bring about changes to legislation, raise awareness and affect resource allocation to enforce trade laws, are being assessed.

The main goals of the campaign were to ensure parity in laws related to protection of native and exotic species, particularly with respect to penalties for offences and the powers available to the police. The need for increased awareness of the judiciary was also a priority. A secondary goal was to evaluate the impact of the UK on the global trade in wildlife and ensure such activities were not detrimental. The campaign was extended by six months until July 2003 to be certain that the main goals were met. This article looks at what the campaign has achieved, how it has made a difference and the challenges it faced.

## Why a UK wildlife trade campaign?

A number of elements contributed to the recognition of the need for more effective implementation and enforcement of wildlife trade laws in the UK. The main problem identified by law enforcers was the lack of powers available to the police under the Control of Trade in Endangered Species Regulation (COTES). The government had been due to undertake a review of COTES and the campaign was initiated to call for changes through the review, to make sure that the powers and penalties available were proportionate and appropriate. Concerns were also being voiced about the need for more information and guidance for the judiciary about wildlife trade crime. A series of disparate judgements in recent years had meant that balanced information about the seriousness of offences and their impact on endangered species was required. The EU is one of the world's largest consumers of wildlife and, as a key player in this regard, there was very little awareness of the UK's impact on the international trade and how it fares in sustaining or exhausting wildlife resources.

## The need for increased powers and penalties

COTES covers domestic sales and purchases of species regulated or prohibited in trade, according to a list of species contained in the Annexes of the EU Regulations that implement the CITES treaty. Violation of COTES is not an arrestable offence and therefore this

impedes the investigation and potential for prosecution of offenders. Under the laws relating to native species however, the offences are arrestable. As was highlighted during the campaign, "offenders can be arrested in the UK for selling a common frog but not a Tiger skin or rhino horn". One way to make offences arrestable was to increase custodial penalties from two years to five years. The campaign aimed to ensure that the government had committed to introduce new primary legislation to increase sentences by November 2003.

## The campaign process and tools

The campaign approach used a range of processes and tools to achieve its aims - from engaging the public to sign a petition, to discussions with the Environment Minister:

**Parliamentary approach:** involved working with Members of Parliament who tabled bills, gave supporting speeches and asked Parliamentary Questions. The main vehicle for showing Parliament's support for the campaign aims was through a parliamentary pledge, which 344 MPs signed in support of the motion.

**Government review:** influencing the COTES review process undertaken by the Department for Environment, Food and Rural Affairs (Defra) was a vital element and the campaign provided a well-researched response, as well as attempting

to make others aware of the key issues. The required changes to COTES were made through an amendment to the Criminal Justice Bill, which is passing through the final stages of the parliamentary process.

**Research reports:** the campaign published five research reports on themes related to wildlife trade and the UK. These included studies on the scale and scope of the legal and illegal trade, the enforcement and legal systems for dealing with wildlife trade crimes, the trade routes to the UK, the involvement of organized crime, and the impact of the UK on wildlife through trade.

**Public engagement:** the public was engaged in the campaign through a petition supporting the main campaign goal. The petition comprised 120 000 signatures and was presented to the Nature Protection Minister in April 2003. Letter-writing kits were produced to enable members of the public to write to their MPs in support of the parliamentary pledge.

**Media engagement:** the campaign was supported throughout by excellent media coverage that was generated and based largely around the release of the campaign reports. Press releases were used at various stages and timed to certain events.

A petition of over 120,000 signature in support of the main goal of the campaign was handed over to the Nature Protection Minister, Elliot Morley (in the middle) in April 2003





### Guidance for the judiciary

The campaign worked towards encouraging the preparation of sentencing guidelines to help magistrates and judges determine the appropriate penalties for wildlife trade offences. The Minister for the Environment, on behalf of the Magistrates' Association, launched the sentencing guidance notes in November 2002. This was part of an information toolkit covering many aspects of environmental crime.

### Influencing the UK's impact on wildlife through trade

A research study looked at the broad impact of the UK on wildlife through consumer demand and subsidiary effects, such as associated environmental damage and invasive species. The report included case studies on the impact of the horticultural trade and the live reptile trade. The main findings and recommendations were publicized through the media, linked to the Chelsea Flower Show. The high level of media coverage significantly raised the profile of the issues and the campaign.

### The achievements

All of the main aims of the campaign were achieved, as were most of the lesser objectives. It is almost certain that the law will be changed as called for by the campaign. Although the process of the review may have achieved the same result without the campaign, it is very unlikely that it would have been achieved so quickly. The campaign kept up the momentum and interest in the issue to ensure a timely result. The magistrate's guidance was the first of its kind in the UK and it was thought that this would not have been possible due to sensitivities about influencing the judiciary. Wildlife trade issues in the UK have never received such a high profile. The likely benefits for continued support for wildlife trade law enforcement and positive government policies have been greatly increased.

### The challenges

The campaign was also subject to some challenges, particularly at the outset. After some initial suspicion that the campaign was critical of the government, misunderstandings were resolved and quite quickly the campaign and the government departments and agencies started to work together. The campaign was also a challenge for TRAFFIC, which had not been so closely involved in this type of operation before.

### The future

While this is the end of the campaign, it has set some precedents with increased enforcement powers and sentences and greater awareness. It is now up to WWF-UK and TRAFFIC to make sure that this legacy is borne out, through continued work on the issues in the UK and engagement of all parties involved.

## CITES enforcement gets a boost in the UK Caribbean Overseas Territories

by Stephanie Pendry, UK Enforcement Support Officer, TRAFFIC International

**A**s a result of a week long workshop held in Anguilla, enforcement agencies in the United Kingdom Overseas Territories (OTs) in the Caribbean are now better equipped with the knowledge to combat illegal wildlife trade in the region. Awareness of wildlife trade issues and the importance of CITES within the Overseas Territories has been greatly enhanced. In July 2003, 24 participants attended the UK Caribbean OTs Wildlife Trade Law Enforcement Workshop, which was funded by the UK Foreign and Commonwealth Office (FCO). The workshop was organised by the FCO and TRAFFIC International in partnership with the Governor's Office in Anguilla, and brought together Police, Customs and CITES authority representatives (or equivalent) from the five OTs in the Caribbean. This was the first time that Anguilla, the British Virgin Islands, the Cayman Islands, Montserrat and the Turks and Caicos Islands had met to discuss and be trained on enforcement of CITES, and their domestic laws to protect native wildlife from illegal collection and trade.

A five-day programme was successfully delivered by a number of agencies, and was well received by the participants. The hard working trainers were from Her Majesty's Customs and Excise, the UK Department for Environment, Food and Rural Affairs (Defra), the Joint Nature Conservation Committee (JNCC), the CITES Secretariat and the United States Fish and Wildlife Service and TRAFFIC. The workshop was also facilitated by the CITES Secretariat.

The training on how to enforce CITES was delivered through a series of presentations and exercises that allowed hands-on practice by the participants. In addition, all participants received a training manual and CD-ROM containing comprehensive information on the course contents as well as detailed background and reference materials.

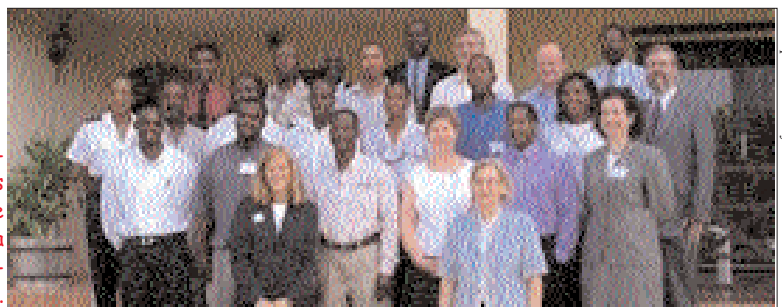
The OTs have many rare and internationally important species, some of which are protected under CITES, such as marine turtles, endemic iguanas, queen conch and black coral. As tourism greatly influences all issues in the region, there is growing pressure on the natural resources, both through habitat destruction and the demand for exotic gifts for visitors or souvenirs to take home to remind them of their stay. There is also the ever-present threat from wildlife collectors who prize the localised and often-endemic species found in the Caribbean islands. In 2000, three German nationals were caught trying to fly out from Grand Cayman airport. Hidden in their luggage were over 1,250 wildlife specimens including live lizards, frogs and orchids.

If the OTs are to safeguard their natural environment for future generations it is essential that the trade in protected species be controlled. Trade in queen conch meat and shells, black coral ornaments, endemic reptiles and marine turtle products are a few examples of common issues facing the OTs regarding CITES regulation. Better CITES enforcement or greater protection of native species will not damage the tourism industry but will ensure that it is enhanced through a sustainable trade that will not threaten the survival of these important plants and animals.

One of the main aims of the workshop was to train those attending so that they may take their newly acquired knowledge back to their territories, and using the materials provided, train others in their agencies and departments. This aim is already being realised as the Turks and Caicos Islands have held their own enforcement training workshop based on the knowledge gained and materials received by the participants at the Anguilla workshop. The Cayman Islands are also organizing their own workshop.

*For more information on the workshop, contact TRAFFIC International.*

Participants at the Anguilla workshop.



Stephanie Pendry / TRAFFIC International

# TRAFFIC sets course to meet its targets

by Sabri Zain, Campaigns and Advocacy Director, TRAFFIC International



TRAFFIC staff at the network meeting

Staff from 7 regional programmes met at the Annual TRAFFIC Network Meeting in Ithala Game Reserve, South Africa, to set its course for meeting the targets of its current conservation programme and lay the foundation for a new programme beginning June 2004. The meeting was also attended by representatives from TRAFFIC's partner organisations, IUCN and WWF.

The aim of the meeting was for TRAFFIC to map its course for the future - not just in terms of specific priorities and actions for the coming year, but also to review progress and lessons learned in

past years and set the blueprint for the new TRAFFIC programme to be implemented during 2004-2008. Various aspects of TRAFFIC's programme were discussed, including programme design and priorities, global and regional balance, focal point roles in the TRAFFIC network and the organisation's global support structure.

Key issues affecting the development of the network were also examined, including the organisation's profile, advocacy and campaigning opportunities, fundraising challenges and how TRAFFIC's organisational structure could most effectively deliver positive conservation outcomes.

A number of key strategic themes were discussed in special workshops. A special workshop was held on the theme of wildlife trade and development, and how TRAFFIC could best engage in work related to development, poverty eradication and livelihoods. Discussions focussed on how to ensure conservation recommendations do not result in negative livelihood impacts that would in turn have

negative impacts on conservation. The meeting also identified an urgent need to work with appropriate partners to maximise positive impacts of development on conservation objectives and minimise negative impacts on conservation objectives.

Another workshop on timber trade exchanged views and information on progress made on this issue by TRAFFIC at the regional and global level and explored linkages and synergies between diverse network activities. These ranged from worked focussed on species such as mahogany, and ecoregions such as the Miombo Woodlands, to timber certification, law enforcement and governance issues.

With the 13th Meeting of the Conference of the Parties to CITES taking place in October next year, discussion also focussed on a number of key advocacy pushes in the run-up to the Conference. These ranged from promoting stricter domestic ivory trade controls, to enhancing regulation of musk deer products.

## TRAFFIC Europe in search of responsible wildlife traders

by Laurie Kint, Communications Officer, TRAFFIC Europe

The first international website providing information on wildlife trade controls in the European Union (EU) was launched in June 2003. The website designed to raise the awareness of those involved in wildlife

trade; from importers, wholesalers and retailers to consumers and travellers alike, by informing them about their legal responsibilities under the EU Wildlife Trade Regulations.

This, initially planned as a year-long targeted campaign in 11 EU languages, is an initiative of and financed by the European Commission. The website was developed and is managed by TRAFFIC Europe with support from the CITES Management Authorities of all EU Member States.

The website is especially important because of the impact wildlife consumer markets have on the conservation of biodiversity around the world. Millions of live animals and plants are imported into the European Union every year, including parrots from South America, chameleons from Africa and orchids from Southeast Asia. Further, a large variety of wildlife products such as shoes or bags made of reptile skin, timber products such as furniture or dried plants used as medicines are in high demand by EU consumers.



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# Growing passion for exotic pets in France

by Alexandre Affre, Research Officer, TRAFFIC Europe

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CITES, EU Wildlife Trade Regulations and national laws constitute a comprehensive set of legal texts that regulate trade in wildlife around the world. This legislation also addresses related matters such as holding and keeping of live animals and plants.

A new EU Wildlife Trade regulation was adopted in 1997, which was promoted by an EU-wide public awareness campaign financed by the European Commission. Compliance with and effective implementation of all its provisions can still be improved through better understanding among stakeholders.

According to the initial feasibility study undertaken by TRAFFIC Europe in several EU Member States in 2002, traders experience difficulties in obtaining clear and up-to-date information on the legal provisions of the EU Wildlife Trade Regulations.

In response to a need for more structured and accessible information, the European Commission contracted TRAFFIC Europe to develop and manage the website, which now in a user-friendly fashion provides extensive amount of information and links to about 600 other useful documents, pages and sites available on the web.

Since its launch in June 2003, visitors, including importers, breeders and other individuals, have started to respond to the interactive facilities of the website and provide encouraging feedback. Stakeholders have showed interest also to promote the website further within their network of contacts in order to increase better knowledge on the implementation of CITES in the EU among their peer groups too.

Thanks to feedback by the website visitors, TRAFFIC Europe will be able to continuously develop, improve and amend the website and strive to serve different stakeholders with most up-to-date information regarding implementation of CITES in EU.

For further information on the new website, please visit the website at [www.eu-wildlifetrade.org](http://www.eu-wildlifetrade.org) or contact TRAFFIC Europe Regional office.

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In 2001, TRAFFIC Europe - France initiated a study to examine imports and re-exports of CITES-listed mammals, birds, reptiles, amphibians, fish and invertebrates listed by CITES in France, 1990 - 1999. This study looked exclusively at live animals traded and compiled information on trade volume, trends, species traded, the countries of origin, as well as the purpose and source of trade at a species-by-species level.

The study, which is now nearing completion and will be published later this year, is the first global analysis of French trade in live CITES-listed animals at an international level. It provides a first step towards better understanding of different conservation priorities related to the live animal trade in France.

Like other European Union countries, France demonstrates an increasing fascination with new and unusual pet species: frogs, lizards, snakes, spiders and scorpions. Also, new bird and mammal species are also appearing in pet shops, markets, fairs and exhibitions. Marine ornamentals such as corals and giant clams which can be kept in an aquarium, are also increasingly popular in France. The two-day "Animal Expo" (Paris, September 2002), visited by over 45 000 people and providing an opportunity to buy chameleons, snakes, scorpions, parrots and rodents, further demonstrates France's keen interest in this trade.

Some of the study key findings included the discovery that live reptile imports increased by over 120% during the 1990s: that lizards accounted for 52% of the imports, followed by snakes (27%), turtles and tortoises (20%) and crocodilians (1%); that 93% of African Grey Parrots *Psittacus erithacus* and Senegal Parrots *Poicephalus senegalus* (CITES II) were taken from the wild; and that Viet Nam, the Solomon Islands and Fiji to be the main countries supplying the giant clams imported to France.

TRAFFIC hopes that the new study will serve as a basis for further examination of various aspects of the wildlife trade in France. Areas needing further examination, to name only a few, are preferences and prices of certain species, the nature of national demand, the extent of captive breeding practices and of illegal activities. In addition more detailed information about different stakeholders and trading partners will be needed in order to form a comprehensive picture of the status of the wildlife trade in France.

For future updates on the report, contact TRAFFIC Europe-France and see TRAFFIC website at [www.traffic.org](http://www.traffic.org). The study was generously supported by WWF France.

Ninety-three per cent of African Grey Parrots *Psittacus erithacus* (right) and Senegal Parrots *Poicephalus senegalus* (CITES II) imported to France in 1990-1999 were taken from the wild.



Crawford Allan / TRAFFIC International



# Wildlife conservation becomes a matter of attitude in South Korea

The use of pangolin scales and musk is on the increase among traditional medicine practitioners in South Korea, according to a new report by TRAFFIC. Coming on the heels of the 10th anniversary of South Korea's ratification of CITES in July 2003, the results of the report are also encouraging, indicating a decline in use of Tiger, rhinoceros and bear in traditional medicine in the country.

TRAFFIC East Asia documented the attitudes of traditional Korean medicine practitioners towards use and conservation of wildlife species of medicinal value based on a postal survey conducted in 2001. All trade in the five species covered by the survey is either banned (Tiger and rhinoceros) or highly restricted (musk deer, bear, and pangolin) under South Korea's laws and CITES.

The survey found that a significant proportion of the more established practitioners acknowledge the need to regulate the trade and are well aware of wildlife regulations. A marked gap in knowledge regarding wildlife regulations exists only among the practitioners with less than five years work experience. However, almost a third of the respondents also stated their intention to continue to use banned or restricted medicinal ingredients, mainly because of the perceived lack of effective substitutes or their conviction about the medical efficacy of the ingredient.

To address these contradictory results, the health and conservation authorities should work together to test the efficacy of substitutes, and promote the use of alternatives to banned and restricted medicinal ingredients.

"It is vital to learn what traditional Korean medicine practitioners think are the feasible solutions so that we can ensure both the future development of traditional Korean medicine and the conservation of

medicinal species," said Sue Kang, co-author of the report. "The will to change practices and find sustainable solutions clearly exists – and we need to ensure that means to achieve such change are available."

The report calls for market research to be carried out on the use of species with increasing demand and species with apparently more stable demand. This is essential to understanding the dynamics of the illegal trade in endangered species used as medicine. Also, review of South Korea's existing system for implementation of CITES and its domestic controls is needed. Prompt action is of great importance as South Korea's population is increasingly elderly with chronic conditions that traditional Korean medicine treatments are well suited to. As a result, the demand for traditional Korean medicine is likely to increase in future.

The success of actions taken will depend on the involvement of all those with a vested interest in traditional Korean medicine, from users to practitioners to traders to regulators alike. TRAFFIC hopes that the report which is the result of a collaborative effort between TRAFFIC and the traditional Korean medicine community, will serve as an incentive to step up efforts to achieve long-term solutions for the future development of traditional Korean medicine as well as for the survival of endangered species.

*For a copy of the report *A Question of Attitude: South Korea's Traditional Medicine Practitioners and Wildlife Conservation* contact TRAFFIC East Asia, or visit [www.traffic.org](http://www.traffic.org). The report was generously funded by WWF-US.*

## Joint efforts underway to ensure the sustainability of medicinal plants in the Balkans

Stocks of many medicinal plant species in the Balkan countries have declined in the past decades with some species becoming rare or endangered due to habitat loss, habitat modification and over-exploitation, among other reasons. A study released in September 2003 by The German Federal Agency for Nature Conservation (BfN) and carried out by WWF Germany and TRAFFIC Europe reveals that action is now needed to fix and implement measures to avert the further depletion of medicinal plant populations in the Balkan countries, most of which are preparing for accession to the European Union.

The new study looks into the current volumes of medicinal plant trade, the sourcing of medicinal plants from protected areas and the legal situation in

five selected Balkan countries: Albania, Bosnia-Herzegovina, Bulgaria, Croatia, and Romania. It also analyses several  
*...continued on next page*



# Certifying certification for medicinal plants in India

by Teresa Mulliken, Research and Policy Co-ordinator, TRAFFIC International

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current projects aiming at a sustainable use of medicinal plants in protected areas in the region and evaluates the potential for using protected areas to effectively link nature and species conservation and the sustainable use of natural resources.

Western Europe's herbal industry, especially in Germany, which is the largest European medicinal plant importer, relies on medicinal plant supplies taken from the wild in the Balkans. In those countries, which supply them, medicinal plants are a controversial topic. The livelihoods of many people in rural areas depend to a considerable extent on the wild collection of such plants, but over-harvesting has depleted wild populations of many medicinal plant species in areas, where they were abundant only some 10 to 15 years ago.

The study found that the medicinal and aromatic plant species wild-collected in the largest quantities in the region are presently sage in Albania and Bosnia-Herzegovina, juniper in Bosnia-Herzegovina, dog-rose in Bulgaria, nettle in Croatia, Field Shave-grass *Equisetum arvense* in Croatia, as well as bilberry and raspberry in Romania. Species like Yellow Gentian *Gentiana lutea* and Mountain Tea *Sideritis raeseri* have become threatened almost throughout their natural range in the Balkans.

Most medicinal plants in the Balkans are collected from the wild by the local population. As a rule, one or more intermediate traders and wholesalers are involved in the chain-of-custody of the trade; direct marketing by individual collectors or collectors' co-operatives is uncommon. As a consequence, the share of the export price being earned by individual collectors is usually low. At the same time, all five countries have developed a comprehensive system of laws and other regulations related to environmental issues and the conservation of natural resources. With the exception of Bulgaria, however, the implementation and enforcement of legal instruments has been so far relatively ineffective.

In December 2002, a seminar convened by BfN, WWF Germany and TRAFFIC Europe in the Isle of Vilm, Germany, brought together medicinal plant experts from the Balkans and Germany to discuss ecological, social and financial implications of medicinal plant sourcing and trade in the Balkans and at the same

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The results of a TRAFFIC study examining whether certification can be used to secure a sustainable future for India's medicinal plants, harvesters and consumers will be published in the *TRAFFIC Online Report* series in mid-November. The resulting report, produced by TRAFFIC consultant Pushp Jain, builds on earlier TRAFFIC research documenting the overexploitation of medicinal plant species in India to supply the huge demand for ayurvedic and other traditional medicines in that country. Research was initiated in 2002 to see if independent (third party) certification schemes, such as that implemented by the Forest Stewardship Council, could reduce unsustainable harvests and bring greater returns to those adopting sustainable practices.

TRAFFIC's research included interviews with a range of stakeholders, from certification organizations, to industry, to NGOs. Information gathered from interviews was complemented by findings from internet and library searches and from the specially convened *Consultation on the Certification of Medicinal Plants*, held in August 2003.

The study documents the various types of certification in use in India that might apply to medicinal plants. These include independent certification schemes aimed at promoting sustainable production, setting and confirming adherence to organic and fair trade standards, and at setting quality standards, both of raw material and of production methods. Government schemes such as 'ECOMARK' and those of the International Standards Organization (ISO) were also reviewed.

Despite the large number of schemes in operation in India, none currently applies to plants traded for medicinal use within Indian markets, although there is excitement among stakeholders, particularly within government agencies, about the idea of exploring the use of certification. It appears that consumers in India are likely to be less excited, however, as they are not well aware of the ecological and social aspects of medicinal plant harvest and trade, let alone inclined to seek out products certified as produced in a sustainable and socially responsible manner. The lack of a domestic market for certified medicinal plant products, combined with the widely dispersed and unstructured nature of medicinal plant

harvests and trade channels, suggest that certification systems relying on consumer demand are not a viable option for medicinal plant conservation in India at present. The study therefore recommends other approaches to addressing overexploitation, including the development of 'good sourcing practices' for industry. As well as distributing the report to key decision makers in India, TRAFFIC will be seeking funding to act on its results. The future of India's medicinal plants, medicinal systems and medicinal plant harvesters may depend on it.

For further updates on the report, please visit TRAFFIC website at [www.traffic.org](http://www.traffic.org). The report was generously funded by The Rufford Maurice Laing Foundation.

Medicinal plants in an ayurvedic hospital herb garden.



© WWF-Canon / Manu Ratnakar



# North America sturgeon and paddlefish stocks at risk

In May 2003, TRAFFIC North America released a report *Caviar and Conservation: Status, Management, and Trade of North American Sturgeon and Paddlefish*. This report provides the most comprehensive assessment done of North American sturgeon and paddlefish management since the dramatic decline of the Caspian Sea industry in the past decade. The report examines also other threats to sturgeon and paddlefish in North America, including pollution, damming of rivers and unregulated commercial fishing.

The focus of the report is on the performance of US and Canadian management bodies, current trends in legal and illegal trade, implementation of recent listings and resolutions adopted by the parties to the CITES and the state of commercial aquaculture and sustainable production from the wild.

The results of the study show an increase in both legal and illegal catch and trade of paddlefish and sturgeon in North America in recent years, apparently coinciding with the dramatic decline of beluga sturgeon and other traditional caviar-producing fisheries around the Caspian Sea. Today, North American sturgeon and paddlefish are the largest alternative fisheries to the Caspian Sea for caviar production. The harvest of sturgeon and paddlefish eggs for caviar could have a significant impact on several North American species, including those already considered endangered or threatened.

However, the results of the report show that North American fisheries alone

cannot supply global demand, potentially jeopardizing fish management and trade in the USA and Canada. Demand in major caviar-consuming countries, primarily in the European Union, Japan and the United States, far outstrips what North American wild stocks and commercial aquaculture are currently producing. The fledgling aquaculture industry is years away from being able to supplant production from wild sources.

In North America, caviar can be a profitable industry, but only if states with healthy paddlefish and sturgeon populations manage the resource carefully. There are still some serious regulatory gaps that need to be filled.

TRAFFIC's hope is that the new report provides information to continue the dialogue among state and federal biologists, fisheries managers, policy makers, the caviar industry, fishermen, and commercial aquaculture interests that began at the *Symposium on Harvest, Trade and Conservation of North American Paddlefish and Sturgeon*, which was held in May 1998 Chattanooga, Tennessee.

*For more information on the report and a copy of the full report, please visit [www.traffic.org/publications/pubs\\_tna](http://www.traffic.org/publications/pubs_tna) or contact TRAFFIC North America.*

*The production of this report was generously funded by the David and Lucile Packard Foundation.*

# Fisheries trade measures - WTO compatible?

by Teresa Mulliken, Research and Policy Co-ordinator, TRAFFIC International

Among the debates surrounding the World Trade Organization (WTO) are issues of whether WTO trade rules should outweigh those established by inter-national environmental agreements. TRAFFIC has tackled this question head on in the case of trade measures used by regional fisheries organisations (RFOs), and in September published the report *Regional Fisheries Organizations and the World Trade Organization: Compatibility or Conflict?*

The report assesses the RFO/WTO relationship by identifying the types of trade measures used or potentially used by RFOs in conjunction with agreements such as the Commission for the Conservation of Antarctic Marine Living Resources (CCAMLR) and the International Convention for the Conservation of Atlantic Tunas (ICCAT). It then examines the relevant WTO rules and jurisprudence in a search for the potential for conflict between RFOs and WTO, and provides possible scenarios involving WTO challenges of RFO measures.

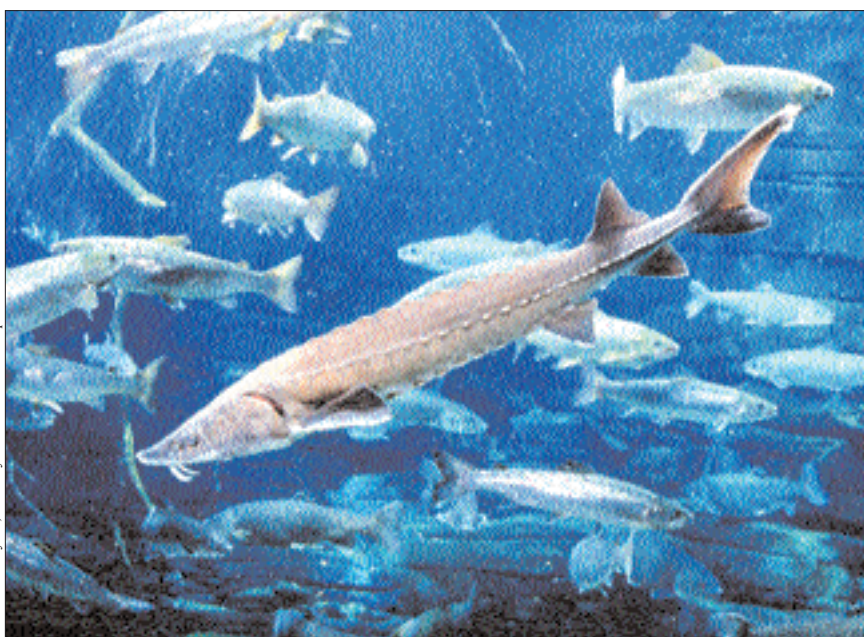
Trade measures used, or potentially used, by RFOs aim to achieve various purposes, the most important of which is to ensure compliance with their conservation and management regimes. As such, most trade measures are aimed at combating illegal, unreported and unregulated (IUU) fishing. These measures include requiring specified documentation on catches, prohibiting landings and transshipments from particular vessels, trade-restrictive measures as well as certification and labelling schemes.

The report proposes the most likely outcomes, and concludes with recommendations for avoiding future conflicts between WTO and RFOs. Recommendations are also provided with regard to reducing the potential for conflicts between WTO and trade measures used in multilateral environmental agreements more generally.

*For more information and a copy of the full report, please contact TRAFFIC International or visit the website at [www.traffic.org/news/fisheries\\_trade.html](http://www.traffic.org/news/fisheries_trade.html)*

*The production of this report was generously funded by the David and Lucile Packard Foundation.*

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Richard T. Bryant, courtesy of the Tennessee Aquarium



*(Balkans) continued from page 13...*

time served as one of the main incentives to develop the study.

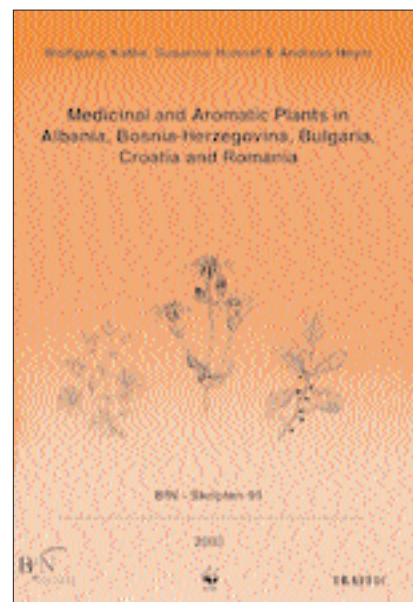
Based on the results of the study and the seminar, action at several levels is urgently needed in most areas in the Balkans. Among other things, medicinal and aromatic plant populations and wild collection activities have to be assessed and species-specific and geographic harvest limits for wild-collection need to be determined.

Effective control and monitoring mechanisms must be established and a comprehensive management plan has to be developed for every protected area, which should guarantee that medicinal and aromatic plant sourcing does not exceed sustainable levels.

In addition, collectors must – over the long term – be guaranteed a certain income level. It may be possible to achieve higher market prices if the raw material is processed in the region and products are sold on the national and international markets.

BfN, WWF Germany and TRAFFIC Germany continue their joint efforts to make the use of natural resources, such as medicinal and aromatic plants, from which nature conservation, local farmers and collectors, traders and producers of herbal products and the consumers of these products will all have a long-term benefit.

*For more information, please visit the TRAFFIC network website at [http://www.traffic.org/news/press-releases/balkan\\_plant.html](http://www.traffic.org/news/press-releases/balkan_plant.html) or contact TRAFFIC Europe Regional Office.*



**Report title:**  
**Medicinal and Aromatic Plants in**  
**Albania, Bosnia-Herzegovina, Bulgaria,**  
**Croatia and Romania by**  
**Wolfgang Kathe, Susanne Honnef and**  
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# TRAFFIC *DISPATCHES*

Number 22 June 2004

## Nowhere to hide: The trade in Sumatran Tiger

by Chris R. Shepherd, Senior Programme Officer, TRAFFIC Southeast Asia

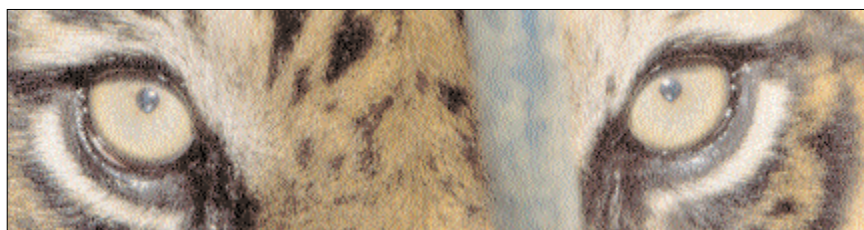
Indonesia is set to lose its last remaining Tiger species - the Sumatran Tiger - if the widespread illegal trade in Tiger parts and rampant habitat loss is not stopped.

A new report released by TRAFFIC and WWF in March 2004 on trade in the Sumatran Tiger reveals that as many as 50 Sumatran Tigers were poached per year between 1998 and 2002. The latest available figures show that there are between 400 and 500 tigers left in the wild in Sumatra.

The report exposes the relentless killing of a critically endangered species by professional and semi-professional hunters. This is being driven by a substantial domestic Indonesian market for tiger skins and other parts, especially claws and teeth for trophies, charms and souvenirs. Tiger parts are readily available from dealers, within Sumatra, many of these openly displayed for sale.

TRAFFIC's investigators found tiger products in 17 of the 24 towns surveyed and 20 per cent of 453 shops visited. The report also reveals illegal international trade in Sumatran Tiger parts sold to other parts of Asia.

Improved enforcement is critical to saving Sumatran tigers. As a first step, action should be taken against the markets, trade hubs and retail outlets highlighted in the report, especially in northern Sumatra. More specialised anti-poaching units also need to be urgently established.



Chris Shepherd /  
TRAFFIC Southeast Asia

Loss of habitat is also a major threat to the Sumatran Tiger. The clearing of Sumatra's lowland forests, prime Tiger territory has resulted in the Tigers roaming into local villages, where they are sometimes captured and killed.

With only a few hundred Sumatran Tigers remaining, there is a fear that they will suffer the same fate as two other Indonesian Tiger subspecies, the Bali and Javan Tigers which became extinct in the 1940s and 1980's respectively.

Indonesia's efforts to address the trade threats to the Sumatran Tiger were under scrutiny also at a meeting of the CITES Standing Committee in March 2004. The Committee agreed that it would report at CoP13 about progress made by the range and consumer States that were earlier subject to CITES Technical and Political Tiger Missions, especially with regard to the implementation on the recommendations made by these Missions. The report may contain recommendations regarding appropriate measures where no progress has been made.

TRAFFIC highlighted its concerns

regarding a lack of progress in implementing CITES recommendations such as the establishment of specialised Tiger enforcement units in many Southeast and East Asian Tiger countries. Many of the governments in the countries reviewed by the CITES Tiger Missions may not be in a position to implement all recommendations and undertake activities unless long-term funding support and technical assistance from the international community is provided.

The findings of the TRAFFIC report show the structure and extent of the trade in Sumatra and add to the extensive work of TRAFFIC on Tiger trade to date, which help guide conservation efforts regarding this highly endangered big cat.

For copies of the report *Nowhere to hide: The trade in Sumatran Tiger*, please contact TRAFFIC Southeast Asia (for contact details see page 16) or visit <http://www.traffic.org/sumatrantigers.pdf>. The research and report were generously funded by 21st Century Tiger and WWF UK.

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TRAFFIC East Asia

Inside: Promoting ETIS in China



# Promoting better CITES-CBD synergies

by Teresa Mulliken, Research and Policy Co-ordinator, TRAFFIC International

The Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) and the Convention on Biological Diversity (CBD) have a lot in common. Both are designed to tackle issues related to the use and trade of wild species, both count the majority of the world's countries as members, and neither works very much with the other. Concerned about the low levels of co-operation in the implementation of the two Conventions at both the national and international levels, TRAFFIC, IUCN - The World Conservation Union and Flora & Fauna International (FFI) decided to organise an experts workshop to explore ways to increase synergies in their operation.

Thanks to critical support from the German Federal Agency for Nature Conservation (BfN), German Agency for Technical Co-operation (GTZ), the Division of Environmental Conventions of the UN Environmental Programme (UNEP), and the UK Department of Environment, Food, and Rural Affairs

(Defra), the workshop "Promoting CITES-CBD Co-operation and Synergy" was held from 20-24 April at BfN's International Academy for Nature Conservation, on the Isle of Vilm, Germany. The workshop's organisation also owed a great deal to the efforts of individual workshop Steering Committee members and those of the CITES and CBD Secretariats, who collaborated in the shaping of the workshop agenda and participation.

Participants from over 20 countries and a variety of backgrounds considered CITES-CBD implementation in the context of issues including sustainable use of wildlife resources, linking site and species based approaches to conservation, and access and benefit sharing.

Discussions in working groups and plenary sessions led to the identification of a number of recommendations for achieving greater synergies at the national and international national levels. These include mechanisms to achieve greater co-operation among national CITES and CBD implementing agencies and

Convention decision making bodies such as Committees and CoPs, and to increase sharing of information and lessons learned with regard to the use and trade of wild species.

The challenge now is to ensure that the learning and momentum gained in Vilm will not be lost. The government of Ireland, on behalf of the Member States of European Community, has already taken a major step toward meeting this challenge by submitting the workshop report for consideration during CITES CoP 13. Hopefully a similar effort will be made to put the report before the next meeting of the CBD's Subsidiary Body on Scientific, Technical and Technological Advice (SBSTTA) and the CBD CoP that follows. A message from one of the participants confirms that efforts are also already being made to put the workshop outcomes to work at the national level. TRAFFIC, which chaired the workshop Steering Committee, will continue to support these and other efforts aimed at enhancing better CITES-CBD synergies.

## Staff news

### Welcome

Angie Woo has started her work for the TRAFFIC Southeast Asia Regional Office as the Co-ordinator for the Southeast Asia Wildlife Trade Advocacy Initiative in March 2004. Angie is based in Pathumthani, Thailand c/o WWF International Thailand Programme.

Lazaro Linjano has commenced his work as the new Research Officer in TRAFFIC East/Southern Africa-Tanzania in April 2004.

Vera John has joined TRAFFIC East/Southern Africa-Tanzania as the Administrative Assistant in April 2004.

### Goodbye

Sware Semesi, Research Officer, left TRAFFIC East/Southern Africa - Tanzania in December 2003.

Wolfgang Kathe, Senior Research Officer, left TRAFFIC Europe Regional Office in December 2003.

Kim Davis, Fisheries Officer, left TRAFFIC North America in January 2004.

Liz McLellan, Cambodia Programme Development Officer left TRAFFIC Southeast Asia - Indochina/Cambodia in January 2004.

Angela Barden, CITES Programme Officer, left TRAFFIC International in April 2004.

Laurie Kint, Communications and Administration Officer, left TRAFFIC Europe Regional Office in June 2004.

Katalin Kecse-Nagy, Communications Assistant, left TRAFFIC Europe - Candidate Countries office in June 2004.

\*

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

TRAFFIC Dispatches is published to keep partners and supporters informed about our activities and accomplishments.

TRAFFIC works in co-operation with the Secretariat of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES).

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is a joint programme of



**IUCN**  
The World Conservation Union

# South Asia Wildlife Trade Workshops - finding the way forward for regional co-operation

by Crawford Allan, Regulation & Enforcement Support Co-ordinator, TRAFFIC International

In late April 2004, delegates from six South Asian countries identified priority actions to be taken at national and regional levels to mitigate illegal wildlife trade and to enhance wildlife trade regulations, particularly CITES, in a region where trade is threatening the long-term survival of some of the world's rarest species, such as Great Indian Rhinoceros, Tiger, and Tibetan Antelope. Two workshops were held in Kathmandu, Nepal, a three day "Diagnostic Workshop" (26-28 April) to identify key issues and seek solutions and a two day "Enforcement Workshop" (29-30 April) to provide training, raise awareness and develop co-operative approaches to enforcement problems.

TRAFFIC brought together 70 representatives from government departments, law enforcement and non-governmental organisations from South Asia (Bangladesh, Bhutan, India, Nepal, Pakistan and Sri Lanka) and key neighbouring countries of China and Myanmar. The participants sought to understand each other's concerns, needs and constraints to find ways that the region can move forward through collaborative efforts towards common set of goals. The key themes of the workshops were co-ordination, co-operation and communication between countries in South Asia, and the region's neighbours.

A TRAFFIC overview study of the wildlife trade in South Asia was provided to advise the workshops on the current situation and this had been undertaken through field visits to several countries in the region, questionnaires and correspondence directly with the key stakeholders, as well as desk based research. Participants discussed how wildlife trade brings with it many potential benefits and threats through the use of species for purposes ranging from ornaments and luxury items to medicine, food and shelter. Ensuring that trade regulation addresses the balance between the needs of wildlife and those of human populations is a huge challenge. Although each country in the region has already established national laws and programmes to protect wildlife species and manage wildlife trade, it was generally acknowledged that these policies could be further improved and streamlined.

Steven Broad, the Executive Director of TRAFFIC International, who facilitated

the Diagnostic Workshop stated "This was the first event of its kind in South Asia, bringing the governments, IGOs, NGOs and donors to work together to seek consensus on the future of wildlife trade regulation and enforcement through improved co-ordination, co-operation and communication. The realisation that there was so much potential for improvement was overwhelming, the hope is now that this realisation catalyses change."

Establishing active networks for communication and information sharing on wildlife trade was identified as a priority issue that needs to be overcome both at regional level, and between agencies in each country. Participants emphasised that active exchange regarding such matters as enforcement, scientific data, and legislation, would enable development of best-practice models to combat the variety of challenges facing government wildlife agencies in the region.

Conclusions and recommendations from the Diagnostic Workshop fed directly into the Enforcement Workshop, and this looked specifically at the challenges of law enforcement to protect wildlife from the ongoing illegal trade at national, regional and international levels.

The responsibility now lies with the participants to report back to their respective governments and organisations to ensure follow up on the recommended

actions from the workshop. The important discussions at this workshop catalyse some measurable change on the ground - for the benefit of both wildlife and human communities in this region - and that can only happen with political support from individual countries and effective engagement from civil society.

The partners working with TRAFFIC to help implement and direct the workshops were WWF Nepal, IUCN Nepal, the United States Embassy, Kathmandu, and the CITES Secretariat. The workshops were assisted by international facilitators from the CITES Secretariat, the Canadian Wildlife Service and TRAFFIC. The overview study and workshops were supported by a grant from the United States Department of State. WWF-US also kindly provided additional resources to bring a wider representation to the workshops, including participants from important neighbouring countries. Additional funding from WWF-UK also ensured that the workshops had the greatest impact and follow up and facilitation by TRAFFIC after the workshops is possible.

For more information on the South Asia Wildlife Trade Diagnostic and Enforcement Workshops contact: Crawford Allan, Regulation & Enforcement Support Co-ordinator, TRAFFIC International. For contact details see page 16.

Opening ceremony, with speaker Dr. Tirtha Man Maskey, Director General of the Department of National Parks and Wildlife Conservation, Nepal.



# CITES CoP 13 frames fresh opportunities in Southeast Asia

by Angie Woo, the Co-ordinator of the ASEAN Wildlife Trade Initiative, TRAFFIC Southeast Asia and James Compton, Regional Director, TRAFFIC Southeast Asia

Thailand's hosting of the 13th Conference of the Parties to CITES in October 2004 will undoubtedly bring added attention to the wildlife trade challenges facing Southeast Asia as a region. While the international spotlight is likely to focus on the conservation problems facing charismatic megafauna such as elephants, Asian Big Cats and the continuing prevalence of illegal trade, there are several opportunities for the region to demonstrate commitment and leadership in addressing wildlife trade management.

Following Lao PDR's accession to CITES in early March, all 10 members of the Association of South East Asian Nations (ASEAN) are now Parties to the Convention, and so for the first time have a common basis upon which to conduct legal and sustainable wildlife trade. Capacity building and training, along with information exchange and inter-agency co-operation, remain the major constraints to effective implementation across the ASEAN block. Availability of funding and human resources, also, often proves decisive in enabling countries to act upon management and scientific requirements of the Convention.

In 2003, TRAFFIC Southeast Asia worked with the Capacity Building Unit of the CITES Secretariat to hold two regional workshops that trained relevant government officers from the 10 ASEAN member countries, as well as China, in implementation of the Convention. At the conclusion of these workshops, which focused particularly on the importance of increasing the use of scientific approaches to guide CITES management decisions, national delegates listed their priorities for follow-up action at both national and international levels. From this needs assessment, TRAFFIC has established an informed basis upon which to build support for activities within the region.

Preparations to capitalize on the first-

ever CITES CoP in Southeast Asia are already well underway. With the support of WWF Thailand, WWF Netherlands, WWF UK, WWF International's Species Programme and TRAFFIC International, TRAFFIC Southeast Asia is working with the WWF colleagues in the region to implement an ASEAN-wide advocacy and communications initiative.

This TRAFFIC/WWF joint initiative aims to build synergies and co-operation around the CITES CoP 13 event, as well as to create appropriate frameworks for further regional-level actions. Approaches have already been made to the ASEAN Secretariat and the ASEAN Senior Officials on Forestry regarding how to leverage the joint engagement of ASEAN member nations - and ideally, to develop a regional action plan on wildlife trade.

Economic growth, expansion of infrastructure, free trade agendas and a general push for development are all factors that are contributing to a rapidly changing socio-economic dynamic within the ASEAN grouping and its trading partners. Under an increasingly liberalised trade policy environment, it is all too easy to treat wildlife as just another commodity rather than paying heed to the management needs of natural production systems. Bangkok's hosting of the CITES CoP will provide a chance to remind the main importers of Southeast Asia's wildlife

products (East Asia, Europe and North America), of their responsibility as consumer countries; that the maintenance of sustainable trade depends on supporting, and investing in, management systems in producer countries.

This project highlights that national-level initiatives must be linked to achieve more effective management of trade in wild species of flora and fauna, and that the connectivity of trade chains makes this indeed an ASEAN-wide regional set of issues. It is hoped that by fostering collaboration between countries, external support can be identified to help counter the common shortfalls in financial and human resources, technical capacity and information sharing.

The TRAFFIC/WWF ASEAN Wildlife Trade Initiative is already working to level the information playing field via a monthly e-Bulletin that highlights inter alia relevant events and developments in the region. This is being sent to CITES authorities, as well as other relevant officials in each country whose work is relevant to wildlife trade in Southeast Asia.

*For more information on the Initiative, please contact Angie Woo on [angie.woo@myjaring.net](mailto:angie.woo@myjaring.net) or via TRAFFIC Southeast Asia. The e-Bulletin and other resources will be available online in June: <http://www.traffic.org/25/network9/asean>.*



From left:  
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# Hawksbill turtle trade management and enforcement efforts needed urgently

**U**rgent and effective management and enforcement efforts are needed in Indonesia and Viet Nam in order to secure a future for the critically endangered Hawksbill Turtles in the region. Two TRAFFIC Southeast Asia reports released in March 2004 highlighted continuing illegal trade in bekko - products made from the shell of the Hawksbill Turtle *Eretmochelys imbricata* - in the major source countries of Southeast Asia.

TRAFFIC investigators surveyed localities in Indonesia and Viet Nam in 2001 and 2002, known in the past to have exported bekko to Japan, historically the main demand country for worked and unworked products. According to the findings of the survey, the bekko trade continues, but has now largely shifted underground in Indonesia, hindering law enforcement and management efforts. In Viet Nam, the trade in turtle products continues openly. The size of it, with almost 30 000 items found on offer during TRAFFIC's survey carried out for the Government of Viet Nam in mid 2002, demonstrates that despite new legislation prohibiting exploitation and trade of marine turtles and their products, the law is being ignored by traders.

"It is impossible to estimate the exact amount of illegal bekko for sale," said Chris Shepherd, of TRAFFIC Southeast Asia and lead researcher for both reports. "Based on our findings, the trend in Indonesia is on the decline but it is still vital for Indonesia to seize all illegal bekko stocks in the country in order to help prevent further illegal export and improve the management of any remaining legal stocks."

In Viet Nam, relevant enforcement agencies should target marine turtle trade

hotspots - the main locations, such as Ha Tien, Ho Chi Minh City, and Vung Tau, found in the studies still producing or selling bekko items openly. "The challenge now will be to implement the recommendations of Viet Nam's national action plan for marine turtles, which is due to be launched later this month," said Julie Thomson, the Viet Nam-based Deputy Director of TRAFFIC Southeast Asia.

The results of the reports demonstrate that it has become imperative for both Indonesian and Vietnamese governments to step up their management and enforcement efforts and bring the illegal trade activities to a halt. Also, both governments and NGOs need to continue monitoring of the regional management efforts and report on the developments.

At the 2nd Meeting of Signatory States of the Indian Ocean and Southeast Asia Marine Turtle Memorandum of Understanding (IOSEA), TRAFFIC presented the results of its reports to the participants, which consisted of representatives of 14 member States, including Viet Nam, and a number of observer countries, including Indonesia. Although two additional countries, Jordan and Oman, signed the Agreement at the meeting, as did Thailand in early May, it is TRAFFIC's hope that Indonesia will also become a signatory to the IOSEA Memorandum of Understanding soon. The IOSEA is a vital forum, which works to conserve and recover marine turtle populations and their habitats within the Southeast Asia region and beyond.

TRAFFIC is urging all ASEAN Member States to ratify the IOSEA Marine Turtle MoU and fully implement the actions identified in their Conservation and Management Plans.

The TRAFFIC Southeast Asia report *Shelled Out? A Snapshot of Bekko Trade in Selected Locations in Southeast Asia* was supported by WWF Netherlands, WWF UK, and The Rufford Maurice Laing Foundation. The TRAFFIC Southeast Asia-Indochina report *The Trade in Marine Turtle Products in Viet Nam*, was supported by Royal Danish Embassy, Hanoi.

For copies of the reports, please contact TRAFFIC Southeast Asia Regional and Indochina office respectively (for contact details see page 16) or visit TRAFFIC website at [www.traffic.org](http://www.traffic.org).

## Viet Nam to launch national action plan to strengthen wildlife trade controls

**A**fter months of surveys, field research, and input from conservation experts with Vietnamese agencies and international non-governmental organizations, Viet Nam's National Action Plan to Strengthen Trade Controls of Wild Species of Fauna and Flora from 2004 to 2010 will officially be launched later this month.

With a diversity of habitats, Viet Nam supports a vast array of wild plants and animals, many of which are found nowhere else. As the country's population continues to grow, however, wild species are literally losing ground. And whilst natural habitats are being increasingly degraded, many of the animals and plants themselves are being harvested for domestic consumption or to meet international trade demands, despite laws prohibiting or severely curtailing the exploitation of "rare and precious species," and forbidding the export of wild terrestrial mammals.

In response to Viet Nam's trade in wild species, in 2002 TRAFFIC Southeast Asia-Indochina received funding from the Danish Aid Agency (DANIDA) to work with the Vietnamese government in strengthening the implementation and enforcement of CITES. In addition to on-the-ground activities, such as wildlife law enforcement training for Viet Nam's enforcement agencies and airport personnel, enforcement guidelines for captive breeding and production of CITES resource materials among others, this included the development of a national action plan to strengthen wildlife trade controls.

With the aim of facilitating a strategic approach to addressing illegal and unsustainable wildlife trade, development of the action plan entailed assembling national research teams to investigate the key themes pertaining to wildlife trade: government capacity, economics, awareness, research, legislation, and international co-operation. The research teams, comprised of national experts from universities, government ministries and research institutions, were led by a former government official from Viet Nam's Forest Protection Department and TRAFFIC's National Projects Coordinator for Viet Nam, and were tasked with making an assessment of each of the six themes as they related to wildlife trade and making recommendations for future action.

...continued on page 9

Live Hawksbill Turtle, speared by local fishermen, coast of the Kepala Irian Jaya, Indonesia.



# Providing ETIS training support to regulators in China

by Dr. Xu Hongfa, TRAFFIC Wildlife Trade Programme Co-ordinator, TRAFFIC East Asia-China

TRAFFIC East Asia and the Government of China are working on efforts to strengthen the implementation of the CITES Elephant Trade Information System (ETIS) in the country. In April 2004, two national enforcement training workshops were convened in Henan and Shanghai. TRAFFIC attended both and provided training on ETIS using the training modules, which have now been translated into the Chinese language.

ETIS, developed and maintained by TRAFFIC, is one of the two monitoring systems operating under the auspices of CITES, to track illegal trade in elephant products. The ETIS Action Toolkit, a special training package developed by TRAFFIC East/Southern Africa in 2001 provides detailed guidelines to the government authorities on how to ensure that information arising from elephant product seizures and investigations becomes part of the database through a co-ordinated national approach. Training on how to fill out the special ETIS reporting form ensure smooth data entry and helps to facilitate sound statistical analysis of patterns and trends of the illegal trade later on.

Today, ETIS contains nearly 9000 records of elephant product seizures which have taken place throughout the world since 1989. These data implicate over 150 countries in the illicit trade in ivory. The first in-depth statistical analysis of ETIS, reported to the twelfth meeting of the Conference to Parties to CITES (CoP12) in 2002, demonstrates that illegal trade in

ivory is directly correlated to the presence of large-scale domestic ivory markets and poor law enforcement effort. Located in both African and Asian countries, these markets have become increasingly more active since 1996 and account for the greatest volume of ivory being seized throughout the world today.

China was also identified in the ETIS analysis to CoP12 as being a country of major concern. It is very encouraging to note that the Chinese Government has responded by ensuring that legislative and regulatory measures are in place and properly enforced to control domestic trade in ivory in China. The Chinese Government has since supplied ETIS with information relating to significant numbers of elephant product seizures in recent times, and continues its efforts to interdict the flow of ivory coming into country.

TRAFFIC recognizes that countries may need support and assistance to implement legislative and regulatory measures effectively. TRAFFIC continues its close collaboration with governments

in their capacity building programmes by facilitating the provision of training and tools where needed and appropriate. In this regard, TRAFFIC East Asia and China's CITES Management Authority have worked together to produce a Chinese version of the ETIS training toolkit and to incorporate an ETIS component into the national enforcement training workshops.

On 7 April 2004, more than 70 people from 31 provinces and 17 branch offices of CITES and the Forest Department, among them some high-ranking Chinese officials, came together for a three-day workshop held in Henan. This was the first out of a series of three events to be held in 2004 in China in collaboration with TRAFFIC. TRAFFIC gave a presentation as well as provided practical training on ETIS. At the end of the training session, many of the participants provided feedback indicating firm recognition of the value and importance of strengthening CITES implementation in the country, and reporting relevant elephant trade information back to ETIS on a regular and systematic basis.

On 13 April, the second ETIS workshop was held in Shanghai, a known ivory trade "hotspot" in China, together with participants from the neighbouring cities of Suzhou and Nanjing, and the provinces of Anhui, Jiangshu and Zhijiang. The majority of the participants were Customs officers, but also other relevant departments, including anti-smuggling units from a number of provinces, participated. Copies of the Chinese version of the ETIS tool kit, which has been produced in a CD format with generous support received from the Rufford Maurice Laing Foundation, were distributed to the participants at both workshops. The third ETIS training course will be held in collaboration with the CITES Management Authority and the General Customs of China sometime before October 2004.

For further information on ETIS in China, please contact TRAFFIC East Asia. For contact details see page 16.



Dr. Xu Hongfa, TRAFFIC Wildlife Trade Programme Co-ordinator, from TRAFFIC East Asia-China office in Beijing giving an ETIS presentation at the workshop in Xiang, China in April 2004.

# More ivory than elephants in three West African countries

There is more illegal ivory than elephants in three key ivory trading countries in West Africa, according to a new report released by TRAFFIC and WWF in December 2003. TRAFFIC investigators visited nine cities in Nigeria, Ivory Coast and Senegal and found more than 4000 kg of ivory on public display, a volume that represents the ivory of more than 760 elephants. According to the latest status report from the IUCN/SSC's African Elephant Database, there may not be any more than 543 elephants left in these countries, with a top estimate reaching some 2250 elephants, when more 'speculative' data is included to the total population figure.

"These studies show just a snapshot of the problem," said Tom Milliken, director of TRAFFIC East/Southern Africa and co-author of the report. "When we factor in all of the uncontrolled manufacturing, buying and selling over a year, these numbers climb to frightening dimensions."

The TRAFFIC Online report *More Ivory than Elephants: Domestic Ivory Markets in Three West African Countries* highlights that these unregulated markets are the principal forces driving elephant poaching. Much of the ivory found on sale came from the war torn Democratic Republic of Congo, Cameroon, Central African Republic and Gabon. These countries make up Africa's most troubled region for elephant conservation.

The principal buyers of this ivory are ex-patriots, tourists and business people from Europe (France and Italy), the East Asia (China and South Korea), the USA, and even diplomatic staff in some instances.

The report also found that inadequate legislation and poor law enforcement in Nigeria, Ivory Coast and Senegal are threatening the survival of elephants in these countries and Central Africa.

All three governments appeared to be in breach of ivory market control requirements under international regulations governing the trade in endangered wildlife species (CITES).

Furthermore, the wildlife authorities responsible for implementing CITES are systematically barred from the ports of entry and exit. Not only is there a lack of political will to implement CITES, allowing traders to act with immunity from prosecution, corruption is preventing effective controls on the ivory trade. The report says the situation in Nigeria is the most alarming, with higher volumes of

ivory identified than in a previous undercover survey carried out in 1999.

TRAFFIC and WWF hope that the findings of the surveys serve as positive incentives to bring the domestic ivory trade under control in these West African countries.

## The 50th Meeting of the CITES Standing Committee

At the time of the launch of the TRAFFIC report on West Africa, control of internal ivory trade was already on the agenda of the 50th meeting of the CITES Standing Committee, scheduled for 15-19 March 2004 in Geneva, Switzerland.

During the meeting, the Committee agreed to continue to place particular attention on those countries which had earlier been identified in the ETIS analysis as having large-scale unregulated ivory markets, namely Cameroon, the Democratic Republic of Congo, Djibouti, and Nigeria. Under decisions taken at CoP12, these countries face trade sanctions if they fail to implement the measures required to control internal trade in ivory as outlined in Resolution Conf. 10.10.

As TRAFFIC's West African surveys demonstrated, a number of other countries, such as Côte d'Ivoire and

Senegal, have ivory control problems, but were not included in the list of ten problem countries agreed at the CoP12 (Chile, November 2002).

The Standing Committee agreed that the scope of the ivory trade review should be broadened to all countries that allow domestic ivory trade in the African continent. TRAFFIC welcomed the move to take a continent-wide approach to the issue of uncontrolled domestic ivory markets. This issue will be discussed further at the next meeting of the African Elephant Range States Dialogue convening prior to CoP13 at the end of September 2004, and the results will be reported to CoP13 as a formal agenda item.

The task at hand now is to develop a series of country-specific workplans to halt the illegal trade in ivory across the African continent. TRAFFIC also shared concerns expressed by other countries at the meeting that similar attention is needed for elephant conservation in Asia, but it should be noted that at CoP12 China, Japan and Thailand were all identified as requiring priority attention. Action plans to better regulate domestic ivory markets in these countries are expected soon.

TRAFFIC will continue monitoring the situation in Asian and African countries and assist the CITES Secretariat efforts where possible.

The TRAFFIC Online report No8 *More Ivory than Elephants: Domestic Ivory Markets in Three West African Countries* is hosted on TRAFFIC website: <http://www.traffic.org/publications/reportseries.html> The WWF African Elephant Programme kindly sponsored this project.





# Tri-National task force set to improve Ramin timber trade controls

by James Compton, Regional Director, TRAFFIC Southeast Asia

The search for a solution to the illegal trade in Ramin timber has moved a step closer with focused consultation between the governments of Indonesia, Malaysia and Singapore. At a workshop facilitated by TRAFFIC in Kuala Lumpur in April 2004, representatives of the three governments committed to work together to control the illegal trade in this valuable commercial timber species.

After two days of productive discussions, participants agreed that the issue of illegal trade could be best dealt with by forming a Tri-National Taskforce to increase law enforcement co-operation on combating illegal ramin trade and to enhance effective implementation of CITES to manage legal trade.

Speaking at the workshop, Dr. Widodo S. Ramono, representing the Ministry of Forestry, Indonesia, said that he hoped the three nations can work together in an "amicable manner and in the spirit of mutual understanding in combating our common problems". This was echoed by Mr Chin Yue Mun, opening the workshop on behalf of the Malaysian delegation, who added that Malaysia desired to "show regional leadership in solving this issue, and thereby demonstrate its commitment to CITES". Likewise, Mr. Bobby Lee Fook On, from the Singapore CITES Management Authority, noted that Singapore does not produce Ramin but said: "However, as an entrepot, we believe we have and can play our part to ensure that the trade in Ramin is properly regulated in the region, as a substantial amount of the timber also passes through our ports."

In a separate development in May 2004, Indonesia submitted a proposal for

consideration at CITES CoP13 to uplist the entire genus of Ramin *Gonystylus* spp. to Appendix II. Indonesia hopes that such a listing would add additional criteria of legality and sustainability to the current Appendix III regulation of all international trade in Ramin.

Indonesia's listing of Ramin in Appendix III of CITES in 2001 set a precedent for the regulation of trade in Asian commercial timber species. Indonesia's main concern at the time of the listing was to ask its fellow CITES Parties to assist with controlling illegal cargoes coming out of Indonesia, as well as helping to verify the country of origin of other Ramin shipments. Since then there have been numerous allegations regarding ramin being smuggled out of Indonesia via Malaysia and Singapore. Several seizures of illegal cargo, along with the lack of clarity as to national legal frameworks and import/export procedures, have caused concern in the international community (including importing nations in the EU and the US) about the legality of the entire Ramin trade. At the 50th Meeting of the Standing Committee of CITES in March 2004 the CITES Secretariat was asked to participate in the TRAFFIC-convened workshop to provide technical advice to Indonesia, Malaysia and Singapore. The

Secretariat is now preparing a report on the current Ramin trade situation for submission to the 51st Meeting of the CITES Standing Committee, which will be held immediately prior to CITES CoP13 in Bangkok later this year.

TRAFFIC will continue its efforts to support ongoing dialogue begun at the tri-national workshop and will be producing a report analysing the effectiveness of the current Appendix III listing for Ramin.

The workshop was supported by the UK Foreign and Commonwealth Office's Environment Fund, which has generously funded TRAFFIC Southeast Asia's work on Ramin over the past 12 months.

Ramin case study featured in ITTO project undertaken by TRAFFIC

In addition to its Ramin work, TRAFFIC also updated the 50th Meeting of the Standing Committee regarding a case study on ramin trade in Malaysia as part of an International Tropical Timber Organisation (ITTO) project in Malaysia. TRAFFIC is undertaking to review forest law enforcement and governance. TRAFFIC hopes that this research would contribute to constructive dialogue, engagement and co-operation between all parties concerned. The project is assessing the present implementation of the policies, legislation and administration of forestry systems and mechanisms in Malaysia and gathering data on the dichotomy between the economic aspirations of Malaysians and the government development policies, as well as conservation of the forest resources. The project is to be completed in the coming months.

For more information on ITTO project, and TRAFFIC's timber work, contact Chen Hin Keong, TRAFFIC's Senior Forest Trade Advisor, based in TRAFFIC Southeast Asia Regional Office. For contact details see page 16.



Policing small boats carrying mixed cargoes of hardwood logs, often including Ramin, present the biggest challenge for CITES enforcement agencies between the three countries.

# How can wild living resources be used sustainably?

by Thomasina Oldfield, IUCN/SSC Wildlife Trade Programme

**S**ustainable use of wild living resources can play a vital role in lifting people out of poverty and securing their future. Over-exploitation of these resources not only threatens the people that depend on them but biodiversity itself. A new project on sustainable use of wild living resources (WLR) was launched in September with seed funding from the IUCN 3I-C Fund, established to promote innovation, integration, information and communication across its component programmes and commissions. Further funding is currently being sought in order to complete the project, which is envisaged to finish in May 2007.

The project implemented by a partnership including TRAFFIC with IUCN Species Survival Commission (SSC) Wildlife Trade Programme, SSC Sustainable Use Specialist Group, IUCN South American Regional Office, IUCN Asia Regional Office, and the Durrell Institute of Conservation and Ecology (DICE) will provide a quantitative analysis leading to a better understanding of factors that influence sustainability and the way these interact. The project aims to assist policy-makers and managers how to manage living resources more sustainably, so that they continue to contribute to long-term livelihood needs, to the benefit of both development and conservation.

It is vital that use of natural resources is brought within biologically sustainable limits to maintain biodiversity's "potential to meet the needs and aspirations of present and future generations". The term "sustainable use" is also used to describe 'incentive-driven conservation' where use of a resource can create positive incentives to conserve biological resources. Sustainable use of biodiversity is now recognised by the major multilateral environmental agreements as central to sustainable development and biodiversity conservation.

There have been many attempts to identify factors that contribute to the likelihood of sustainability, for example IUCN's work assessing factors that influence sustainability of uses of wild living natural resources, the development of practical principles, operational guidance and associated instruments by the Convention on Biological Diversity.

It is now widely accepted by the conservation community that sustainable

use of wild species depends on economic, social and biological factors. Yet there has been little quantitative research showing the relative importance of these factors, or investigation of the links between them.

In October 2003, the Sustainable use project held a workshop with experts attending from around the World to extract "Lessons Learnt" from existing reviews of sustainable use case studies. This workshop highlighted the findings, problems and successes of previous studies of resource use and has been valuable in guiding and developing this project. The report from the workshop can be viewed at <http://iucn.org/themes/ssc/susg/LessonsLearntWorkshop.htm>.

A trial analysis is being initiated to test the project methodology and inclusion of appropriate groups of species for this are currently being considered. The trial analysis will be carried out in the next few months, which will allow the project to refine the methodology and provide some initial results before the longer-term data collection and main analysis is undertaken.

The project aims to assist in implementing the concept of sustainable use and help in the development of the necessary tools for policy-makers and managers to turn over-exploitation into sustainable resource use.

For more information, please contact the project co-ordinator *Thomasina Oldfield* (e-mail: [Thomasina.Oldfield@ssc-uk.org](mailto:Thomasina.Oldfield@ssc-uk.org)) or TRAFFIC International. For contact details, see page 16.

... Viet Nam National Action Plan,  
continued from page 5

Among the research teams' findings were that poverty is not the primary factor fuelling the illegal trade, and that domestic consumption for wildlife will continue to grow as economic conditions improve. In fact, 73% of decision-makers and government field personnel surveyed said that the domestic wildlife meat trade is at levels requiring the most urgent attention.

The reasons identified for Viet Nam's extensive trade in wild species include weak law enforcement due to a lack of training and equipment, as well as conflicting or inappropriate jurisdictional powers. Indeed, research of Viet Nam's legislation revealed that in some instances, laws actually discourage enforcement agencies from apprehending offenders and confiscating illegal wildlife cargoes.

Among the key recommendations made by the research teams is the establishment of a centralized information system that will enable the government authorities responsible for enforcing wildlife trade laws to share information and to better co-ordinate their activities. Additional recommendations include awareness building amongst government officials of the threats facing Viet Nam's wild species, and amongst the general population to recognize and appreciate the benefits of the country's biodiversity. Strengthening the capacity of both the CITES Management and Scientific Authorities was also recommended as well as the establishment of a steering committee of 16 relevant government ministries and agencies to help co-ordinate the implementation of the action plan.

The action plan is being launched by the Ministry of Agriculture and Rural Development with endorsement by the Prime Minister expected later in 2004.

Currently TRAFFIC together with Forest Protection Department, are looking to raise the funds needed to begin implementing the action plan's most urgent recommendations.

For more information and updates visit TRAFFIC Southeast Asia-Indochina website at <http://www.trafficindo.org/> and TRAFFIC network website at [www.traffic.org](http://www.traffic.org).

The skins of  
Indochinese tiger  
and other rare cats  
openly displayed for sale  
in Cholon District, Ho Chi Minh City,  
Viet Nam, October 2002.



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# EU enlargement and wildlife trade

by Caroline Raymakers, Regional Director of TRAFFIC Europe

Since early 2004, TRAFFIC Europe has been leading an initiative to help strengthen co-operation and co-ordination of the EU Member States with regard to the enforcement of wildlife trade controls in the enlarged EU. TRAFFIC and WWF are calling for governments and policy makers to work jointly to combat illegal wildlife trade in the EU single market through better understanding of their responsibilities in the enlarged EU. TRAFFIC and WWF urge EU Member States to establish a EU Wildlife Trade Task Force to work under the mandate of the EU Enforcement Group. Improved enforcement efforts and co-ordination by all 25 Member States are vital in order to ensure that wildlife trade in the EU is well regulated and not a threat to wild populations.

Until 1 May 2004, with their high standard of living and a total population of more than 370 million people, the 15 Member States of the European Union (EU) represented one of the largest and most diverse markets for wildlife products in the world. On the accession date, another 75 million potential consumers were added to the Union when 10 countries joined the Union (see map below). The enlargement shifted the EU external borders further east overnight,

placing the new Member States on the front line of responsibility to control the introduction of exotic wildlife to supply the demand of the EU internal market.

In this new situation, government agencies, the European Commission, as well as commercial stakeholders and consumers need to act together to ensure tight enforcement at the external EU borders for a well-controlled trade in wild animals and plants in the enlarged EU. Since the fall of the iron curtain, the

neighbouring EU consumer market created an increasingly attractive power. Several of the 10 Candidate Countries have thereby become significant global transit points for trade in species destined to the EU from Africa, Asia and South America. A large portion of this trade was driven by demand from western European countries. For example, around 70% of the live reptiles legally exported by the Acceding States between 1996 and 2002 were imported by the original EU Member



On 1 May 2004,  
Cyprus,  
Czech Republic,  
Estonia,  
Hungary,  
Latvia,  
Lithuania,  
Malta,  
Poland,  
Slovakia, and  
Slovenia  
joined  
the European Union.



States. Conversely, the EU also exported significant volumes of CITES-listed specimens to the Candidate Countries: for example, almost one-third of all parrots imported legally by the 10 countries between 1996 and 2002 came from the EU.

Effective control of the EU external borders is a crucial component in ensuring that the single EU wildlife trade market is legal and well regulated. This is of primary importance in the EU, where an important principle is the free movement of people and products inside the European Community. Once they have received clearance from a Customs officer at a port of entry to the EU, the majority of animal and plant species will have entered the single EU market and can thereby be legally transported around and sold freely without being subject to further systematic controls.

Through the establishment of a programme based in the Candidate Countries since October 2002, by consulting the 10 new EU Member States on progress made during the past two years and following a study on the trends of wildlife trade in those countries, TRAFFIC Europe compiled the information needed to support EU decision makers in their struggle against smuggling of wild fauna and flora.

Since 1 May 2004, the 10 new EU Member States have had to implement and enforce the EU Wildlife Trade Regulations that implement CITES in the EU and which are stricter than CITES in several ways. All of the 10 countries are Parties to CITES and some had started to apply the EU provisions before the date of accession. Unfortunately, in some EU countries, specific provisions for the marking of captive-bred specimens, availability of forensic techniques for species and specimens identification and adequate sanctions in case of violation of the Wildlife Trade Regulations are either lacking or not being implemented.

Overall in the EU, the lack of formal linkages and a systematic exchange of information on illegal wildlife trade between enforcement agencies, the absence of a designated national focal point for wildlife trade enforcement (i.e. border inspections and internal inspections) for each EU Member State and the insufficient co-operation between CITES Management Authorities, Customs and police services are among the common challenges of the 25 EU Member States.

Of particular concern are the structural changes the accession has brought to the Customs services. For example the number of border control staff has been greatly reduced due to the elimination or reduction of certain Member States' external EU borders (e.g. in Austria,

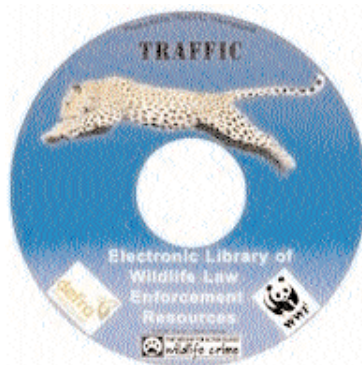
Germany and the Czech Republic).

On 27 April 2004, TRAFFIC Europe launched a report titled *Expanding borders: New challenges for wildlife trade controls in the European Union* issuing a number of recommendations and noting the need for immediate action by all Member States. Letters were posted to ministers of the EU Member States, all 10 Candidate Countries as well to the EU Commissioner for the Environment, accompanied with copies of the report. To date, the feedback received from a number of Member States has been very encouraging.

Another opportunity to further discuss the challenges EU Member States are facing presented itself in a format of a workshop, funded under the European Commission's Phare budget. TRAFFIC Europe convened this workshop in Hungary in early June 2004 with an aim to strengthen the judiciary's role in implementing and enforcing the EU Wildlife Trade Regulations in the new EU Member States.

TRAFFIC and WWF continue their efforts to ensure that the recommendations issued in the report, including the establishment of the Wildlife Trade Task Force, are followed through and adopted by the EU and specifically by the EU Enforcement Group, which will be meeting in September 2004.

For further information on the TRAFFIC Europe EU Accession initiative, please visit the EU Accession and Wildlife Trade webpage on TRAFFIC website at <http://www.traffic.org/25/network4/eu.html> or contact TRAFFIC Europe, for contact details see page 16. Generous support towards this initiative has been received from WWF Species Programme, WWF Netherlands, WWF UK, and WWF Germany.



For more information on PAW see [www.defra.gov.uk/paw](http://www.defra.gov.uk/paw) and for inquiries on the CD-ROM, please contact TRAFFIC International. For contact details see page 16.

## Electronic library of wildlife law enforcement resources

by Stephanie Pendry,  
UK Enforcement Support Officer,  
TRAFFIC International

A new CD-ROM has been produced by TRAFFIC International, with funding from the Department for Environment, Food and Rural Affairs (Defra) and WWF-UK. Wildlife law enforcers often require specialist knowledge and access to a wide range of materials and resources. Even with the use of the internet, not all the most important resources are held in one place for ease of reference. Many enforcers do not have easy access to the internet and it takes time to find and download resources. This CD-ROM has put all of these relevant materials, information and resources together in a menu driven system that can be accessed, searched and read by anyone with a computer. It is expected that this will be of particular relevance for officers operating in the field with access to a laptop computer, such as during search warrants.

The CD-ROM acts as a rapid information resource for wildlife law enforcers in the UK, and contains pertinent reference materials, national and international legislation, species identification guides such as the CITES identification guides produced by the Canadian Wildlife Service, reports, newsletters, guidance notes and other resources.

The information on the CD-ROM has been obtained from a number of different sources, including many members of the UK Partnership for Action against Wildlife Crime (PAW), in particular Defra and the UK Scientific Authorities, Royal Botanic Gardens Kew, and the Joint Nature Conservation Committee.

The CD-ROM was launched at the PAW Open Seminar in February 2004. This CD-ROM is being distributed free of charge to all UK wildlife crime officers in Police and Customs and the UK Wildlife Inspectors.

Requests for copies of the CD-Rom have been high, both within the UK and overseas. TRAFFIC has received positive feedback from a number of agencies including the CITES Secretariat, who said "this CD is excellent and will be of great benefit to enforcement agencies - very impressive" and the Metropolitan Police Service who said "the CD is excellent and will be extremely useful to anyone in enforcement working against wildlife crime. Congratulations on an excellent initiative".

# Identification guide to support international protection of seahorses

At the 12th meeting of the Conference of Parties to CITES in November 2002, the Parties voted to include all 33 species of seahorses (genus *Hippocampus*) in Appendix II of the Convention. To allow countries time to put in place policies to enforce the decision, the listing was deferred to come into effect in May 2004 – making seahorses one of the first commercially valuable marine species to be managed by CITES. To mark the occasion on 15 May 2004, TRAFFIC and Project Seahorse produced an ID manual to support the seahorse trade regulations efforts around the globe.

A number of the world's species of seahorses are threatened because of overfishing and unsustainable trade. The trade involves both live and dead specimens. In some regions the live trade is the dominant pressure on seahorse populations, but the great majority of the seahorses in international trade are dried and destined for use in traditional Chinese medicine and its derivatives (e.g. Japanese and Korean medicines). Trade in recent years appears to be increasing, with demand particularly high in China for use in traditional medicine.

A total of an estimated 24 million seahorses are taken from the wild every year, dried and sold for use in traditional Chinese medicine. Treatments including seahorses are considered to address a range of conditions, including asthma and other respiratory disorders, sexual dysfunction such as impotence, and general lethargy and pain.

Hundreds of thousands more are sold live for the aquarium trade. Survival rates for seahorses in captivity are low, meaning almost all seahorses in aquariums are wild-caught. Seahorses are traded internationally also as curios and souvenirs.

In addition, the biology of seahorses may make them particularly vulnerable to overfishing. Because most species of seahorses are monogamous, for example, widowed animals don't reproduce until they find a new partner, and lost partners are not quickly replaced. And small home ranges in many species may restrict recolonization of depleted areas.

The ID Manual has been developed to help countries ensure that commercial trade of seahorses is not detrimental to wild populations. The aim of the guide is to provide technically accurate information that is useful to specialists and non-specialists alike. This is especially

considered helpful given that many species are similar in appearance and that their identification can therefore be challenging.

Copies of the ID Manual are made available to Customs agents and law enforcement officials in all 166 countries, which are Parties to CITES in order to help their efforts in identifying the different species of seahorses in trade.

To obtain a copy of the manual available also in CD-ROM format, contact TRAFFIC North America. For contact details see page 16. The manual was supported by the NOAA Coral Reef Conservation Grant Program and the Curtis and Edith Munson Foundation.



Samuel Lee / TRAFFIC East Asia

## CITES sea cucumber workshop held in Malaysia

At its 12th meeting, the Conference of the Parties to CITES adopted Decisions 12.60 and 12.61 related to sea cucumbers within the families Holothuridae and Stichopodidae. The CITES Secretariat was mandated through Decision 12.61 to convene a technical workshop on the conservation of sea cucumbers in co-operation with relevant bodies.

In March 2004 the workshop was convened in Malaysia with approximately 50 participants from a great range of governments, regional organisations and industry participating, among participants also TRAFFIC.

The workshop prioritised regions and species highlighting their need as a priority for action. In addition fundamental management actions were outlined as a basis for the sustainable management of sea cucumbers. Some interesting points regarding sea cucumber trade were discussed including the fact that there is only in the order of 20-30 species of commercial interest in trade and the industry present provided information clarifying it is easy to identify these species once they have been processed.

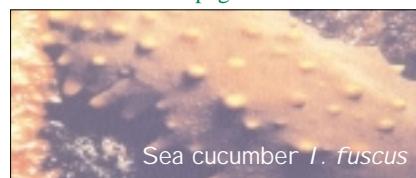
Among the documents provided by participants, TRAFFIC presented a background paper to the workshop and highlighted issues of relevance to the workshop with regard to the differences between and implementation of

Appendices II and III of CITES, the inclusion of *Isostichopus fuscus* in Appendix III by Ecuador and non-CITES related institutional measures.

The Animals Committee reviewed the outcomes of the workshop at its March 2004 meeting. Ecuador has submitted for consideration at CoP13 a paper and draft Decision on the completion of Decision 12.60 - Sea Cucumbers. The paper raises concerns as to the timeliness of the workshop and the consideration by participants of its background papers, the late production of a workshop report for the consideration of the Animals Committee and hence the inability of the Animals Committee and Parties to be able to address the issues raised by Decision 12.60. Ecuador would like to see CITES attention to the issue continue.

by Glenn Sant, Regional Director,  
TRAFFIC Oceania

For more information on the workshop and the background document prepared by TRAFFIC, contact the CITES Secretariat or Glenn Sant at TRAFFIC Oceania. For contact details see page 16.



TRAFFIC  
South America

# Tale of two cities: traditional Chinese medicine markets surveyed in the USA

In May 2004, TRAFFIC North America released a comparative study of traditional markets and pharmacies in New York City and San Francisco. The survey carried out in 2003 by TRAFFIC investigators found illegal products widely available made from endangered species, including Tigers, rhinos, Leopards and musk deer. Most of the 60 stores visited offered at least one product containing an endangered species. The availability of Tiger and rhino products has decreased significantly in San Francisco in recent years, but availability remains high in New York City.

The survey documented the availability of both raw parts and manufactured medicines labelled as containing Tiger, rhino, Leopard, musk deer, and bear. The investigators mirrored as closely as possible the methodology and shops visited during earlier TRAFFIC surveys carried out in 1996-97 and 1999.

Furthermore, the survey was designed to gauge changes since the 1996-97 survey, which led to the enactment of the federal *Rhino and Tiger Product Labelling Act* in 1998. After this, WWF with the American College of Traditional Chinese Medicine (ACTCM) launched a public awareness campaign in San Francisco, and has to date received widespread support from the Chinese community.

The results of the 2003 survey show that, for example, in 2003 only 3% of the shops surveyed in San Francisco sold products claiming to contain Tiger bone

while in 1997, as many as 42 % did. The equivalent figures in New York City were 41% in 2003 as opposed to 83% in 1997. Furthermore, 5 % of San Francisco shops surveyed in 1997 sold products claiming to contain rhino horn but in 2003, no shops did. Equally, in 1997, 8 % of New York City shops surveyed sold products claiming to contain rhino horn and in 2003, 7 % did.

"Our findings indicate that illegal wildlife sales remain a serious problem in New York City," said Craig Hoover of TRAFFIC North America. "The results were encouraging, though, because they show that outreach to traditional medicine users, like we've done in San Francisco in the past few years, can reduce demand."

In San Francisco, although the public education effort and enforcement of the federal law appear to have had an effect resulting into Tiger bone products becoming scarce, there has been a troubling increase in products containing Leopard bone: In 1997, 5% of San Francisco shops surveyed sold products claiming to contain Leopard bone but in 2003 this had increased to 27%. In New York City the increase was steeper, from 17 to 63% respectively.

Also musk deer and bear bile products were surveyed to be widely available.

At the press conference marking the release of the findings of the TRAFFIC survey on 19 May 2004, the New York City Council announced that the New York City will introduce legislation to



© WWF-Canon / Martin Harvey

The availability of products containing Leopard bone has increased in New York City and San Francisco in recent years.

make the sale of endangered species a violation of City law.

Based on the findings of the surveys, the most effective strategy appears to be to bolster law enforcement by engaging leadership within the traditional medicine community. The next steps for TRAFFIC and WWF include extension of the public awareness campaign from San Francisco to New York, again in collaboration with the ACTCM and at the same time, promotion of numerous herbal alternatives to the use of wildlife in traditional Chinese medicine, among other efforts.

A copy of the TRAFFIC North America report *A Tale of Two Cities, A Comparative Study of Traditional Chinese Medicine Markets in San Francisco and New York City* can be downloaded from

[http://www.traffic.org/news/press-releases/tale\\_stories.pdf](http://www.traffic.org/news/press-releases/tale_stories.pdf).

TRAFFIC thanks the National Fish and Wildlife Foundation's Save the Tiger Fund and the Species Program of WWF US for their generous support of this project.

## Chihuahuan Desert Cacti trade revisited in Spanish

by Simon Habel, Regional Director, TRAFFIC North America

TRAFFIC North America's study of the harvest, status and management of cacti and other succulents native to the Chihuahuan Desert will be published in Spanish later this year. The report was released in English in January 2003 (see *TRAFFIC Dispatches* No.20). The report concluded that some species and localities affected by harvest for the landscaping trade or collectors' market require closer conservation attention. In Mexico, cactus species new to science or restricted to a few known populations are susceptible to foreign hobbyists who have been known to collect and export cactus specimens in violation of Mexican and international law (CITES).

Mexico contains about 85% of the Chihuahuan Desert and harbors the richest diversity of rare, endemic and recently discovered cactus species, yet ranks fifth in terms of number of Chihuahuan Desert Ecoregion (CDE) species sold in countries worldwide. The variety of commercially available CDE species within Mexico is modest relative to other countries because the majority of cactus collectors and purveyors reside outside of that country, particularly in Europe and North America. The USA is far and away the leading market for CDE cactus species, with 315 species advertised by U.S. vendors and 54 identified for sale exclusively in the USA.

The UK was the second largest market

for CDE species (197), followed by Germany (185), Sweden (115), Mexico (81), Spain (86), Italy (80) and Canada (5).

TRAFFIC identified several localities in the Chihuahuan Desert of Mexico that are high priorities for cactus conservation. These 'high priority' localities were selected on the basis of having the highest concentration of species documented in commerce. The significance of these localities as once a source of germplasm for the trade suggests that they may be more prone to collection pressure than areas from which fewer species in trade were originally gathered. In addition, 40 species were highlighted for conservation

*continued on next page...*



# Planning for one global programme

Set in the verdant tropical greenery of the Mindo Cloud Forest Reserve in Ecuador, 36 participants from TRAFFIC International and TRAFFIC's seven regional offices set the foundation for its new four-year programme with the convening of the 20th TRAFFIC Network Meeting from May 2nd-8th, 2004.

In the months leading up to the meeting, TRAFFIC offices conducted problem analyses for a number of globally important wildlife trade themes in order to identify priorities for action. Offices also began discussions on potential regional components for the new programme, addressing both global themes and any additional regional programme priorities.

"The aim of this process was to ensure that we would then be able to integrate regional targets and priority global themes into one global programme," said TRAFFIC International Executive Director Steven Broad. "This meant aiming for a more focussed programme, with targets that were specific, measurable and achievable. The meeting looked at how we could strategically prioritise our work so that we knew exactly what, how and especially where we needed to focus. Ultimately, we want to see even more tangible conservation change - and positive impacts - coming out of delivery of our programme"

Another consideration in the development of the new programme for the network was the lessons learned from the External Review of TRAFFIC's programme commissioned by the TRAFFIC

TRAFFIC staff at the 20th network meeting, in Mindo, Ecuador in May 2004.



TRAFFIC

Committee in 2003. The review was driven by two main purposes: the need for accountability to TRAFFIC's partners and supporters and desire for learning and improvement in TRAFFIC's programme and operations. (The Executive Summary and Management response to the External Review is available on TRAFFIC website at [http://www.traffic.org/publications/External\\_Review\\_2003.pdf](http://www.traffic.org/publications/External_Review_2003.pdf).)

The network meeting discussed also new issues of high priority that TRAFFIC should engage, as well as new approaches on existing issues. "We wanted to identify the current wildlife trade hotspots in the TRAFFIC regions, as well as ways in which TRAFFIC could catalyse effective conservation action in response to emerging wildlife trade-related threats," Broad added.

Emphasis was also placed on strengthening synergy with the WWF and IUCN

programmes, and the discussions attempted to identify explicit links with WWF and IUCN. "We needed to ensure that the WWF and IUCN programme interests lie at the heart of the TRAFFIC programme," Broad stressed. Miguel Pellerano, IUCN's regional director for South America, gave a presentation at the meeting on the IUCN Programme and potential areas for co-operation with TRAFFIC in South America. The meeting was attended by representatives from the WWF International Species Programme and WWF Netherlands and the WWF Guianas Programme.

The meeting also discussed priorities for the remainder of 2004, including planning and preparations for key events such as the 13th meeting of the Conference of the CITES CoP13 Parties to CITES and the 3rd IUCN World Conservation Congress - both taking place in Bangkok, Thailand later this year.

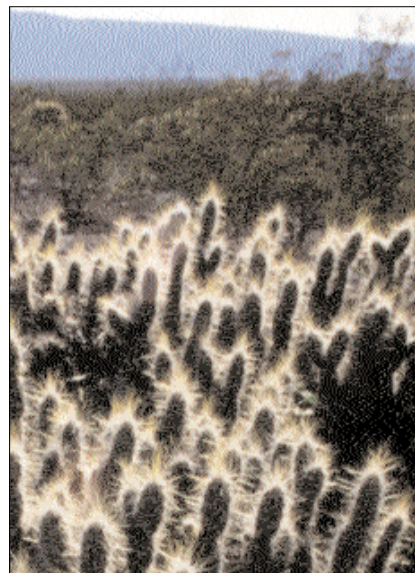
## ...Chihuahuan cacti revisited in Spanish, continued from previous page

attention given their precarious biological status, potentially high commercial demand or vulnerability to illegal trade.

The Spanish edition of the *Prickly Trade: Trade and Conservation of Chihuahuan Desert Cacti* report makes a number of recommendations aimed at improving the conservation of CDE species that are vulnerable to trade or could become so if certain concerns are left unaddressed. In Mexico, for instance, there is an urgent need to reduce demand for wild specimens of endemic, rare or otherwise highly collectable species by increasing the availability of plants grown by nurseries. To this end, the Mexican government could streamline the process by which nurseries apply for licenses to grow, sell and export cactus specimens and facilitate the exchange of technical

assistance and technology from university greenhouses to local nurseries. The current system for licensing growers in Mexico is financially and administratively burdensome, creating disincentives among nurseries to breed plants or seeds for domestic or international markets. In the CDE of the United States, public and private landowners should consider the ecological and economic benefits of conserving cactus species and populations through sustainable harvest.

For further information and copies of the forthcoming Spanish edition of the report *Prickly Trade: Trade and Conservation of Chihuahuan Desert Cacti*, contact TRAFFIC North America. For contact details see page 16.



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## New foundation support

In May 2004 TRAFFIC received confirmation of generous funding support of EUR50 000 from the Manfred Hermsen Foundation towards its work on marine turtle trade. This is a first grant to TRAFFIC from Manfred Hermsen Foundation and hopefully the start of a productive relationship for the future.

### The Rufford Maurice Laing Foundation

TRAFFIC was extremely grateful to receive a grant of GBP100 000 from The Rufford Maurice Laing Foundation in May 2004 towards a range of activities planned for 2004/2005. The Rufford Maurice Laing Foundation has been a key supporter of innovation and achievement in TRAFFIC's programme for over ten years.

## TRAFFIC reports on the horizon for the coming months:

*'Certifying Certification: Can Certification Secure a Sustainable Future for Medicinal Plants, Harvesters and Consumers in India?'* TRAFFIC Online report (No.9)

*No licence to kill: The population and harvest of musk deer and trade in musk in the Russian Federation and Mongolia,* TRAFFIC Europe report

*Shark product trade in Hong Kong and mainland China and implementation of the CITES shark listings,* TRAFFIC East Asia report

*Collection, trade, and regulation of reptiles and amphibians of the Chihuahuan Desert ecoregion,* TRAFFIC North America report

*Prickly Trade: Trade and Conservation of Chihuahuan Desert Cacti,* Spanish edition, TRAFFIC North America report

*First Choice or Fallback? An examination of issues relating to the application of Appendix III of CITES to marine species,* TRAFFIC Onlinereport

*The Trade of Indian Star Tortoises Geochelone elegans in Peninsular Malaysia,* TRAFFIC Southeast Asia report

*Evaluation of Ramin Gonystylus spp. CITES Appendix III implementation in Southeast Asia,* TRAFFIC Southeast Asia report

*Exploitation, trade and management of marine turtles in the Southern Caribbean,* TRAFFIC report

TRAFFIC staff thank the following supporters for their contributions to our work during December 2003 - May 2004:

21st Century Tiger  
AGF Management Limited  
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IUCN - The World Conservation Union  
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Swedish International Development Agency  
Society for Wildlife and Nature  
The Taiwan Council of Agriculture  
Tiger's Eye Retail  
Tony & Lisette Lewis Foundation  
Toraya Confectionery Co. Ltd. Marubeni Corporation  
UK Department for Environment, Food and Rural Affairs  
UK Foreign and Commonwealth Office  
UK High Commission, Malaysia  
United Nations Development Programme  
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USAID  
U.S. Fish and Wildlife Service  
US - Florida Department of Agriculture and Consumer Affairs  
US State Department  
US - State of Louisiana Department of Wildlife and Fisheries  
The Walt Disney Company Foundation  
Wildlife and Environment Society of South

Africa  
The Wildlife Conservation Society  
The World Association for Zoos and Aquariums  
The World Bank  
WWF Africa Madagascar Programme  
WWF African Rhino Programme  
WWF Australia  
WWF Austria  
WWF Belgium  
WWF Canada  
WWF China Programme  
WWF East Africa Regional Programme Office  
WWF France  
WWF Germany  
WWF The Green Trust (ZA)  
WWF Hong Kong  
WWF Indochina  
WWF International  
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the wildlife trade monitoring network

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# TRAFFIC DISPATCHES

Number 23 February 2005

## TRAFFIC's new programme sets its targets on trade 'hotspots'

by Steven Broad, Executive Director, TRAFFIC International

**T**rade in wild animals and plants presents an extremely diverse range of conservation and socio-economic challenges and opportunities. A new Conservation Programme for 2005-2008 will help prioritise and focus TRAFFIC's work in order to increase its effectiveness and efficiency in helping to address these global concerns. The new programme reflects a need to concentrate effort around a smaller number of common targets, with a greater geographical focus on the locations, trade sources, hubs and markets, where greatest impact can be made. The key planning challenge was to identify priority wildlife trade problems and then to decide what action is most needed and where it needs to take place.

At the heart of the new programme is the need to be responsive to the emerging global biodiversity conservation and sustainable development agendas. It also reflects recent developments in the wider conservation programmes of TRAFFIC's partners, WWF and IUCN. WWF last year revised its targets and milestones under global species, marine and forest programmes, and IUCN's new programme for 2005-2008 was adopted at the 3rd World Conservation Congress in Bangkok in November 2004 (see page 6).

After a series of regional situation analyses and close consultation with WWF and IUCN, a new programme structure emerged, with major themes of action under four result areas:

**Early warning:** Catalysing responses to emerging and/or poorly understood wildlife trade issues and trends

**Flagship species in trade:** Intervening to address trade risks to selected threatened species that act as flagships of wider trade and conservation challenges

**Resource Security:** Supporting trade measures that help improve the security of key wildlife resources

**Wildlife trade hotspots:** Reducing wildlife trade threats to species, resources and ecoregions through focused action in priority trade centres and trade routes

This approach will allow TRAFFIC to effectively strike at wildlife trade 'bottlenecks' where a significant proportion of illegal and unsustainable trade can be interdicted - whether it is a key border crossing, port or wildlife market.

At the same time, it also allows TRAFFIC to respond rapidly where emerging wildlife trade problems can be identified and addressed - before they become critical. The approach also strongly recognises the importance of legal and sustainable use of wildlife resources to the developing world for healthcare, food and income generation, and its important role in poverty alleviation.

A trade chain problem analysis identified the key interventions to be employed, drawing from a range of methods: Mobilised knowledge, effective regulation, positive economic incentives, and sustainable consumptive behaviour.



WWF-Canon / Terry Donico

**Bear and other animal parts being sold for traditional Chinese medicine, Chengdu, Sichuan Province, China.**

The programme developed from this analysis provides a strong and ambitious foundation for action over the next four years. TRAFFIC is now gearing-up its efforts to succeed. Key needs are to increase capacity within regional programmes - particular priorities being in China, Russia and South Asia. Equally important is the promotion of partnerships with other programmes within WWF and IUCN and with a wide range of external non-governmental and government collaborators. At the same time, TRAFFIC is 'packaging' the action planned as a basis for its funding development efforts to secure the financial resources needed to succeed.

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Anne Rodford / IUCN Publications Unit

**Inside: TRAFFIC at IUCN WCC**

# Ivory and tortoiseshell products seized in UK

by Stephanie Pendry, UK Enforcement Support Officer, TRAFFIC International

Officers from the Metropolitan Police, Gloucestershire Constabulary and Avon and Somerset Constabulary in England carried out simultaneous warrants on a number of premises believed to be involved in the manufacture and sale of ivory and tortoiseshell personal grooming items. The operation took place on 15 November 2004, and was based on information provided by TRAFFIC, which showed that a number of retail premises in London's central shopping district were openly offering for sale items that claimed to be made of genuine elephant ivory and tortoiseshell.

Commercial trade in elephant ivory and tortoiseshell, which is made from the shells of sea turtles, is banned in the UK unless an exemption certificate has been issued by the UK CITES licensing authority (Department for Environment, Food and Rural Affairs). Defra has issued the following advice: Antique items which have recently been re-carved into other

items no longer qualify under the antiques derogation and would need an exemption certificate for sale to be legal.

In all, 142 elephant ivory items were seized with a value of GBP60 000, including a substantial amount of unworked and partially worked ivory (estimated at 125 kg), as well as 32 carved ivory items and fourteen shaving bowls with tortoiseshell inlay, with an estimated street value of GBP25 000. Her Majesty's Customs and Excise and TRAFFIC assisted the Police with the search warrants.

Crawford Allan from TRAFFIC International said "The illegal trade in ivory is a continuing problem worldwide. If an elephant is poached for its ivory, chances are great that the ivory will end up in a market in Africa or Asia. From there, trade can spill over into other end use markets in North America and Europe, including the UK. While the scale of the domestic ivory market in the UK can be considered small, when compared with countries in Asia and Africa, this operation

clearly indicates the commitment of the authorities in dealing with the serious threat of wildlife crime in the UK."

Since the warrants were carried out the items that were seized have been sent to experts to be formally identified and the individuals responsible are to be interviewed. Following interviews, a decision will then be taken as to what charges may be laid. [TRAFFIC's enforcement assistance work in the UK is funded by Defra and WWF UK.](#)



TRAFFIC International

Ivory being examined by the Gloucestershire Constabulary.

## Staff news

### Welcome

#### July 2004

Katie Arbery commenced her work as the new Accounts Officer in TRAFFIC International.

#### October 2004

Caroline Gill joined TRAFFIC International as Project Administration Officer.

Eugene Lee joined TRAFFIC Southeast Asia as Senior Programme Officer.

Wang Shasha joined TRAFFIC East Asia - China as Programme Assistant.

Britta Paetzold joined TRAFFIC Europe - Germany as Medicinal Plants Research Officer.

Anne Vanden Bloock commenced her work as part time Communication & Administration Officer in TRAFFIC Europe Regional Office.

Katalin Kecse-nagy and Dorottya Papp joined TRAFFIC Europe - Central Eastern Project Office as Programme Officers.

#### December 2004

Birgit Felgentreu joined TRAFFIC Europe - Germany as Research Assistant.

### Goodbye

#### July 2004

Programme Officer Attila Steiner left TRAFFIC Europe - Candidate Countries.

Research Officer Lazaro Linjano and Administrative Assistant Vera John left TRAFFIC East /Southern Africa - Tanzania.

#### August 2004

Deputy Director Craig Hoover left TRAFFIC North America.

Programme Administration and Evaluation Officer Claire Nugent left TRAFFIC International.

#### September 2004

Accounts Officer Tammy Tam left TRAFFIC International.

#### October 2004

Programme Officer Ximena Buitrón left TRAFFIC South America.

#### December 2004

Research Officer Anita Sancho left TRAFFIC South America.

#### January 2005

Programme Officer Nicholas Phoon left TRAFFIC Oceania.

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

TRAFFIC Dispatches is published to keep partners and supporters informed about our activities and accomplishments. TRAFFIC works in co-operation with the Secretariat of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES).

# TRAFFIC

is a joint programme of



**IUCN**  
The World Conservation Union

# Training team in South Africa limbers up

by TRAFFIC East/Southern Africa DANIDA training team

The training team of TRAFFIC East/Southern Africa's DANIDA-funded wildlife trade law compliance training project ended 2004 on a high note - each member successfully qualified as a nationally-recognized assessor five days before Christmas.

The team is now preparing to train South African nature conservation officials, as well as Customs and Border Police staff in wildlife trade related law compliance skills.

"There is a real need for this programme both in South Africa and the rest of our region, and we're grateful to DANIDA for enabling it," says Jonathan Evans. "In summary, the training will consist of an introduction to wildlife trade, CITES, relevant South African environmental legislation, the development of law enforcement skills and alternative compliance strategies, and finally the identification of priority species in trade. One of our challenges is to fit all of that into a five-day training programme."

The project began in August 2003. A situational analysis was conducted in the three target provinces (Limpopo, Eastern Cape and KwaZulu-Natal) to ascertain future training needs and to brief staff who

will be trained about the programme. A series of workshops, presentations and trial training sessions have also been held, and research and development of training and resource materials is ongoing. To set the stage for success, memoranda of understanding are being negotiated to govern training partnerships with Customs, Police and the national Department of Environmental Affairs and Tourism.

An important aspect of preparation is working towards aligning the TRAFFIC training programme with South Africa's National Qualifications Framework, which is a strategy to standardise learning across the country. This will add value to

the programme by enabling trainees to gain credits towards a nationally recognised qualification. It's a long process to become able to offer accredited training, but the TESA team has already prepared draft unit standards for the proposed content. Now that they have completed the assessor's course, which covered aspects of preparing for and conducting assessments, the trainers are another step closer to making it all happen.

Training will begin early in 2005. The team is currently hard at work completing training and resource materials. Jonathan concludes, "When you start to hear news reports about the positive impact of the training, you'll know we've started."

## The TRAFFIC DANIDA team

(from left): David Newton

(Project Co-ordinator),

Megan Diamond (Project

Administrator), Adam Pires (Trainer),

Jonathan Evans (Project Manager),

Carolyn Ah Shene (Trainer)



TRAFFIC East/Southern Africa - South Africa

## Sustainable wild collection of medicinal and aromatic plants

by Britta Paetzold and Susanne Honnef, Medicinal Plant Programme, TRAFFIC Europe-Germany

An estimated 40 000 to 50 000 plant species are used in traditional and modern medicine systems throughout the world. Today, a considerable portion of the medicinal and aromatic plants and populations are threatened due to over-harvesting and majority of the species used in medicine are being collected from the wild. Other threats to medicinal and aromatic plants include land conversion and habitat loss.

Approaches that balance the needs of local, regional and international markets with necessary conservation action and sustainable use practices are needed urgently. This is especially important as principles and guidelines available to us today address mainly higher national and international political levels, but indirectly only provide the medicinal plant industry and other stakeholders, including collectors, with specific guidance on

sustainable sourcing practices.

In an attempt to address this gap in the existing guidelines, a steering group consisting of the German Federal Agency for Nature Conservation (BfN), the IUCN Medicinal Plant Specialist Group, WWF Germany and TRAFFIC Europe-Germany, brought together by BfN, have initiated a process to develop globally applicable *Practice Standards and Performance Criteria for the Sustainable Wild Collection of Medicinal and Aromatic Plants*.

An international Advisory Group was formed in order to involve relevant stakeholders from ecological, socio-economic and fair trade sectors in the process of developing and testing the standards and criteria. Their specific expertise and advice on the design of practical guidance will support the promotion and implementation of

medicinal and aromatic plants standards.

The first expert workshop, which was held in December 2004 on the Isle of Vilm, Germany, provided a discussion forum for the members of the Advisory Group on process related issues and also on a preliminary draft of the Standards and Criteria document. A testing phase of draft standards in field projects is scheduled to take place in mid 2005 and is to complement the theoretical discussion and test the relevance and feasibility of the practice standards and performance criteria under development. Matching funds for the testing phase are currently being sought.

TRAFFIC thanks BfN for their generous support of this project. For further information e-mail MAP-Standards-Criteria.@wwf.de or contact TRAFFIC Europe-Germany. For contact details, see page 16.



# TRAFFIC in South Pacific

by Rob Parry-Jones, Representative of TRAFFIC Oceania South Pacific Programme

In response to a request from the regional governments at a CITES training workshop in 2002, TRAFFIC Oceania, in February 2003, opened its South Pacific Programme, located in Suva, Fiji, in the offices of the WWF South Pacific Programme. Funded by the UK Foreign and Commonwealth Office, the programme was established primarily to assist in the implementation of CITES, but also to strengthen collaboration with WWF.

The countries of the South Pacific vary widely in their cultures, languages, fauna and flora, and yet they all share a common dependence upon a healthy, functioning environment for subsistence harvesting and trade or for supporting major revenue-generating industries such as tourism, fisheries and timber.

The growth in trade of wildlife from the region, particularly marine resources, provides an opportunity for national and local communities' development. For example in 2004, Fiji's marine aquarium trade alone generated around USD9.5 million in export earnings. Around 600 people are employed directly but collection of specimens takes place within

23 traditional fishing grounds comprising an area of just under 1000 km<sup>2</sup>, utilised by an estimated 5000 people. It is predominantly these people who are the beneficiaries of a well managed trade: income from the trade is around FJD800 /month (USD425) per collector as compared to an average FJD90 /month (USD 50) for non-collectors.

However, a poorly managed trade can spell disaster for the ecosystem and thus the livelihoods of entire communities; countries in the region therefore are looking at CITES as a tool to manage trade. The knowledge and capacity to implement the Convention, however, still remains limited and meeting the

obligations of international Conventions such as CITES can be challenging even for developed countries; in Small Island Developing States, such a task becomes increasingly onerous; one official alone may be responsible for overseeing the implementation and reporting on three or four Conventions.

Fiji, a CITES Party since 1997, came under international scrutiny because CITES-implementing legislation still was not in place in 2002, and because there were concerns over what were perceived to be dramatic increases in coral exports for the aquarium trade. Enacting legislation, establishing the CITES Scientific and Management Authorities, and developing sound systems of management and governance for the marine aquarium trade therefore became key focuses of the project in Fiji.

Achieving these goals ultimately came down to a strong collaborative effort between TRAFFIC, the Fiji Government and other in-country stakeholders, with strong support from the Australian CITES Management Authority - one member of whom was seconded to the Fiji Department of Environment for a year - and from the CITES Secretariat.

Fiji now ranks in the top category for CITES-implementing legislation and, in 2004, revenue generated from fees for registration and CITES permit application would have been sufficient to pay for the salaries and expenses of a minimum of two additional government staff members. Fiji, with the 25 Member States of the EU and the US, also successfully co-sponsored the proposal to list the Humphead Wrasse in CITES Appendix-II at the Thirteenth Meeting of the Conference of the Parties to CITES, October 2004. National legislation protecting the species from all commercial capture and sale, including the stricter domestic measure prohibiting all commercial exports, also was enacted.

CITES is by no means the only tool to



Awareness  
poster  
developed in  
conjunction  
with  
government,  
the Fiji Islands  
National Trust  
and other  
conservation  
organisations  
on display at  
Fiji's ports of  
entry & exit.

manage wildlife trade - management must be linked with national and regional conservation strategies - but the Convention's overall goals both as a trade treaty and as a conservation treaty are readily apparent in the context of the marine aquarium trade. Collection of marine aquarium specimens takes place within the local community fishing grounds thus sound management systems must be in place to safeguard the ecosystem upon which the local communities depend for their livelihoods. Therefore, a series of workshops were convened by TRAFFIC in conjunction with government, community representatives and other stakeholders, to develop a methodology for determining sustainable harvest thresholds for the marine aquarium trade, funded again by the UK Government, facilitated by the CITES Secretariat. Outcomes included an agreed framework of prioritized activities, some of which already have been implemented such as the establishment of the coral harvest Quota Review Group; funding is being sought to implement other activities.

To increase awareness for border control officers, TRAFFIC and the Department of Environment held a wildlife trade workshop focusing on enforcement issues, species likely to be seen in trade, wildlife smuggling techniques and illegal trade in species such as Fijian iguanas and parrots. Regulatory mechanisms for the conservation of marine turtles, focal species for WWF's work in the regional biodiversity hotspots - Ecoregions, also were emphasized due to the on-going regional trade in marine turtle specimens.

TRAFFIC's initial focus on Fiji takes advantage of its role as the regional hub of the Pacific from where skills developed, lessons learned and solutions devised in Fiji can be applied throughout much of the Pacific region. This is particularly pertinent in countries with high levels of endemism and trade, such as Papua New Guinea and the Solomon Islands, countries which feature strongly in TRAFFIC's new Global Conservation Programme.

For further information contact TRAFFIC Oceania Regional Office. For contact details see page 16.



**Bolson tortoise** *Gopherus flavomarginatus*

© WWF-Canon / Urs WOY

## TRAFFIC report leads to legislative change

by Leigh Henry, Programme Officer, TRAFFIC North America

New York City has become the first municipality in the United States to approve a law making it illegal to buy or sell products containing, or advertised as containing, endangered species. The law, signed by Mayor Bloomberg on 1 December 2004, follows an investigation of New York City's traditional medicine shops last spring by TRAFFIC North America and the resulting report, *A Tale of Two Cities: A Comparative Study of Traditional Chinese Medicine Markets in San Francisco and New York City* (see *TRAFFIC Dispatches*, No.20).

The investigation found that illegal products claiming to contain endangered

species, including tigers, rhinos, leopards and musk deer, were widely available in the city. Though federal legislation like the Endangered Species Act makes interstate commerce of endangered species products illegal, it does not apply to sales within a city.

The new law will close local loopholes in New York City law by making the sale of products containing, or labelled as containing, endangered species a violation of city law and will give New York City enforcement officials the authority to take action. The new law, drafted with the help of TRAFFIC North America, meets an important need in the global effort to combat illegal wildlife trade.

## Trade in reptiles of the Chihuahuan Desert Ecoregion

Over 130 amphibian and reptile species of the Chihuahuan Desert are subject to domestic and international trade, including some species classified as highly endangered, according to the TRAFFIC North America report *Collection, Trade and Regulation of Reptiles and Amphibians of the Chihuahuan Desert Ecoregion*.

The report shows that the demand for reptiles and amphibians including horned lizards, false corals, other snakes and lizards, turtles and frogs is prevalent, these species occurring in the Chihuahuan Desert ecoregion, one of the world's most biologically diverse deserts, stretching from the central and northern regions of Mexico to southern USA. Although Mexico prohibits almost all exportation of reptiles and amphibians, these species are sold in pet markets and shops, at intersections of roads or from the side of the highway in Mexico.

"There is little evidence of legal trade of reptiles in Mexico," said Adrian Reuter, TRAFFIC representative in Mexico. "Also, the official figures of illegal trade are only indicative of some of the species traded but not of the level of trade. Sufficient information on the collection and trade of species in both the USA and Mexico is lacking, and much more is needed in order to assess the overall situation accurately."

Out of the 217 reptile and amphibian species in the ecoregion, 131 are reptiles.

At least 82 species are traded and more than 60% are listed under Mexican threatened species legislation. Four of the species are classified as threatened by the IUCN Red List and six are listed in Appendix I or II of CITES. The Bolson Tortoise and the soft shell turtles of Cuatrociénegas are listed in Appendix 1 of CITES, which means any commercial international trade of these species is prohibited.

The TRAFFIC study found that 67 species, including the highly endangered turtles, are found in pet shops. Based on historical information, interviews, market surveys and seizures, the report also shows that the horned lizard, collar lizards and Gila monsters are traded for private collections and sold in pet stores despite the fact that collection and trade of these species is banned.

In the USA, approximately 120 species of the Chihuahuan Desert ecoregion are traded. The information available on seizures of live reptiles and their parts and products indicates that also illegal exports occur, mainly to satisfy the demand of food, leather, curios and pets.

The TRAFFIC study issues number of recommendations for action needed to ensure that collection and trade do not pose a threat to some of the species. For more information, visit [http://www.traffic.org/news/trade\\_reptiles.html](http://www.traffic.org/news/trade_reptiles.html). TRAFFIC thanks the Walt Disney Company Foundation and WWF-US for their generous support for this project.

# People and Nature - Only One World

## The 3rd IUCN World Conservation Congress

by Teresa Mulliken, Research and Policy Co-ordinator, TRAFFIC International

Bangkok was the centre of wildlife trade discussions not once, but twice, during 2004. Having as its theme *People and Nature - Only One World*, the 3rd IUCN World Conservation Congress set the stage for a variety of wildlife trade related events, resolutions and recommendations. Both the positive and negative faces of the wildlife trade were considered during the Congress, which took place from 17-25 November 2004. Although there are clearly no easy answers to some of the problems identified, IUCN's Programme for 2005-2008, adopted during the Congress, provides a framework for tackling them over the next four years.

TRAFFIC played a central role in many of the wildlife trade events organised during the *World Conservation Forum*, which brought together over 4000 people from governments, civil society, and the private sector to consider conservation and development issues. TRAFFIC East Asia Programme Officer Samuel Lee was co-organiser of a one-day 'Global Synthesis Workshop' focusing on the medicinal use of wild animal and plant species. With an emphasis on securing sustainability, the workshop explored both the threats faced by wild medicinal species, and the threats to human livelihoods posed by their declines.

Seeking to build on the momentum created by agreement of the ASEAN Initiative (see next page), TRAFFIC Southeast Asia's Director James Compton and other TRAFFIC colleagues organised the workshop 'What Future for Asia's Wildlife Trade'. Speakers included Dr Tony Whitten of the World Bank, Dr Samedi of Indonesia's Director General of Forest Protection and Nature Conservation, and TRAFFIC East Asia Director Craig Kirkpatrick. Participants noted the need for an Asia-wide strategy to define institutional 'niches', and to convene the appropriate level of expertise and resources required to influence market forces driving wildlife harvests. IUCN was viewed as having a critical role in bringing together key players in this regard.

Illegal wildlife trade - and how to address it - was the focus of the lunchtime workshop 'Cutting Our Losses - Reducing Illegal Trade in Natural Resources', organised by TRAFFIC and the International Centre for Trade and Sustainable Development. The workshop looked at the approaches to reducing illegal trade being used by different sectors. This included donor agencies, the World Bank's Kathy MacKinnon offering her perspectives, governments, the private



James Compton, Director of TRAFFIC Southeast Asia (l.) and Steven Broad, Executive Director of TRAFFIC, next to TRAFFIC publications display area of the IUCN Conservation Bookshop.

sector, with a view from the timber industry provided by Hugh Blackett of the Tropical Forest Trust. A summary of the outcomes of both workshops can be found on the IUCN Congress website.

As well as organising workshops, TRAFFIC staff made presentations in workshops including 'Certification for Sustainability - The State of the Art', 'Combating Illegal Logging and Associated Trade in the Tropics', and 'Presenting the Addis Ababa Principles - Sustainable Use of Biodiversity and Human Livelihoods'.

The Congress also provided fantastic opportunities for information exchange with other conservation experts from around the world. For TRAFFIC, this included discussion of both issues and programmatic linkages with IUCN programmes and members. The Congress provided TRAFFIC staff with the opportunity to meet numerous other IUCN staff, and to discuss creating more effective links between TRAFFIC and other IUCN programmes. The Congress also helped increase knowledge of TRAFFIC's work in other ways. TRAFFIC publications were prominently displayed at the IUCN Conservation Bookshop and Reading Lounge, and

factsheets and publications catalogues distributed there and at workshop venues.

The World Conservation Forum was followed by the Members Business Assembly, where IUCN members debated and agreed a number of resolutions with specific aspects relevant to the wildlife trade. Expanded efforts to address wildlife trade concerns within Asia were called for in *RESWCC3.076 Illegal and unsustainable international trade in the Association of Southeast Asian Nations and Mekong river riparian states*. Reflecting different aspects of the relationships between wildlife trade and human health, the members adopted *RESWCC3.011 Addressing the linkages between conservation, human and animal health, and security*, which draws attention to the potential disease risks associated with the trade in wild species, and *RESWCC3.073 Conservation of medicinal plants*. Concerns regarding unsustainable fishing practices were articulated in several resolutions related to conservation of marine ecosystems, as was support for sustainable use of wild species, e.g. with regard to large terrestrial species in Africa. Recommendations were also agreed aimed in part at reducing trade threats to particular species groups, including sturgeon, sharks, Saiga Antelope and Tibetan Antelope. The importance of ensuring effective stakeholder involvement in decisions related to the use and trade of biodiversity resources was noted in many of the decisions agreed. A full set of resolutions and recommendations agreed can be found on the IUCN website.

"The IUCN 2005-2008 Programme adopted at the 3rd World Conservation Congress will play a key role in shaping TRAFFIC's work over the next few years", said Steven Broad, the Executive Director of TRAFFIC. "Effective collaboration with other IUCN regional and global programmes, and the membership will be key to success".



# The 13th Meeting of the Conference of the Parties to CITES



CITES CoP13

## Partnership delivers on all fronts

TRAFFIC, WWF and IUCN partnership and collaboration at the CoP13 held in Bangkok, Thailand, in October 2004 was unprecedented. Close co-ordination was evident in issue-specific advocacy meetings, in the interventions from the floor from partners, joint participation in Working Groups, and in the production of joint communications materials. Assessed against the outcomes TRAFFIC was seeking, CoP13 was an extraordinary success. Some of the highlights are outlined in the following pages.

One of the highlights of Thailand's hosting of CITES CoP13 was the announcement by the 10-member Association of South East Asian Nations (ASEAN) of a regional initiative to work together in addressing priority wildlife trade issues.

The ASEAN Statement on CITES unites the regional grouping under several priority themes of co-operation. These include a goal to establish comprehensive legal frameworks for regulating wildlife trade, to increase law enforcement co-operation to suppress illegal wildlife trade, to conduct targeted capacity building, and to enable more scientific information to be made available to guide effective management decisions by CITES management authorities.

"This initiative is remarkable because of the diversity of nations involved, and singular focus on wildlife trade," said HE Suwit Khunkitti, Thailand's Minister of Natural Resources and Environment, in launching the ASEAN Statement on CITES on October 11, 2004. "It will lead to further commitment in the region, and closer engagement among neighbours to combat illegal wildlife trade."

To improve co-operation between government departments involved in implementation and enforcement of CITES, the ASEAN countries acknowledged that inter-agency committees, taskforces or co-ordination groups should be established where appropriate. Given the complex nature of wildlife trade, such co-ordination groups could be effective at both national and regional levels to harness available expertise and information.

The need for increased law enforcement co-operation, a major pillar of the ASEAN Statement on CITES, was unequivocally supported by the Prime Minister of Thailand, Thaksin Shinawatra. In his speech to open CoP13, Prime Minister Thaksin proposed that Thailand take the

## TRAFFIC/WWF ASEAN Wildlife Trade Initiative



The CITES Secretariat

lead in forming a Southeast Asia Regional Law Enforcement Network to combat nature crime.

Southeast Asia has long played a role as supplier and trade entrepot for a significant portion of the global trade in wildlife. The region's own rich biodiversity makes it a target for traders interested in a variety of animals and plants ranging from tigers and elephants, to rare orchids and both marine and freshwater turtles. But as economic growth has increased, so too has Southeast Asia's profile as a consumer region for products such as birds and reptiles for the pet trade, luxury items made from ivory and hawksbill turtle shell products, and high-value traditional medicines such as musk and ginseng.

Thus the engagement of the ASEAN block's major trading partners, such as the East Asian powerhouse economies of China, Japan and South Korea, the European Union, India and the USA will be critical in strengthening the effectiveness of efforts in South-east Asia. Financial as well as technical assistance from fellow CITES Parties, donor

agencies and non-government organisations will be important catalysts to ensure action on the ground.

To guide implementation of key activities, the 10 countries also agreed to develop a Regional Action Plan for 2005-2010. TRAFFIC Southeast Asia and its partners in WWF and IUCN are continuing to work with ASEAN member countries and the ASEAN Secretariat to finalise this Regional Action Plan in the first half of 2005.

"The ASEAN Statement on CITES puts in place the foundations for an integrated regional effort to crack down on illegal trade and to improve the management of animals and plants that can be legally traded under CITES, to also support the sustainable development of ASEAN countries," said James Compton, Director of TRAFFIC Southeast Asia. "However, making CITES work to its optimum potential as a conservation tool, depends on action at the national level."

The approval of a National Action Plan to Strengthen the Control of Trade in Wild Fauna and Flora in Viet Nam to 2010 provides a country-level model that can guide other ASEAN members in developing national wildlife trade policies to support the Regional Action Plan.

TRAFFIC would like to thank WWF Thailand, WWF Netherlands, WWF UK, and WWF International's Species Programme for assistance with both funding and implementation of the first phase of the ASEAN Wildlife Trade Initiative. Further support is currently being sought to continue stewarding the development of the ASEAN Regional Action Plan and a strategy for its implementation over the next five years.

For further information, please see <http://www.traffic.org/25/network9/ASEAN/> or contact TRAFFIC Southeast Asia. For contact details see page 16.

# ETIS shapes the elephant debate at CoP13



Elephant conservation can be an extremely emotive and provocative subject. Since 1989, policy developments under CITES have often unfolded within a highly-charged atmosphere. For precisely this reason, objective, data-rich, science-based assessments are needed to support sound decision-making for elephants under the Convention. Since CoP10, the Elephant Trade Information System (ETIS) has been developed to serve this purpose.

Managed by TRAFFIC as one of the two formal monitoring systems for elephants under CITES, ETIS is based upon a central database of ivory and other elephant product seizures that have taken place anywhere in the world since 1989.

This database is supported by a series of subsidiary databases that track a variety of issues, including time-based, country-specific measures of law enforcement effort and efficiency, rates of reporting elephant product seizure information, the scale and degree of regulation of domestic ivory markets, and a range of background economic data.

During analysis, the subsidiary database components are used to improve the precision and interpretation of the seizures data. In sum, the application of strong analytical principles and statistical modelling techniques to what has become the world's largest collection of ivory seizures records has produced a series of results that are now widely accepted by almost all factions of the elephant debate within CITES.

For CoP13, TRAFFIC, in collaboration with statisticians from the University of Reading's Statistical Services Centre, undertook a comprehensive analysis of 9426 seizure records in ETIS. The results

of this effort continued to demonstrate that illicit trade in ivory is most directly correlated with the presence of large-scale domestic ivory markets where law enforcement is weak or altogether absent. The ETIS report showed that, after an initial decline, the illicit trade in ivory has continued to increase globally from 1995 onwards, and Cameroon, China, the Democratic Republic of the Congo (DRC), Ethiopia, Nigeria and Thailand are the countries most highly implicated in such trade. Indeed, the emerging market for ivory in China was again shown to be the principal driving force behind the increasing trend in illicit trade in ivory worldwide.

"With such findings, ETIS has played the leading role in focusing global attention on the detrimental impact of domestic ivory markets in Africa and Asia on elephant conservation," said Tom Milliken, Director of TRAFFIC East/Southern Africa and the co-author of the ETIS analyses.

In 2002, at CITES CoP12, the first comprehensive analysis of the ETIS data resulted in the CITES Parties adopting *Decision 12.39*. This important decision established an intersessional oversight process under the direction of the Standing Committee to assess compliance with CITES requirements for internal trade in ivory in ten problematic countries (i.e. Cameroon, China, DRC, Djibouti, Ethiopia, Japan, Nigeria, Thailand, Uganda and the USA). Most of these nations had been identified in the first ETIS analysis as being those most heavily implicated in the illicit trade in ivory, while Japan was added because it benefited from a CITES-approved one-off sale of ivory in 1999.

Since then, the 50th meeting of the Standing Committee moved to extend the mandate of *Decision 12.39* to cover all African Elephant range States. CoP13 formally endorsed this development by approving an 'action plan for the control of trade in African elephant ivory' that had been drafted by the CITES Secretariat. This action plan calls for all African Elephant range States:

- to prohibit unregulated domestic sale of ivory, whether raw, semi-worked, or worked;
- to instruct all law enforcement and border control agencies to enforce such laws; and
- to engage in public awareness campaigns to publicise these prohibitions.

All range States are now obliged to report to the CITES Secretariat by 31 March 2005 on ivory trade developments in their countries. The first assessment of Africa's response to this plan of action will then be at the 53rd meeting of the Standing Committee (SC53). Through an iterative process, countries which fail to address unregulated domestic ivory markets within a reasonable period of time face possible sanctions under CITES, including the suspension of all wildlife trade options under the Convention in the near future.

"The ETIS analyses continue to provide unparalleled insight into contemporary ivory trade dynamics and have shifted the focus onto 'real' issues and points of engagement," Milliken concluded.

TRAFFIC thanks UK Government for their generous funding support of TRAFFIC's work on the Elephant Trade Information System.

## Enforcement & compliance

A CoP13 side generously funded by the UK CITES Management Authority, and led jointly with TRAFFIC and WWF highlighted the barriers to co-operation that are undermining effective enforcement of CITES and the importance of high-level political commitment to address this problem.

This issue was echoed by other initiatives at CoP13, such as the ASEAN Statement on CITES and the announcement by the Prime Minister of Thailand Thaksin Shinawatra that enforcement is the most important CITES issue, with an urgent need for co-operation to combat the illegal trade in wildlife in Southeast Asia.

"The enforcement debate, the ASEAN Initiative and the Prime Ministers statement had no doubt some positive influence on the CITES delegates in their discussions on the CoP13 agenda, and this is a hopeful sign that the need to improve CITES enforcement is starting to be more seriously recognised," said Crawford Allan, TRAFFIC's Regulation and Enforcement Support Co-ordinator. "It was also notable that the UK announced it would therefore host a European meeting in 2005, to help drive forward solutions to these problems," he added.

## A major boost to CITES-CBD synergies



Opportunities for synergy in the implementation of the world's two main international agreements that address conservation and use of wildlife resources received a major boost when governments at CITES CoP 13 agreed overwhelmingly to improve links with the Convention on Biological Diversity (CBD).

Their decision followed consideration of the report of an April 2004 experts workshop on CITES-CBD synergy convened by TRAFFIC, IUCN, Flora & Fauna International, the German Federal Agency for Nature Conservation (BfN), and the German Agency for Technical Co-operation (GTZ).

CITES member governments agreed that the workshop's findings and recommendations on sustainable use, applying the ecosystem approach, access and benefit sharing and other issues should be considered in revising the CITES Strategic Vision and Action Plan and future work programmes of the CITES and CBD Secretariats.

"This represents an important step forward for CITES, and an opportunity to bring together the comparative strengths of the two Conventions," said Teresa Mulliken, TRAFFIC's Research and Policy Co-ordinator and the lead organiser of CITES-CBD roundtable event convened at the CoP13 by TRAFFIC, IUCN and WWF. Over 100 CITES participants had a chance to hear and query the views of CBD Executive Secretary Hamdallah Zedan, CITES Secretary-General Willem Wijnstekers and outgoing CITES Standing Committee Chair Kenneth Stansell during the roundtable meeting. A similar roundtable will be organised during a future meeting of the CBD Subsidiary Body on Science, Technology and Technological Advice.



Crawford Allan / TRAFFIC International

## Coral reef fish gains trade protection



Strong collaboration between TRAFFIC and its partners IUCN and WWF, and unequivocal support from the FAO *ad hoc* Expert Advisory Panel contributed significantly at CITES CoP 13 to the successful Appendix-II listing of Humphead Wrasse *Cheilinus undulatus*. Recently classified by IUCN as Endangered, this giant coral reef fish is threatened predominantly by over-fishing to meet demand in the luxury live reef food fish trade in Asia. A listing proposal was submitted by Fiji, Ireland (on behalf of the 25 Member States of the European Community) and the USA because of marked declines in abundance over the past 10 years.

The Appendix-II listing complements national management and monitoring initiatives and provides the legal framework to regulate imports of specimens exported illegally from the country of origin.

"This naturally rare and valuable species has declined markedly due

particularly to targeting of juveniles and of spawning aggregations" said Rob Parry-Jones, Representative of the TRAFFIC Oceania South Pacific Programme. "The CITES Appendix-II listing is a very positive step forward. However, for international trade regulations to make a meaningful contribution to the sustainability of this fishery, it is crucial that national conservation measures are put in place and implemented with immediate effect."

Together with the Appendix II listing of the Great White Shark at CoP13, this listing demonstrates the growing acceptance of the Parties to CITES' engagement in regulating commercially valuable marine fish. Together with its partners, TRAFFIC continues to work to build on this success to help ensure that the listing is effectively implemented, both for the Humphead Wrasse, and in order to highlight the broader conservation issues and challenges facing the sustainability of the live reef food fish trade.



Humphead Wrasse *Cheilinus undulatus* can grow to over two metres in length.

Cindy Cheng / WWF-Hong Kong



# Growing acceptance on role of CITES in managing commercial timber species



A proposal by Indonesia to list Ramin - a tropical hardwood that is found in Asian lowland tropical forests, and becoming increasingly rare - in CITES Appendix II was adopted by consensus rather than by simple majority (as was the case with mahogany at CoP12), perhaps indicating growing acceptance by countries of the role of CITES in managing commercial timber species.

TRAFFIC believes this listing will ensure that export volumes of ramin are maintained within levels that will ensure the species' survival in the wild, assist range States in tackling illegal logging, and stimulate international co-operation to control the illegal trade of this tropical hardwood. It could also provide increased assurance to importers and consumers that the ramin they purchase is not from illegal or unsustainable sources.

"The decision made by the Parties also

reflects TRAFFIC's approach in addressing the issue - encouraging dialogue and co-operation among range States, with TRAFFIC playing unique facilitator and technical advisor roles", said Chen Hin Keong, TRAFFIC's Senior Forestry Advisor.

At the CoP, TRAFFIC also highlighted its role in convening the Tri-National Ramin Trade Workshop of the three countries involved - Indonesia, Malaysia and Singapore. While a direct result of this initiative was establishment of a Tri-National Ramin Trade Task Force by the three countries, a broader result was the countries concerned approaching the issue of listings and the overall role of CITES in managing timber resources in a more co-operative fashion.

"This listing is a success not only in CITES terms but also serves as a flagship of the wider illegal logging and trade issue in the Southeast Asia region," Chen added.



Reza Azmi / Wildasia.net

# CITES to regulate the global trade in agarwood



Effective regulation of the global agarwood trade was given a boost with the majority vote by CITES Parties to list the two genera *Aquilaria* and *Gyrinops* in Appendix II. A single agarwood-producing species, *Aquilaria malaccensis*, has been listed in CITES Appendix II since 1995, but having only one species out of more than 20 regulated by the Convention has caused difficulties in implementation and law enforcement.

Agarwood, possibly the world's most valuable non-timber forest product per kilogramme, is mainly traded in the forms of wood, wood chips and oil, as well as processed incense products, which makes it almost impossible to distinguish between species. The harmonising of trade controls for all *Aquilaria* and *Gyrinops* species under CITES, therefore, should allow for more streamlined management of the trade.

The agarwood trade dates back at least 2000 years and meets the cultural, medicinal and religious needs of societies from the Middle East right across Asia to China (including Hong Kong and Taiwan) and Japan. It is also used in the production of high-grade incense and perfumes. Although harvest and trade is controlled by permit systems in major exporters such

as Indonesia and Malaysia, and banned in other range States such as Cambodia and Viet Nam, the monetary incentives to trade agarwood illegally far outweigh the deterrents posed by law enforcement. Organised groups of illegal harvesters have been documented encroaching national parks in many range States including Cambodia, Indonesia, Malaysia and Thailand.

During CoP13, following concerns submitted in an Information Document by the United Arab Emirates, an agarwood working group recommended to the CITES Secretariat the need for further producer-consumer consultations. The Parties subsequently adopted a Decision mandating a capacity building workshop to be held prior to CoP14. Dependent on available funding, the workshop would involve exporting and importing countries, significant re-exporting countries and relevant experts, to focus on enforcement and implementation issues including the application of non-detriment findings. TRAFFIC has been contracted by the CITES Secretariat to continue its work with relevant agarwood-trading Parties and the CITES Plants Committee.

"After more than a decade highlighting the dangerous trends of over-harvesting to

Large pieces of agarwood on display.



James Compton / TRAFFIC

supply this trade, TRAFFIC is very pleased to see some collective action on this issue," said James Compton, Director of TRAFFIC Southeast Asia. "TRAFFIC's work with range States from India eastwards to Papua New Guinea has shown that this unique group of agarwood-producing tree species is clearly threatened by trade, and that unless this is better regulated, long-term supplies remain in jeopardy."

TRAFFIC thanks the CITES Secretariat for its support towards TRAFFIC's work on Agarwood. TRAFFIC is currently also seeking funds to help the implementation of the decisions made at the CoP13.

TRAFFIC thanks The Rufford Maurice Laing Foundation for the generous support received for the production of CITES CoP13 communications materials.

# Global Forest and Trade Network project gets under way

by Chen Hin Keong, Senior Forestry Advisor, TRAFFIC

In January 2005, TRAFFIC, in partnership with WWF Global Forest and Trade Network (GFTN) and Proforest, were successful in obtaining a multi-million Euro, multi-year project grant from the European Commission to carry out a series of actions that will help to promote the conservation and sustainable management of tropical forests through the mechanism of credible forest certification.

This project will develop a set of criteria, guidelines and related activities to support 10 African and Asian countries in their efforts to improve governance of their forest resources as well as address concerns of illegal logging within the countries. The criteria are based on the legal framework that is already in place in the countries selected, and will address issues related to consumer demands for legal and, ultimately, credibly certified forest products. The project aims to enhance the network established by GFTN where both responsible producers and purchasers can begin to trade responsibly following stepwise improvements.

The work will be carried out in 10 countries: China, Malaysia, Viet Nam, Indonesia, Gabon, Cameroon, Central African Republic, Republic of Congo, Democratic Republic of Congo and Ghana.

GFTN is an affiliation of national and regional Forest and Trade Networks (FTNs) comprising timber trade companies and other producers, linking the buyers group to the producer group in a chain that connects responsible products policies and trade to legally and ultimately credibly certified forests.

There are 5 components to the activities of the project: establishing FTNs; development of action plans for certification and progress towards sourcing of verified legal and sustainable forest products; production of regional practical guidelines for the stepwise approach, monitoring chain of custody and verifying sourcing; strengthening capacity of auditors; and the TRAFFIC led component of development of criteria and guidelines for definition and verification of legal sources of forest products and identification of policy implications.

Some of the work will be developed and implemented by TRAFFIC offices in China, Viet Nam and Malaysia, and the ones in Africa will be in collaboration with partners like Friends of the Earth (FOE) Ghana, Cameroon Environment Watch

(CEW), and the various WWF offices in the respective regions.

The TRAFFIC actions will produce criteria and guidelines for the definition, identification and verification of legal sources of forest products for all actors in the supply chain, including producers seeking to ensure that their forest products are supported by adequate documentation; and those further down the supply chain requiring evidence and documentation of the legality of the products they purchase. These guidelines will be developed in conjunction with documentation of the forms of forest tenure, legislative frameworks, forest ownership and production systems and verification systems already in place within the target countries.

The national legality criteria and guidelines will be prepared through a consultative process led by the local partner, working with small national working groups comprising local experts and representatives from different actors in the supply chain. Each set of criteria and guidelines will be circulated for open review by the full range of stakeholders interested in the definition and verification of forest product legality.

This project, and in particular TRAFFIC actions, will complement and expand the scale and scope of a number of initiatives by other organisations working on illegal logging and timber trade. TRAFFIC hopes that a combination of government efforts and demands of the industry combined with consideration of civil society and consumer pressure, will bring about a direct impact on the way forests are governed, and managed in a more sustainable manner in tropical countries.



WWF-Canon / Martin Harvey

## Tackling the ivories in the USA

by Leigh Henry, Programme Officer, TRAFFIC North America

*Tackling the Ivories: The Status of U.S. Trade in Elephant and Hippo Ivory*, TRAFFIC North America's study of both legal and illegal ivory markets in the USA, is the first comprehensive review since the global ban on commercial trade was imposed in 1989. TRAFFIC found that the USA has the highest rate of ivory seizures in the world and that much of the ivory caught at the borders is being brought into the country by individual consumers, often as souvenirs, jewellery and carvings. The growth of online commerce in the last decade has also created a new channel for the ivory trade, with Americans buying ivory from overseas dealers via the Internet with little oversight.

Among TRAFFIC's findings are:

- Between 1995 and 2002, TRAFFIC found that more than 32 000 ivory items were legally imported into the country, the majority being ivory carvings and a smaller number of tusks, jewellery, ivory pieces and piano keys. But domestic trade of that ivory within the USA is only loosely regulated by individual states' laws.

- Between 1995 and 2002, TRAFFIC found that more than 8300 ivory items were seized at the border or refused entry by law enforcement. These items were being shipped to the USA from more than 80 countries around the world.

- An average of about 1000 items per week were advertised as elephant ivory offered for sale on eBay during TRAFFIC's investigation. TRAFFIC found regular shipments of ivory carvings and jewellery being sold to customers in the USA over Internet from vendors in China under circumstances that may be illegal, with these web-based "stores" routinely shipping ivory to the USA via express delivery service and even offering to falsely label the shipments as containing bone.

The USA has the distinction of having one of the most active ivory markets in the world, with ivory being seized nearly five times more often at US borders in recent years than in any other country. This indicates U.S. law enforcement is doing a good job of catching illegal imports despite limited resources. However, it also means Americans are ignoring the law and continuing to fuel demand for ivory.

TRAFFIC investigators examined U.S. Government seizure records for ivory, researched the domestic ivory market and

*continued on page 14...*

# EU-TWIX - a tool to strengthen wildlife trade enforcement in the enlarged EU

by Alexandre Affre and Stephanie Theile, TRAFFIC Europe Regional Office

TRAFFIC Europe in partnership with the Belgian Federal Police, Customs and CITES Management Authority have designed EU-TWIX (trade in wildlife information exchange), which consists of a database and an email list-server that aim to facilitate communication and information exchange on illegal wildlife trade among the national law enforcement agencies of the 25 EU Member States. EU-TWIX, which is co-funded by the European Commission, will hold records of illegal wildlife trade and host a network of enforcement contacts within EU. It is designed to become a hub of useful data and reference information that will assist enforcers in risk assessments and support investigations in the field of illegal wildlife trade.

National law enforcement agencies in the EU play a crucial role in the efficient implementation of EU Wildlife Trade Regulations through their efforts in combating illegal wildlife trade into and from the EU as well as within the common single market of its 25 Member States. Because enforcement matters remain under the sovereignty of each EU Member States and are not formally co-ordinated at EU level, effective information exchange and co-operation among the various enforcement agencies such as Customs, Police, Environmental Inspectorates and Veterinary Services among others, are of great importance. This has become an even greater priority since May 2004, when 10 new countries joined the EU and the population grew from 370 to 450 million people.

**Caroline Raymakers, Director of TRAFFIC Europe (l.) and Georges Evrard, Head of the CITES MA of Belgium inspecting an illegal shipment of over 800kg of caviar seized in Brussels, Belgium in December 2004.**



Pol Meuleneire, GAD Team, Belgium

EU-TWIX started in May 2004 and consists of two complementary components: An internet-based and access-secured database on detected cases of illegal wildlife trade that have been reported by EU Member States and an email list-server that will serve as a platform to exchange information, expertise and experience among wildlife trade enforcement officers in the EU.

The EU-TWIX database is being developed by the Belgian Federal Police and TRAFFIC Europe in close consultation with the World Customs Organisation (WCO) and with the advice of Interpol and the CITES Secretariat. It consists of two main areas: CITES seizures and confiscations from the 25 EU Members States containing, for example, information on species and specimens involved, trade routes, modus operandi and smuggling techniques. Authorised enforcement officers will be able to enter the database through a password system to record new information as well as extract data for operational or strategic analysis, for example, to identify trends or to assist in investigations. A multi-criteria search engine, which will be part of the database, will further assist authorised officers to extract information selectively from the system. The database will not contain personalized information, such as names of offenders or companies, but will allow enforcement officers to obtain such information on a case-by-case basis through

direct contacts with their counterparts in any other EU Member State.

The second area of the EU-TWIX database contains relevant reference and background information on technical, scientific and economic aspects, such as values of specimens, a list of EU forensic and scientific experts relevant to the field of wildlife trade as well as a list of rescue centres where confiscated specimens can be kept and/or be disposed of.

In September 2004, at the 9th meeting of the EU Wildlife Trade Enforcement Group, TRAFFIC Europe presented EU-TWIX to CITES enforcement officers, representatives of CITES Management Authorities, the European Commission, the CITES Secretariat and WCO. The large majority of representatives showed high interest and commitment to support the EU-TWIX database as well as the list-server. In addition, TRAFFIC Europe is working with WCO and Interpol in order to assess the feasibility of exchanging information between EU-TWIX and other existing tools, such as the Customs Enforcement Network database of WCO.

It is hoped that EU-TWIX, once operational in mid-2005, will contribute greatly to joint wildlife trade investigations carried out within the EU. The key to the success of EU-TWIX is the strong and enthusiastic participation that enforcement agencies of all Member States are committed to offer. This formal participation of the 25 countries depends upon the official designation of the most appropriate contacts at national level and their clear responsibility and capacity to collect and provide all relevant data and information for EU-TWIX.

For further information, please contact TRAFFIC Europe Regional Office.





# Review of Canada's Implementation of CITES

by Ernie Cooper, National Representative, TRAFFIC North America-Canada

A new report by TRAFFIC North America-Canada *CITES, eh? The implementation of CITES in Canada since WAPRIITA* highlights a complex issue of CITES administration and enforcement in the country, and makes a number of recommendations aimed at improving these activities in Canada. The goal is to assist Canadian authorities to fill the gaps in CITES implementation and thereby regain the role Canada established in 1975 as a leader in the international CITES community.

Canada was the 10th nation to ratify CITES in 1975. Like all Parties to CITES, Canada is responsible for implementing the provisions of the Convention by incorporating them into its domestic law.

WAPRIITA, Canada's domestic legislation for the enforcement of CITES, received Royal Assent in 1992 although it did not come into force until 1996, when the enabling regulations, the Wild Animal and Plant Trade Regulations, were passed.

WAPRIITA provides a legislative basis for the regulation of trade in specimens covered by CITES. It goes beyond the basic obligation of prohibiting trade contrary to CITES and surpasses the provisions in CITES which require domestic legislation. Furthermore, the penalty and enforcement structure in WAPRIITA provides a model approach that other Parties could be encouraged to follow.

However, the findings of the TRAFFIC report indicate that despite Canada's early ratification of the Convention and devel-

opment of strong legislation, CITES does not appear to be a priority for the Canadian Government as a whole or for Environment Canada, the department charged with ensuring that the Convention is effectively implemented. Insufficient human and financial resources have been directed at administering and enforcing the Convention and as a result, there are significant gaps in these areas.

Gaps exist in the collection and publication of trade data; the lack of a policy for implementing CITES Decisions and Resolutions; and Environment Canada's inconsistent record for meeting the legal requirement to amend the WAPTR within 90 days after changes to a CITES Appendix.

Insufficient funding has resulted in there being the equivalent of only 18 full-time Federal Game Officers enforcing CITES in all of Canada, and of these, only eight conduct inspections of wildlife imports and exports. Additional gaps include the poor collection and management of enforcement and trade data; the lack of certain inter-agency agreements; and the failure to correctly enforce the personal and household effects exemption section of the WAPTR.

The full report will be available in the near future. For further information, contact TRAFFIC North America-Canada office, for contact details see page 16.

TRAFFIC thanks AGF Management Limited and the Schad Foundation for their generous support of this report.

## First choice or fallback? CITES Appendix-III

A TRAFFIC report released in December 2004 takes a close look at the appropriateness of Appendix III of CITES as a tool for conserving marine species. The study contributes towards improved understanding of Appendix-III in relation to its application to marine species and provides adviser assistance to CITES Parties considering listing marine species in Appendix-III. Furthermore, the report highlights areas relative to marine species and Appendix-III that may require clarification by the CITES CoPs.

Three marine species were chosen for case studies to review the application of Appendix-III conditions to trade in such species in general. These were the Great White Shark *Carcharodon carcharias* (formerly in Appendix-III, now uplisted to Appendix-II), the Eastern Pacific sea cucumber species *Isostichopus fuscus* (currently in Appendix III) and the abalone *Haliotis midiae* (a possible candidate for Appendix-III listing).

The report makes recommendations for better use of Appendix-III for prospective listing Parties, listing Parties and CITES Parties in general as well as recommendations specific to the three case study species (for further information on recent TRAFFIC work on South African abalone, see also <http://www.traffic.org/news/press-releases/abalone.html>).

TRAFFIC thanks The David and Lucile Packard Foundation for the generous support of this report.



To obtain a copy of the report *CITES, eh? The implementation of CITES in Canada since WAPRIITA*, contact TRAFFIC North America-Canada or see future updates on [www.traffic.org](http://www.traffic.org).



To obtain a copy of the report *First choice or fallback? An Examination of issues relating to the application of Appendix III of CITES to marine species*, visit TRAFFIC website at [www.traffic.org](http://www.traffic.org) or contact TRAFFIC International.

# Precautionary principle project shows results

by Rosie Cooney, Co-ordinator of Precautionary Principle Project

What do conserving sea turtles, protecting forest elephants, and making non-detriment findings for mahogany have in common? Decision-makers in these various areas wrestle with a common problem: scientific uncertainty. The right conservation decisions need to be made, often balancing other priorities such as livelihoods and development, in the face of huge gaps in scientific information. The precautionary principle is an important guide to decision-making in these circumstances, but what does it mean? How should it be applied? Does it mean no risks should ever be taken? How can risks to biodiversity and risks to livelihoods be balanced?

These questions are being tackled by TRAFFIC in partnership with IUCN, ResourceAfrica and Fauna & Flora International in an on-going collaborative initiative. Since late 2002, these organizations and many partners have been engaged in analyses, case studies, workshops and dialogue exploring the impacts and implications of the precautionary principle for both conservation and for livelihoods and development.

In April/May this year the project will be seeking input on draft "best-practice" guidance for applying the precautionary principle. This will be reviewed and debated at an international workshop in July 2005.

A new publication of broad interest for conservation decision-makers titled *The Precautionary Principle in Biodiversity Conservation and Natural Resource Management: an issues paper for policy-makers, researchers and practitioners* examines the meaning of the precautionary principle and its incorporation into biodiversity and natural resource management law and policy nationally and internationally. It also discusses a series of issues raised by its implemen-

tation in this sector, including equity implications, potential for misuse, relationship to the ecosystem approach and adaptive management.

Research also continues through a set of some 30 case studies nearing completion across the globe. These address sectors as diverse as invasive species, aquaculture, deep sea fisheries, whales, community forest management, non-timber forest products, bushmeat, and wildlife trade; in countries including Kenya, Uganda, Cameroon, India, The Philippines, Uruguay, Venezuela, Argentina, Costa Rica, Australia, and the EU. The case studies will include analysis of impacts on conservation, trade as well as development.

During 2004 two regional workshops (for East/southern Africa and South/South-east Asia) have led to the identification of key issues and problems, and have stimulated dialogue and discussion on precaution between policymakers, practitioners and academics. This dialogue is soon to be continued in Quito, Ecuador, where TRAFFIC is hosting the third and final regional dialogue meeting in March 2005.



All details of activities and outputs mentioned in this article are available on the Precautionary Principle initiative website at [www.pprinciple.net](http://www.pprinciple.net).

The Precautionary Principle project is supported by the European Union. For further information, please contact the Project Co-ordinator Rosie Cooney at [rosie.cooney@fauna-flora.org](mailto:rosie.cooney@fauna-flora.org).

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*continued from page 11...*

...posed as prospective ivory buyers online to learn about the ease with which overseas ivory dealers get their goods across the US border. It was clear that the Internet has emerged as a major vehicle for selling ivory around the world, allowing anyone with a computer to buy and sell ivory anonymously. The high

volume of ivory being bought by Americans online is a serious concern. When TRAFFIC investigators posed online as potential buyers, ivory sellers and other buyers stated that getting ivory into the USA would not be a problem.

Much of the overseas ivory being offered to Americans online appears to come from China, the country with the biggest illegal ivory market in the world,

according to international trade records.

For more information, see TRAFFIC website at [http://www.traffic.org/news/press-releases/ivory\\_markets\\_usa.html](http://www.traffic.org/news/press-releases/ivory_markets_usa.html). TRAFFIC thanks Francis H. Lane bequest, whose generous support made this report possible.

# Pet trade in live freshwater turtles and tortoises in Japan

A TRAFFIC East Asia-Japan investigation into Japan's pet trade in live freshwater turtles and tortoises is nearing completion and will be released later this month. It demonstrates a major role Japan plays as the largest importer of live freshwater turtles and tortoises as pets in the world.

Over 250 000 live freshwater turtles and tortoises were imported to the country between 1981 and 2001 and imports of CITES-listed live turtles and tortoises have increased dramatically over the period, feeding into a vast domestic pet market for these species.

TRAFFIC's investigations took place in 2002 with analysis of Internet websites, specialized magazines for collectors of the species, and visits to 32 shops in Tokyo metropolitan, Kanawaga, Siatama, Chiba, Osaka, Kyoto and Aichi Prefectures.

The study found that over 190 different species of freshwater turtles and tortoises are sold in Japan. Sixty-eight of these species are listed in CITES Appendices, three in Appendix-I, 62 species in Appendix-II and three in Appendix-III. Eleven of the 20 species most heavily traded in Japan are tortoises on CITES Appendix-II. These include also the Indian Star Tortoise, which was found in 30 shops visited, and accounted for the most expensive individual found on sale, an albino Indian Star Tortoise for JPY2 500 000 (USD20 900).

There are many seizures, with specimens originating mainly from other countries in Asia that indicate Japan to be an end market for smuggled tortoises and turtles. Customs data must be more specific, however, to fully understand Japan's impact on wild populations of

these species. Border controls must be strengthened to prevent the on-going illegal trade, yet Japan's Customs service is poorly equipped to identify the species in trade.

The TRAFFIC investigation makes a number of recommendations to strengthen and broaden the trade monitoring system and improve the legislative and regulatory framework that protects live turtles and tortoises in Japan. In the light of the TRAFFIC investigation, Japan's impact on these species needs to be carefully monitored to ensure that the trade is maintained at sustainable levels.

TRAFFIC thanks WWF-Japan for the generous support for the report. For more information, see forthcoming news on the TRAFFIC website or contact TRAFFIC East Asia-Japan office. For contact details, see page 16.

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# TRAFFIC DISPATCHES

Number 24 July 2005

## Illegal trade in orang-utans and gibbons continues in Indonesia

by Julia Ng, Programme Officer, TRAFFIC Southeast Asia

Orang-utans and gibbons are still traded and kept as pets in Java and Bali despite having been legally protected in Indonesia since 1931, according to a new TRAFFIC Southeast Asia report. It calls for action to create greater awareness among the judiciary, enforcement agencies and general public to ensure that trade in the endangered primates is treated as a serious crime.

The report titled *In Full Swing, An Assessment of Trade in Orang-utans and Gibbons on Java and Bali, Indonesia* analysed data from 1994-2003 based on information collected from 35 wildlife markets in 22 cities across the two islands. TRAFFIC investigators found a total of 559 orang-utans and gibbons during the surveys, many on sale or being illegally traded in "bird markets" locally known as *pasar burung*.

The actual numbers of animals sold from the "bird markets", however, are largely unknown. "Better monitoring of wildlife markets would enable more accurate analysis of the trade in primates as well as other wildlife species that continue to be sold in these markets," said James Compton, Director of TRAFFIC Southeast Asia. "This would definitely help increase the efficiency of law enforcement."

Orang-utans and gibbons are listed in Appendix I of CITES, prohibiting any international trade in these animals. Under Indonesian law, orang-utans and gibbons are classified as "protected", which forbids

capturing, killing, possessing and trading these species. Penalties for breaking the law can total up to IDR100 million (USD10 455) in fines and up to five years of imprisonment.

However, the TRAFFIC report found that people who hunt, keep and trade in orang-utans and gibbons are rarely punished. In all, fewer than 10% of all persons that had specimens confiscated from them were actually prosecuted. It appears that many law enforcement personnel, including judges and prosecutors do not see trade in or possession of protected species as pets as a serious offence.

The report found that from the estimated 40 000 wild population of the Borneo Orang-utan, trade on Java and Bali alone may be contributing to an annual loss rate which corresponds to up to some 1000 individuals a year, or one to three orang-utans a day. This does not necessarily include loss due to habitat destruction.

Adi Susmianto, the Director of Biodiversity Conservation at PHKA, Indonesia's CITES Management Authority, said: "Indonesia is fully committed to step up enforcement at major exit and entry points which is clearly needed to ensure that species are not smuggled out of Sumatra and Kalimantan to other countries or within Indonesia, to Java and Bali. Most importantly, the habitat of the orang-utans and gibbons must be protected to stop such endangered species from being poached."



TRAFFIC Southeast Asia  
Julia Ng

Both orang-utans and gibbons are hunted and traded to satisfy persistent demand for pets. Orang-utans are the most expensive primates for sale in the markets of Indonesia and are kept in households as status symbols. Orang-utans are also in trade for the entertainment industry. In November 2003, the Thai Authorities seized 115 orang-utans from the premises of Safari World in Bangkok and the source of these great apes was reportedly from Indonesia. The case is ongoing, and the Government of Indonesia has requested the repatriation of the remaining orang-utans from Thailand on a number of occasions.

"Also, the general public needs to understand that buying and keeping an orang-utan or gibbon as a pet is contributing to the depletion of wild populations," added Compton. "Not only is it against the law to purchase and keep these animals in Indonesia, but it is destroying the country's precious natural heritage."

*Generous funding support for this report was received from WWF-Germany, WWF-UK and WWF-Netherlands.*

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Inside: Managing a logging boom in Tanzania.

TRAFFIC East/Southern Africa

# WWF and IUCN sign a new agreement to guide future of TRAFFIC

**O**n 29 April 2005 the Directors General of WWF and IUCN - the World Conservation Union signed a new agreement to guide the future development of TRAFFIC - the wildlife trade monitoring network.

Welcoming the new agreement, TRAFFIC Executive Director Steven Broad said: "this is both an endorsement of TRAFFIC's strong track record to date and a declaration of WWF and IUCN's ambition to step up their joint efforts to help address wildlife trade as a key element of biodiversity conservation and human development".

TRAFFIC was established in 1976 and works under a unique arrangement as a joint WWF and IUCN programme, with a distinct profile, a strong reputation for sound and impartial analysis and a rich history of achievement. It operates through seven regional programmes with staff based in 24 countries, co-ordinated by TRAFFIC International, based in Cambridge, UK.

TRAFFIC plays a specialised leadership role within the programmes of both WWF and IUCN: developing and communicating knowledge on wildlife trade issues and trends, and supporting the development and application of practical policies and solutions.

The new agreement between WWF and

IUCN draws on lessons learned from a comprehensive external review of TRAFFIC's work carried out in 2003 and further strengthens their 25-year partnership to address the diverse conservation and socio-economic challenges and opportunities presented by trade in wild animals and plants.



Directors General Claude Martin, WWF (left), Achim Steiner, IUCN (right) and Chris Hails, the Chair of the TRAFFIC Committee signing a new agreement to guide the future development of TRAFFIC, 29 April 2005, Gland, Switzerland.

## Staff news

### March 2005

*Crawford Allan*, Regulation & Enforcement Support Co-ordinator at TRAFFIC International transferred to work as Deputy Director of TRAFFIC North America, though he still acts as global enforcement assistance focal point for the TRAFFIC network.

*Luan Xiaofeng* joined TRAFFIC East Asia-China office as China Wildlife Trade Enforcement Assistance Officer.

### April 2005

*Amelie Knapp* joined TRAFFIC Europe Regional Office as Senior Research Officer, based in Cambridge, UK.

### May 2005

*Shelly Wade* joined TRAFFIC North America as Programme Administrator.

*Rob Parry-Jones*, representative of TRAFFIC Oceania South Pacific Programme completed his work in Fiji and took on the role of UK Enforcement Support Officer in the absence of *Stephanie Pendry* who is on maternity leave.

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## New TRAFFIC Committee Chair selected

At its last meeting in May 2005, TRAFFIC's governing body, the TRAFFIC Committee selected *Dr Gerhard van den Top* as its new chair. Gerhard works as Conservation Director of WWF-Netherlands, a major supporter of TRAFFIC's work, and brings a wealth of experience to this important role.

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### TRAFFIC Dispatches

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

TRAFFIC Dispatches is published to keep partners and supporters informed about our activities and accomplishments.

TRAFFIC works in co-operation with the Secretariat of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES).

# TRAFFIC

is a joint programme of



**IUCN**  
The World Conservation Union



# Tiger range States urged to take action on CITES recommendations

by Samuel Lee, Senior Programme Officer, TRAFFIC East Asia

Recent reports regarding the decline in Tiger populations in some protected areas in India have forcefully re-focused the attention of the international conservation community on the threats facing Tigers in the wild. While great progress has been made in Tiger range States since the CITES Tiger Missions were first conducted in early 1999, much still needs doing. TRAFFIC is focussing its efforts to support wide collaboration between the Tiger range States and other stakeholders to address number of issues of concern threatening these highly endangered big cats.

The issue of illegal trade in Tigers was discussed at the 53rd Meeting of the CITES Standing Committee, where the USA proposed a series of actions, including a call for China, India, and Nepal to report on their implementation of the recommendations from the 1998 Tiger Technical Mission and Political Missions, as well as their regional law enforcement efforts and any national controls that have been implemented and their effect in reducing or halting the poaching and illegal trade. The Standing Committee requested that all range States of Asian Big Cats report to the 54th Meeting of the Standing Committee next year on their work in combating illicit trade in specimens of Asian Big Cat species and their implementation of the recommendations of the CITES Tiger Missions.

In addition, the Standing Committee also directed the CITES Secretariat, in conjunction with the North America Wildlife Enforcement Group, to undertake an analysis of intelligence relating to illegal trade and report on this subject at the next Standing Committee meeting.

The CITES Tiger Missions were conducted as a result of a decision taken at the Tenth Meeting of the Conference of the Parties to CITES in 1997 calling on the Standing Committee to undertake technical and political missions to tiger range and consumer States to assist in developing strategies for improving control of Tiger trade and related activities. The Missions visited 14 range and consumer States and made a series of recommendations addressing legislation and enforcement, anti-poaching efforts, public education and outreach, and other domestic controls.

Prior to the 50th Meeting of the CITES Standing Committee held in March last year, TRAFFIC conducted a quick

assessment of key recommendations from the CITES Tiger Missions Technical Teams for eight East and Southeast Asian countries concerned, namely Cambodia, China, Indonesia, Japan, Malaysia, Myanmar, Thailand and Viet Nam. This assessment indicated that there continued to be implementation gaps and difficulties. Key needs identified included the establishment of specialized enforcement units, inter-agency co-ordination and intelligence-gathering in range States beyond India, China and Nepal. Such weaknesses were also evident in a TRAFFIC report on Tiger trade in Sumatra published in March 2004 (see *TRAFFIC Dispatches* No22).

With this year's Standing Committee decision, TRAFFIC is keen to work with key range States and consumer countries in analyzing recent progress on strengthening the enforcement of laws pertaining to Tiger trade, and prioritizing key interventions needed. TRAFFIC also hopes to meet the challenge of addressing the Tiger trade through ongoing monitoring, assessment and analysis of trade dynamics and trends.

Strengthened law enforcement assistance will also be a focus of TRAFFIC's work, including the provision of intel-

ligence information, encouraging international co-operation between enforcement agencies, capacity building and the provision of law enforcement tools. Recent enforcement tools include also a bilingual training toolkit in English and Chinese languages, including a brief section on identification of Tiger parts in trade. This manual, prepared by TRAFFIC East Asia-Taipei, has been provided to customs officials to help them in their investigations.

Regional trans-boundary co-operation is essential if countries are to effectively address Tiger trade 'hot-spots'. South Asia Wildlife Trade Workshops organised by TRAFFIC in Nepal in April last year developed a series of recommendations, such as the establishment of national Wildlife Law Enforcement Committee at Federal and State/Provincial levels and the establishment of a South Asian Regional Wildlife Enforcement Network.

Hopefully, these recommendations can be further developed and acted upon in forthcoming regional fora such as the Silk Road CITES Enforcement Seminar being organized in August 2005 by the CITES Secretariat and CITES Management Authority of China with assistance from TRAFFIC East Asia.



*Panthera tigris altaica* L.,  
Amur tiger

Julia Ng / TRAFFIC Southeast Asia

# Regional action needed to strengthen CITES implementation for medicinal plants

by Sabri Zain, Advocacy and Campaigns Director, TRAFFIC International



With much of the developing world's population depending on traditional medicine to meet daily health requirements, and widespread use of plant-based remedies in modern pharmaceutical products, maintaining medicinal plant harvest and trade within sustainable levels presents a major challenge. As a result of high demand for medicinal plants harvested from the wild around the world, there have been numerous cases of overexploitation. As a result, a variety of species of medicinal plants have been included in Appendix II of CITES to ensure that their international trade is regulated and associated harvests do not have a detrimental impact on their long-term survival.

However, concern remains that many of these CITES-listed medicinal plant species continue to be threatened by unregulated and illegal trade, owing to a lack of CITES implementing legislation or regulations, weak trade controls and poor regional co-operation with regard to management and trade of medicinal plant resources.

In 2004, the German Federal Agency for Nature Conservation - Bundesamt für Naturschutz (BfN) - contracted TRAFFIC to undertake a review of the status, use, trade and trade controls for seven of these species - *Cistanche deserticola*, *Dioscorea deltoidea*, *Nardostachys grandiflora*, *Picrorhiza kurrooa*, *Pterocarpus santalinus*, *Rauvolfia serpentina* and *Taxus wallichiana*. These were selected based on indications that implementation of CITES trade controls remains problematic, and that international trade continues to contribute to their decline despite CITES listings and earlier reviews.

For example, the Himalayan herb *Nardostachys grandiflora* is not only prized as a traditional medicine in the region, but also used in cosmetics, perfumes and incense - including a small but increasing trade to Europe and North America. The species was included in Appendix II in 1997. However, there are no CITES-related controls on its importation into India, the main market for this species, due to a lack of CITES implementing legislation covering imports of this species into India, and ineffective export controls in Nepal. Trade patterns for another CITES-listed medicinal plant species, *Taxus wallichiana*, or Himalayan Yew, a source of the anti-cancer drug Paclitaxel, are less clear, with much of the trade appearing to involve extracts rather than raw materials. However, there is concern that harvest from the wild of this and other Asian *Taxus* species is resulting in population declines.

A summary of the findings of this study were presented at the 15th Meeting of the CITES Plants Committee in Geneva last May. They indicated that gaps in effective CITES implementation still exist and that there was merit in including several of these species within the next phase of the CITES Review of Significant Trade. This is a review of biological, trade and other relevant information to identify problems concerning the implementation of CITES provisions, particularly CITES Article IV (ensuring that exports are maintained within sustainable levels), and possible solutions. Non-compliance by any State with the recommendations of the Plants Committee resulting from this review may ultimately lead to a recommendation by the CITES Standing Committee to suspend trade with that State in specimens of the species concerned.

In addition, the review also recommended greater regional co-

operation between the countries involved to strengthen CITES implementation and enforcement for these species. For example, the trade treaty between Nepal and India should be modified in order to reflect CITES requirements, and attention be given by CITES Authorities of both countries to the lack of CITES implementation for *Nardostachys grandiflora* and other CITES-listed species when traded from Nepal to India.

The Plants Committee subsequently selected *Nardostachys grandiflora*, *Taxus wallichiana*, *Pterocarpus santalinus* and *Rauvolfia serpentina* for inclusion in the Significant Trade Review. In addition, the CITES Secretariat indicated that it would be using the results of the study in a mission to South Asia to promote improved management regimes in the countries highlighted in the study's recommendations such as India and Nepal. The detailed assessments and recommendations of the review will be published later this year and it was agreed that these would be further discussed at the 16th Meeting of the Plants Committee in 2006.

While these developments are a step in the right direction, TRAFFIC hopes that the relevant range and consumer States, including China, Bhutan, India, Nepal, and Pakistan will themselves initiate a regional response to the unsustainable trade in these species. With much of the trade in these commodities being intra-regional, it is essential that there are the most effective levels of co-operation, collaboration and integration of efforts to maintain harvests and trade within sustainable levels.

In addition, it is critical that approaches encouraging more effective CITES implementation are designed taking into account the needs of rural harvesters. International trade in several of these species provides an important source of rural income in the range States, particularly within Nepal. Because of the importance of harvests and trade to rural livelihoods, it is imperative that countries concerned act so to ensure the effective management and sustainable use of these vital resources for many decades to come.

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# CITES acts to strengthen mahogany listing

by Bernardo Ortiz, Regional Director, TRAFFIC South America

Two and half years on from listing Big-leaf Mahogany *Swietenia macrophylla* in CITES Appendix II at the Twelfth Meeting of the Conference of the Parties to CITES in 2002 (CoP12), serious concerns persist over the legality of mahogany entering the international market and whether it being sustainably harvested. It is evident that much needs to be done to ensure its effective implementation.

This despite the inclusion of Big-leaf Mahogany *Swietenia macrophylla* in CITES Appendix II having been viewed as a major step towards the sustainable management of this important tropical timber species. More significantly, it was also an indication of the growing acceptance by the international community of CITES as a useful tool for the sustainable use and management of commercially valuable timber. For many, the mahogany listing was viewed as a showcase for promotion of sustainable trade in timber species under CITES.

Concerns related to effective implementation of the listing were raised again at the 15th meeting of the CITES Plants Committee last May, where Parties agreed to re-establish the Big-leaf Mahogany Working Group.

The original "Mahogany Working Group of the Conference of the Parties" (MWG) was established at CoP11 in 2000 to address the apparent lack of regional cohesion, co-operation and integration of efforts related to mahogany conservation and trade. Consisting of range States and key consumer countries, the MWG was charged to review the effectiveness of Appendix III listings, analyse legal and illegal trade; review studies of the status of the species; and encourage exchange of information among CITES Management and Scientific Authorities. The Group reported its findings and recommendations for consideration at CoP 12 where Big-leaf Mahogany was subsequently listed in Appendix II.

The newly re-established MWG will comprise of at least the two Plants Committee representatives of Central and South America and the Caribbean; the two representatives of Europe; Brazil, Bolivia, Peru, Nicaragua, Belize (as major exporting range States), the US and a representative of the EU (as major importers). TRAFFIC, WWF and Fauna and Flora International were also accepted as members of the Group.

The MWG is tasked with assisting range States in preparing and officially adopting, as a priority, mahogany management plans at national and sub-regional level; undertaking inventories of mahogany populations, including their range, population size and conservation status; and initiating capacity-building programmes.

The MWG is also to report on progress made at the 16th Meeting of the Plants Committee in 2006. If the Plants Committee then deems that progress made is insufficient, it will include Big-leaf Mahogany in the Review of Significant Trade process. This is a review of the biological, trade and other relevant information to identify problems concerning the implementation of CITES provisions, and possible solutions. Non-compliance by any State with the solutions recommended by these Committees may ultimately lead to a recommendation by the CITES to suspend trade with that State in specimens of the species concerned.

TRAFFIC welcomes the re-establishment of the MWG and hopes that it will address a number of critical issues that are being faced both by range States and consumer countries.

However, although CITES is applying pressure through its mechanisms where none exist elsewhere for timber species in international trade, the challenge for CITES and its member countries remains. This is to prove that the revitalisation of the working group and other international measures now in place can catalyse much needed conservation action nationally and move the current status quo towards more practical, long-term conservation solutions.

A number of range States are in critical need of technical assistance and improved capacity in areas such as undertaking non-detriment findings and monitoring and verification of management plans. TRAFFIC hopes to see greater efforts by range States to curtail illegal logging and strengthen forestry management, including activities such as supporting the development of inventories, strengthening logging, trade chain and cross-border controls and the use of criteria and indicators for forestry management and certification. Also the role of key consumer countries and issues such as responsible buying policies, market information, tariff code harmonisation and certification needs critical attention.



Big-leaf Mahogany *Swietenia macrophylla*, Alto Purus Reserved Zone, department Ucayali, Peru.

© WWF-Canon / André BARTSCH

However, first a number of cross-cutting issues need addressing - particularly related to governance and the broad environmental, social and economic issues. CITES-specific measures are a step in the right direction and CITES has been arguably the only international instrument available to initiate a process needed to resolve the problems at hand. But much more initiative is needed from the range States themselves. TRAFFIC believes that illegal logging and over-exploitation of mahogany can be addressed effectively only in the wider context of biodiversity conservation, national development, transparency and social equity with a full commitment by all stakeholders with a vested interest in conservation of this commercially valuable and threatened species.

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# Action plan to crack down on domestic ivory markets in Africa needs major boost

Eight months after African countries announced a continent-wide action plan to crack down on their domestic ivory markets, the single most important factor in the international ivory trade, unregulated markets continue trading ivory openly throughout Africa, according to new surveys by TRAFFIC. Also the 53rd Meeting of the Standing Committee in June noted that illicit trade in ivory continued to occur at significant levels and instructed the CITES Secretariat to monitor the illicit trade closely.

The tusks of between 4 000-12 000 elephants are needed to meet the annual production needs of local ivory carvers in Africa each year, and virtually all of this ivory is from illegal, unsustainable sources. The CITES action plan calls on all African Elephant range States to either strictly control the trade from carvers and manufacturers through retailers to end-use consumers, or shut the trade down altogether.

Egypt, which has no elephants in the wild, has harboured one of Africa's largest domestic ivory markets in the past. Though less thriving than seven years ago, it still poses a major threat to effective elephant conservation efforts. A new TRAFFIC report, *No Oasis: Egyptian ivory trade in 2005*, documents the availability of more than 10 000 worked ivory products in three Egyptian cities in March/April 2005. While this is half the level documented in 1998, the trade still represents ivory from the equivalent of between 310 and 875 elephants.

Egypt is not an African Elephant Range State and so is not targeted under the CITES action plan. However, the Standing Committee has this year instructed the CITES Secretariat to include countries in Africa that are not elephant range States when monitoring illicit trade in ivory.

"The Government of Egypt is certainly making progress on its own, but accountability to the CITES oversight process will mark an important step in speeding things along", said Tom Milliken, Director of TRAFFIC's programme in Africa. "Law enforcement data from Egypt also indicate that over 80% of the raw and worked ivory seized from 2000 onwards has originated from Sudan, a country where, earlier this year, the domestic ivory trade was reported to be on the increase."

TRAFFIC researchers also documented more than 500 ivory products for sale in the duty-free departure lounge of Maputo's international airport earlier this month. This traffic is in flagrant violation of CITES, and the Mozambican authorities have failed to act in the past.

"Mozambique has ignored numerous opportunities to stop this violation of CITES, but continues to allow illegal ivory trade with impunity. It's time to take decisive action", said Milliken.

At the 53rd Meeting of the Standing Committee, South Africa, on behalf of the Southern African Development Committee (SADC), agreed to assist relevant range States, especially Angola, Lesotho and Mozambique.

The TRAFFIC survey in Ethiopia earlier this spring found a major reduction in the scale of the country's ivory trade with only five of 82 shops surveyed selling a total of 78 ivory products. This is remarkable, as Ethiopia has been one of Africa's biggest unregulated ivory markets and earlier last year TRAFFIC found over 3500 ivory products on sale.

"Ethiopia deserves to be commended for undertaking a range of actions, including enhanced law enforcement both at border points and within the marketplace and improved reporting to and participation in ETIS, the Elephant Trade Information System," Milliken said.

Concerted effort since early 2004 to crack down on the domestic ivory trade demonstrates how relatively small investment in capacity-building can help to leverage a significant enforcement effort. Ethiopia's co-ordinated action serves as an example for other countries to follow. TRAFFIC and WWF are willing to provide similar help to other states who need support in building their capacity to implement the CITES action plan and to close down illegal domestic ivory markets.

The CITES Secretariat was instructed by the Standing Committee to provide a detailed report on the implementation of the action at its 54th meeting in 2006.



Tom Milliken / TRAFFIC East/Southern Africa

Carved ivory tusks seized, Cairo, Egypt, 2005.

The Khan al-Khalili market in Cairo has the greatest number of ivory items - about 4000 - of any market in Egypt.



Edmond Martin

# Clearer progress needed on sturgeon agreement

by Sabri Zain, Advocacy and Campaigns Director, TRAFFIC International

The Caspian Sea range States have taken remarkable steps forward in addressing many of the threats to sturgeon species and implementing many of the measures outlined at the 45th meeting of CITES Standing Committee held in Paris in June 2001. At the CITES CoP13 last October, these efforts were further strengthened and broadened. However, gaps remain in a number of key areas and there is a critical need to establish a longer-term process that will implement the crucial next steps to ensure the conservation and sustainable use of sturgeon in the Caspian Sea as well as in other Eurasian basins.

In response to on-going and increasing problems facing sturgeon and paddlefish fisheries around the world, the 11th meeting of the CITES Conference of the Parties in 2000 included the 25 Appendix-II listed species of Acipenseriformes in the CITES Significant Trade Review. TRAFFIC was contracted to review the first 10 priority species and present the results at the 16th meeting of Animals Committee where the recommendations in the Review were agreed. As a result, Azerbaijan, Kazakhstan, the Russian Federation and Turkmenistan, all range States of the Caspian Sea, committed themselves to a series of urgent measures in the so-called Paris Agreement, including a collaborative basin-level management system for sturgeon fisheries, efforts to combat illegal harvesting and trade, regulation of domestic trade and establishment of a caviar labelling system.

Despite the progress made so far, at the 5th International Symposium on Sturgeon held in Ramsar last May, more than 200 sturgeon experts and scientists from around the world recognised that the status of wild populations of Eurasian Acipenseriformes species had never been as alarming and that all existing initiatives should join forces to consolidate their actions. Similar concerns were discussed at a workshop organised by WWF-Danube Carpathian Programme for an action plan on Danube sturgeons held in July 2005.

With regard to domestic trade in sturgeon products, including the labelling of all caviar produced, some countries still do not have adequate legislation to implement the Convention and it is not clear if all range States have assessed the effectiveness of their legislation. Illegal domestic trade in a number of these countries may have become an even bigger threat to sturgeon conservation than the international trade. Efforts must be

made to strengthen legislation to effectively control catch and trade in their products for domestic and international markets. Also, knowledge about domestic trade should be an essential component in the formulation of non-detriment findings for trade.

It is also important that available and relevant information is provided on the illegal trade as well as on specific measures taken to tackle illegal practices, including poaching and smuggling. This, in order to evaluate their effectiveness and impact in the region, as well as in importing countries.

In the context of the Significant Trade Review, while it is understood that range States have provided the CITES Secretariat with information on management programmes for shared sturgeon stocks, a verification process needs to be undertaken to determine if these programmes have been implemented effectively and are applying high standards of science-led management according to the agreed timeframes.

While most of the attention so far has been on Caspian Sea stocks, clear actions are needed in other Eurasian regions where sturgeons are also exposed to illegal catch and trade. Countries at the 53rd Meeting of the CITES Standing Committee last month raised concerns over the uncertainty that remains with

regard to the status of sturgeon stocks of the Amur River, the Sea of Azov and the Black Sea and the implementation of management measures for these stocks. It is therefore crucial that this situation is clarified and actions identified (including up-to-date targeted recommendations with deadlines) that address all Eurasian populations of the ten species of concern and all the relevant range States of the Amur River, Sea of Azov, Black Sea and Caspian Sea.

In addition, the Standing Committee did not agree with the CITES Secretariat's conclusion that Azerbaijan, Kazakhstan, the Russian Federation and Turkmenistan have demonstrated that export of specimens of Acipenseriformes comply with the provisions of Articles 2 (a), 3 and 6 of the Convention and that the pending recommendation to suspend imports of all specimens of these species could be withdrawn. The Standing Committee requested for further information on this.

Ultimately, a clear action plan and implementation mechanisms are needed to ensure the mitigating measures above are implemented. To this purpose, the Animals Committee should be given a precise mandate that will allow for concrete and on-going work. The action plan should also provide for the active involvement of the widest range of relevant stakeholders, such as independent experts and scientists, technicians from the industry (including fisheries and aquaculture), inter-governmental organisations such as the Food and Agriculture Organization and the IUCN Sturgeon Specialist Group, as well as non-governmental organisations. Its formulation and implementation must be considered as part of the Significant Trade Review process of CITES - currently, the only forum available where unified and political efforts can be stimulated by the international community



# Rhino horn stockpile management improvements witnessed in east and southern Africa

by Simon Milledge, Deputy Director, TRAFFIC East/Southern Africa

Rhino horn stockpiles continue to grow in most African rhino range States, accumulating from a range of causes including natural mortalities, dehorning programmes and seizures. In addition to imparting an increasing financial burden to wildlife departments responsible for their management, they also present a security risk to ongoing law enforcement efforts. Rhino horn stockpiles continue to grow in most African rhino range States, accumulating from a range of causes including natural mortalities, dehorning programmes and seizures. In addition to imparting an increasing financial burden to wildlife departments responsible for their management, they also present a security risk to ongoing law enforcement efforts.

Whilst the focus of preventing illegal horn trade in Africa has traditionally focused on ensuring adequate field protection of rhino populations and infiltrating illegal trade syndicates, the potential exists for illegal trade involving horns collected from the field and on their way to strong rooms. However, encouraging results are now being witnessed in east and southern Africa, where TRAFFIC East/Southern Africa has been working with governments to improve rhino horn stockpile management practices.

## Stockpiles grow in line with increasing rhino populations

Whilst some subspecies remain at critically low numbers, both African rhinoceros species continue to increase in number, with some 11 000 White Rhinoceros *Ceratotherium simum* and 3600 Black Rhinoceros *Diceros bicornis*

at the end of 2003. The largest rhino populations are found in South Africa, Namibia, Zimbabwe and Kenya, along with correspondingly the largest horn stockpiles.

TRAFFIC has now documented a total of 18 tonnes of rhino horn in east and southern Africa, representing a significant increase from that documented and reported in March 2001 (*TRAFFIC Dispatches* No. 16). Almost 80% is comprised of only four individual stockpiles, whilst those in South Africa constitute two-thirds of the total volume. Thus, not only do significant quantities of rhino horn already occur within east and southern Africa, but they are likely to carry on increasing in volume so long as wild populations continue to prosper.

## Development of management tools

Horn stockpile management includes all the necessary measures to ensure that every horn is properly marked, registered and secured. Appropriate auditable documentation, protocols and responsibilities are also needed to help ensure all horns collected from the field do indeed end up in the central strong room. TRAFFIC has played a major role in facilitating improvements to stockpile management through ongoing monitoring and advocacy, the development and training in a specialized management database, and the promotion of best practices.

Buy-in to use the freely-available Access-based *Rhino Horn Stockpile Database* now includes 13 conservation agencies from seven countries, and work is ongoing to install and conduct the necessary training. In May 2005, TRAFFIC produced the report *Rhino horn stockpile management: Minimum Standards and Best Practices from East and Southern Africa*. This consolidates available knowledge from six countries in the SADC region including all the largest stockpiles in Africa, and is aimed at those government officers directly responsible for managing stockpiles.

TRAFFIC's work on the *Rhino Horn Stockpile Database* is also now part of an active CITES process. The recent 53rd Meeting of the CITES Standing Committee in June requested TRAFFIC to analyse the data on rhino horn stockpile volumes, seizures, poaching and variables. The results of this analysis will be

discussed at the next meeting of the Standing Committee in 2006. The Standing Committee also called on Parties to support TRAFFIC financially in undertaking these tasks.

## Improved management and transparency

Improvements to various rhino horn stockpile management practices have now been recorded by nine management authorities in five countries including the three largest African rhino range States. Overall, this translates into a reduced risk of horn reaching illegal markets.

Building on three years of awareness-raising activities, the seventh meeting of the IUCN/SSC African Rhino Specialist Group held in June 2004 was the first time that African rhino range States formally declared their rhino horn stockpile volumes, levels of seizures and poaching incidents, and is testimony to improved transparency, management and increased knowledge at the national level.

## Future priorities

One of the greatest remaining concerns with respect to horn stockpile management is the level of compliance within the South Africa private sector, an increasingly important stakeholder in rhino conservation. TRAFFIC continues to engage with government and private bodies at national and provincial levels to press for greater controls over not only private sector horn registration, but also the sale, movement and hunting of live rhinos on private property.

Ongoing efforts will also focus on assisting governments throughout the region to apply minimum standards and best practices. Further, TRAFFIC intends to offer the tools developed and tested in east and southern Africa (*Rhino Horn Stockpile Database and Minimum Standards and Best Practices*) elsewhere in the world where significant horn stockpiles are known to exist, such as India, Nepal, Yemen, China and Taiwan.

*Current work is funded by WWF Netherlands, through the WWF African Rhino Programme. For more information, contact TRAFFIC East/Southern Africa-Tanzania office. A full copy of the report can be downloaded from [http://www.traffic.org/news/TESA\\_Rhino.pdf](http://www.traffic.org/news/TESA_Rhino.pdf).*



WWF-Canon / Michel Gumbler



# Managing a logging boom in Tanzania

Simon Milledge, Deputy Director, TRAFFIC East/Southern Africa

Since the turn of the millennium, Tanzania has witnessed a rapid increase in export demand for hardwood logs, with one of the largest and growing export markets being China. The greatest increases in timber harvest pressure have been experienced since 2003, in the miombo woodlands and coastal forests of southern Tanzania. This has been due to the combined influence of increased accessibility following completion of the Mkapa Bridge over the Rufiji River in August 2003 (see *TRAFFIC Dispatches* No. 16), and traders' knowledge of impending new legislation. At the same time, due to the depletion of traditionally used species, lesser-known timber species are increasingly harvested for the domestic market.

Following growing concerns over the levels of round wood exports, uncontrolled harvesting, signs of forest degradation and lost government revenue, the Government of Tanzania has taken a strong stance and investment in resources against illegal, unregulated and wasteful practices. TRAFFIC East/Southern Africa (TESA) has been centrally involved in monitoring timber trade in this part of Tanzania, and continues to collaborate through a number of initiatives (see box below listing activities and supporters).

**2001/2** Baseline study before completion of bridge (WWF Miombo Ecoregion Programme)

**2002** Study of the role of Zanzibar (Rufford Maurice Laing Foundation)

**2003** Report printing (FINNIDA)

**2004** Reconnaissance study and stakeholder perceptions during ban (WWF East Africa Coastal Forests Ecoregion Programme)

**2004/5** Update to baseline study following completion of bridge (Critical Ecosystems Partnership Fund)

**2005/6** Independent stakeholder and institutional review (Norwegian Embassy)

## Timber trade increased beyond expectations

A recently published TRAFFIC East/Southern Africa-Tanzania report '*Bridging the Gap: Linking timber trade with infrastructure development in Southern Tanzania - Baseline data before completion of Mkapa Bridge*' presents timber trade dynamics before completion of this important development project as well as highlighting evidence of illegal and unsustainable practices. However, changes in timber trade since 2003 have been far greater than anticipated, with the threat posed by illegal, unregulated and wasteful harvest, trade and export of valuable hardwoods affecting not only forest status but also progress towards poverty alleviation and social development goals.

Timber harvests peaked between March and June 2004 following a temporary harvest ban and prior to a round wood export ban pursuant to the new *Forest Act (2002)*, enacted on 1<sup>st</sup> July 2004. By this time, there was already a significant increase in investment within the timber industry; some parts of southern Tanzania have shown a twenty-fold increase in timber harvesting in the last decade. During mid-2004, over 80% of round wood in trade from southern Tanzania constituted just three species, *Millettia stuhlmanii*, *Baphia kirkii* and *Swartzia madagascariensis*, all destined for export markets.

Several initiatives undertaken by the Ministry of Natural Resources and Tourism have resulted in tangible changes in awareness, commitment and capacity. These have included the provision of more staff, transport and operational funds as well as the implementation of revised licensing procedures and numerous temporal and spatial harvest and export restrictions. Ultimately, however, it was the strictly enforced export ban (e.g. confiscation of 160 containers holding illegal logs at Dar es Salaam port) that truly led to an end to uncontrolled, illegal harvesting.

The real impacts of the recent logging boom are only now being fully realized through recent TRAFFIC research. Firstly, actual revenues have been a small fraction of the potential government income, with up to 96% of the potential revenue lost as a result of illegal trade and

deficiencies in management capacity. Secondly, local communities were marginal beneficiaries in timber trade, collecting barely 1/100th the value at the time of export. Indeed, the negative impact on rural livelihoods appears to be the most under-rated effect of poor timber trade management, both in terms of unrealized, lost revenue in the short-term, and the unsustainable depletion of required timber resources for participatory forest management (PFM) and long-term timber trade. Thirdly, forest degradation of some coastal forests and miombo woodland has occurred, both identified as global priorities for biodiversity conservation.

Insufficient government capacity and inter-ministerial coordination, low community awareness and delayed PFM are amongst the greatest limiting factors affecting timber trade management in Tanzania. A national harvest ban of hardwoods from natural forests introduced in July 2004 has twice been extended until the end of June 2005, to allow the completion of resource assessments in priority forested areas. It is important that this exercise, which provides the scientific foundation for sustainable timber harvest plans, together with targeted increases in staff, transport and operational budgets in every district, is completed before harvesting is re-opened. TRAFFIC continues to focus attention on ensuring accurate field information is provided to help address the scientific, economic, social and administrative aspects of timber trade management.



Simon Milledge / TRAFFIC East/Southern Africa

# CITES training in focus at the Russian Customs Academy

by Alexander Shestakov and Alexey Vaisman, TRAFFIC Europe-Russia

**T**RAFFIC Europe-Russia and the Russian Customs Academy have developed a course on CITES training, which will be integrated into the official curriculum of the Academy based in Moscow, Russia. The course, developed in consultation with CITES experts from the Russian Federation, the HM Customs & Excise in the UK and TRAFFIC, is to become part of the training of every customs officer in the Russian Federation. The first training course will take place in autumn this year, and experts from the Customs Academy and TRAFFIC Europe-Russia will lead the training sessions. The Russian Customs Academy is the principal training institution in the country that provides high quality training for customs professionals throughout the Russian Federation as well as other States of the former Soviet Union. The Academy is recognised by the World Customs Organisation (WCO) as an official regional training centre, and it trains more than 180 students and some 600 customs officers each year.

To date there has not been any special training on issues relating to the provisions of CITES and smuggling of wildlife in Russia apart from a special CITES training programme that was developed in 2000/2001 by WWF Russia and TRAFFIC Europe-Russia for the Far Eastern Branch of the Customs Academy based in Vladivostok.

A need for a specialised long-term training programme, which covers the entire country, has been recognised, this especially given the major role Russia plays in wildlife trade, both as a source and consumer country. The goal of the new project is to strengthen the knowledge and the effectiveness of the Russian

customs controls with regard to the smuggling of protected wildlife. The training programme developed is to increase the Russian customs capacity and ultimately improve controls in place for wildlife trade and enhanced CITES enforcement in the country.

Two courses, in length 12 hours each, on wildlife trade controls and implementation of CITES will become part of the official curricular of the Academy later this year: One course is aimed at students going through their general training, the second course is for already qualified customs officers passing through additional qualification.

Specialised textbooks and training CD ROMs, classroom posters and a user-friendly ID manual have been developed to support the training and help customs officers to identify CITES specimens. These materials will be handed out to all participants of the training courses. In addition, materials will be widely distributed among customs officers in the country and posters provided to specific customs checkpoints at key airports in Moscow and other cities, in order to raise awareness also among passengers. All training materials will be available on websites of TRAFFIC Europe-Russia ([http://www.wwf.ru/about/what\\_we\\_do/traffic/](http://www.wwf.ru/about/what_we_do/traffic/)) and the British Council in Russia (<http://www.britishcouncil.org/russia.htm>)

*Generous funding for the project has been received from the UK Department of Environment, Food and Rural Affairs and the British Council within the framework of Small Environmental Projects Programme (SEPS-3). For further information on the project, contact TRAFFIC Europe-Russia office. For contact details see p.16.*



Posters such as this will be displayed at airports in Moscow and other cities, in order to raise awareness also among passengers.

## Fur trade in the Russian Far East surveyed

**T**he Russian Federation... "Poor management of fur trade in the Russian Far East is not only threatening livelihoods and the sustainability of the trade but may also have negative impacts on protected species," according to a new report by TRAFFIC, the wildlife trade monitoring network. The findings of the report are discussed today in Moscow at a roundtable meeting bringing together government officials and other stakeholders with a vested interest in wildlife trade in this important Russian eco-region.

Since the breakdown of the USSR in early 1990s, regulation and organisation of hunting for fur and trade in furs has changed significantly as the centralised, State-controlled system ceased to exist and private trade in furs was allowed and borders were opened. This, while no adequate legislative or administrative measures were in place to monitor and control this new commercial system.

"Better management of game species traded for their fur, and in particular the potential conservation role of their legal and sustainable use in the Russian Far East, is now urgently needed in order to reduce the hunting pressure on less-abundant species, and ensure the livelihood of the local communities, including indigenous minorities such as the Nanai and Udege", said Natalia Dronova, the co-author of the report from TRAFFIC Europe-Russia.

TRAFFIC Europe-Russia report titled *Trapping a living: Conservation and socio-economic aspects of the fur trade in the Russian Far East* reviewed recent socio-economic changes in the region to better understand the impact they might have had on the exploitation of wildlife of conservation concern. The study found that among the 18 species most commonly used in the Russian fur trade, Sable fur is the most valuable and accounts for 50 to 60% of the market followed by Red Squirrel, claiming around 20% of the market. Both are abundant species in the Russian Far East.

However, new markets have also emerged as a result of increased cross-border trade over the years and the rising economy of China has stimulated the demand for products of certain animals and plants from the Russian Far East in contravention of the Russian law; particularly those used in traditional medicine in East Asia, such as ginseng

# Workshop boosts labelling system for wildlife products in China

by Wang Shasha, Wildlife Trade Programme Assistant, TRAFFIC East Asia-China

roots, musk pods, bear gall bladders, deer antlers and tiger bones.

The majority of hunters interviewed during TRAFFIC surveys noted that it is more profitable to hunt or harvest rare protected species of higher commercial value than trap more abundant small mammals for their fur. For instance 68% of the hunters interviewed recognised that they collect Russian Ginseng root, despite its harvest being prohibited in the Russian Federation.

"It is difficult to evaluate to what extent these changes in the fur market have led to an increased exploitation of wildlife in the region," Dronova said.. "However, it is clear that these changes play a major role in the local livelihood and consequently impact hunters' behaviour."

TRAFFIC report calls upon governmental bodies, fur trade and marketing companies in the Russian Federation, neighbouring and main importing countries, as well as to other relevant institutions and stakeholders of the Russian Far East fur trade to join efforts to ensure the ecological and economical sustainability of harvest of and trade in fur. "For example, establishment of a centralised auction marketing system could optimise efforts towards aligning current hunting practices and give exclusive access to the sale of furs legally harvested in the Russian Far East."

TRAFFIC hopes that this baseline survey will serve as an incentive for further investigation into the fur trade dynamics and livelihood and catalyse decisions to adopt stricter legislative measures and long-term solutions to better monitor and control hunting for and trade in fur as well as to strengthen existing legislation that protects threatened species in the Russian Far East.

*Generous funding for the report was received from the Rufforda Maurice Laing Foundation and WWF-Germany.*

On 17 May 2005, TRAFFIC East Asia-China programme, the China Wildlife Conservation Association and Endangered Species Scientific Commission of the People's Republic of China organized a workshop on wildlife and product labelling management in Beijing, China.

Traditional Chinese Medicine (TCM) has been utilised for thousands of years, with more than 1000 species of plants and animals appearing in numerous TCM products. Today, endangered species such as Musk Deer, bear, Saiga Antelope, Leopard, Pangolin, and freshwater turtles are used widely in the TCM industry in China, although the majority of the medicines continue to be plant-based, posing a threat also to a number of wild plant populations such as Asian Ginseng.

In order to ensure sustainable use of wild species in TCM, in 2003 China's State Forestry Administration and the State Administration for Industry & Commerce introduced a labelling system to industries using wildlife, their parts or derivatives in the TCM products in order to confirm the origin of the ingredients used. Since 1 May 2003, the State Forestry Administration began adopting the "special labels of wild animals trade, usage and management", and selected two companies as the pilot cases, the "Sanbian Wine" (containing Spotted Deer) produced by Shandong Zhangyu Group and the "Deer and Turtle Wine" produced by Hannan Yedao Group.

To date only limited information has been available regarding the experience gained since the introduction of the labelling system. In order to gain a better understanding and increase the information exchange between the decision and policy makers and the industry implementing the labelling system, TRAFFIC East Asia-China brought together the main stakeholders with a vested interest in wildlife and product labelling management in China in the May 2005 workshop.

TRAFFIC East Asia-China also continues to support government departments in their efforts to expand the usage of labelling system in industry in order to manage effectively the use of endangered species, their parts and derivatives in medicines.

The participants of the workshop included the Conservation Department of State Forestry Administration, the CITES

Management Authority, the State Administration for Industry & Commerce, the Ministry of Health, the State Administration of Traditional Chinese Medicine, the Conservation Department of Beijing Forestry Bureau, and a number of representatives from industries using or considering the use of labelling systems.

Among the topics addressed during the workshop were international labelling systems; labelling systems used in medicine; issues related to imports and exports, techniques and search mechanisms used in labelling management; efforts needed to increase public awareness on the labelling systems in place; the labelling system used in the traditional Chinese medicine; and the current status and problems from the industry perspective.

During the workshop, representatives of industry brought forward a number of recommendations, including a suggestion of disciplinary measures to be introduced for the industry in case the labelling regulation is not implemented, and a plea to strengthen the public awareness of the labelling system in place so that the companies can effectively promote the labelled products among the consumers. As an encouraging and direct outcome of the discussions from the workshop, the State Forestry Administration and the CITES Management Authority have since contacted the largest TCM company in China using musk in its products, Zhangzhou in Fujian province, in order to introduce a labelling system to their products containing wildlife parts or derivatives.

TRAFFIC East Asia-China is currently compiling the proceedings of the workshop, which will contain the deliberations of the governmental departments, and other relevant organizations and companies expressed during the meeting. TRAFFIC hopes that once published, the proceedings will provide an incentive to improve further the understanding and implementation of such labelling systems in China.

*TRAFFIC East Asia's traditional medicine work in China has been generously supported by WWF-US. For further information on this work, contact TRAFFIC East Asia-China office. For contact details, see page 16.*



Dmitry Skumatov / TRAFFIC Europe-Russia



# Medan supplies domestic and international wildlife trade demand on a vast scale

The Indonesian island of Sumatra is globally recognised as a "biodiversity hotspot", but as a result of this incredible natural wealth the island has long been a source of large volumes of birds, reptiles, mammals, timber and other forest products to supply demand for food, building materials, pulp and paper, traditional medicines, trophies, curios and pets. Until now, very little has been understood of the nature and extent of the harvest of and trade in wild animals for pets. TRAFFIC Southeast Asia's report *Open Season: An Analysis of the Pet Trade in Medan, Sumatra 1997-2001* sheds light on this massive trade and highlights the fact that much of it is illegal and likely to be unsustainable.

In the months after the devastation wrought by the tsunami and further earthquakes, Medan has become an even busier transport hub as the Sumatra's central point for relief logistics. Despite the national focus of attention on rebuilding Aceh and other areas, the wildlife markets of Medan are still very much open for business - in a three-day survey in May this year, TRAFFIC recorded over 3000 live animals for sale, representing 123 different species, several never seen before in these markets. TRAFFIC's work documenting the wildlife markets in Medan during recent years illustrates the huge commercial demand for species extracted from the island's once-abundant forests, and raises concerns about the possibility of long-term detrimental effects on wild populations. Many species of wildlife in the pet trade are not protected under Indonesian law, but the volumes observed in trade through Medan's markets would suggest that several species' status should be immediately reviewed by the Indonesian government authorities.

While much of the wildlife trade in Medan is to meet local demand for pets,

many species are also exported to international destinations, and often illegally. Medan, the country's fourth-largest city, is considered an important gateway into and out of Indonesia. Its wildlife markets offer species sourced from not only Sumatra, but also from throughout the archipelago, from the surrounding region, and even from as far away as Australasia and South America. Medan has an international airport and its ports link with shipping routes to neighbouring countries and long-haul destinations, and the city plays a major role as a hub for international wildlife trade.

Surveys for the report *Open Season* were carried out by TRAFFIC on a monthly basis between 1997 and 2001 in the city's major wildlife markets. During these surveys a total of 300 bird species, 34 mammal species and 15 reptile species were recorded. Thousands of animals are seen to pass through these markets each year, which indicates a clear need to investigate further the impact this trade is having on remaining wild populations.

Of the 349 species of animals observed in the markets from 1997-2001, 70 of the

(20%) were totally protected by Indonesian law (*Conservation Act (No. 5) of 1990*). Indonesia's legislation provides for adequate protection for these species but in many cases blatant disregard for the law by many traders and collectors demonstrates an urgent need for an increase in enforcement efficiency and effort.

There is an urgent need to clamp down on these markets and prosecute those traders found violating the law. If the organised networks driving the trade are not disrupted, and clear deterrents and penalties meted out to discourage illegal offenders, the situation will not change.

TRAFFIC Southeast Asia recently signed a Memorandum of Understanding (MoU) with the CITES Management Authority of Indonesia, the Directorate General of Forest Protection and Nature Conservation (PHKA). The MoU focuses on improving management of Indonesia's trade in species of wild fauna and flora.

"Monitoring the trade in wildlife for pets in Indonesia and increasing enforcement action on illegal trade remains a priority for the Indonesian government authorities," said Dr Samedi from Indonesia's CITES Management Authority. "We will continue to work with our government colleagues in Sumatra and elsewhere to crack down on traders who violate Indonesia's laws on biodiversity conservation, and we hope to work more closely with TRAFFIC Southeast Asia and other partners in this regard."

TRAFFIC's work on monitoring the markets of Medan was generously supported by the Leuser Development Programme. The publication of the report was made possible by additional funding from the Wildlife Conservation Society.



Cages outside shops, Jalan Bitang market, Medan, Sumatra.

# The role of customs and statistics in timber trade transparency and illegal logging

by Chen Hin Keong, Senior Forestry Advisor, TRAFFIC International

TRAFFIC has obtained funds from Keidanran Foundation, Japan, to study and assess export and import data of tropical timber and timber products between Japan and Indonesia. The specific aim of the study is to review and define the common routines and procedures for checking the data and in particular, the raw data as obtained by Customs at the point of export and import. TRAFFIC's study, which is to be released in the coming months, is a follow-up from work carried out by the International Tropical Timber Organization (ITTO), that found a number of factors that contribute towards trade discrepancies between export and import. Trade discrepancies are not unique to tropical timber trade, but in many cases, these are large and significant.

In 2002, the global harvest of industrial roundwood was estimated at some 1.7 billion m<sup>3</sup>. From this production, the global wood products trade is estimated at a value of USD69 billion, although if pulp and paper are included, it is as high as USD168 billion. It is important for timber trade statistics to be as accurate as possible to reflect the quantity, value, species and other relevant data for the use by governments and international bodies that assist in developing policies affecting the trade. Timber trade statistics are to inform and facilitate sustainable forest management through the development of responsible government policies relating to forest management and timber trade. Statistics can also help all stakeholders to promote positive public perception of the use of this sustainable resource.

However, compiling global timber trade statistics is a formidable task, which is carried out by many international and multi-lateral organisations such as ITTO, and Food and Agriculture Organization, and which are derived from the raw trade data supplied by the official customs statistics of individual countries. The statistics are organised according to the Harmonized Tariff Classification System (HS) which defines products down to the HS six-digit level; with individual countries having the freedom to define these down to finer levels of 10-digits.

Since 2001, ITTO has authorized the preparation of more than ten case studies assessing export and import data of tropical timber and timber products. These studies highlighted a number of factors that contribute towards trade discrepancies between export and import. Trade discrepancies are not unique to tropical timber trade, but in many cases, these are

large and significant. In many cases, import data tend to be more reliable than export data as duties are captured on imports resulting in inspections that are more vigilant.

In general, the discrepancies in data arise due to the systems in use. Twelve factors were identified as contributing to data discrepancies: time lag between export and import at the end of a fiscal year, production valuation in terms of Free on Board (FOB) and Cost Insurance and Freight (CIF), units used (e.g. m<sup>3</sup>, m<sup>2</sup>, and kg) and conversion factors, log scaling methods, mixed products in shipment, HS code classification, data entry errors, under-invoicing, or mis-identifying the species in official documentation, grading and smuggling. The latter three are factors associated with illegal trade.

To follow up on the ITTO study, TRAFFIC has obtained funds from Keidanran Foundation, Japan, to study the system between Japan and Indonesia, to specifically review and define the common routines and procedures for checking the data; in particular, the raw data as obtained by Customs are the point of export and import.

The TRAFFIC study found an obvious gap in that Japan Customs uses their own Customs Import Declaration Form without referring at any stage to the Indonesian Export Declaration Form. The Customs forms are the most important official documentation for export and import. All other documentation such as invoice and bill of lading may not be referred to or inspected by Customs directly even though those are expected to be presented, but only on demand. The raw statistics data are lifted directly from the Customs form. Since there is no occasion for Japan

Customs to inspect or refer to the Indonesian Customs form, the likelihood of data discrepancy is obviously higher than it should be. Different Customs agents or brokers operating in each country using information in invoice, bill of lading and other documentation usually fill in the data in the Customs forms. There is no consistency of documentation used or checked by officials or agents.

The TRAFFIC study was presented at a workshop in Jakarta, Indonesia on 9 May 2005 bringing together stakeholders from various Indonesian government departments, Japan Embassy representative on forestry, and TRAFFIC. The workshop concluded a number of recommendations in order to decrease the gap in data consistency. The report is currently in its final stages and will be released in the near future.

*For further information contact Chen Hin Keong based at TRAFFIC Southeast Asia Regional Office. For contact details see p16.*



Ramin *Gonystulus* spp.

# From the Field: Crocodile Specialist Group Mission in Cambodia

by Julie Thomson, Deputy Director, TRAFFIC Southeast Asia

Over the past several years the international conservation community has become increasingly alarmed over reports that crocodile farming in the Kingdom of Cambodia is out of control. The species at the centre of this attention is *Crocodylus siamensis*, the Siamese Crocodile listed on Appendix I of CITES and classified as Critically Endangered under the 2004 IUCN Red List of Threatened Species.

Reports from international non-governmental organizations working in Cambodia, such as TRAFFIC, have told of upwards of 900 crocodile farms operating in the country in the absence of regulatory controls, an illegal trade in thousands of animals to neighbouring countries, and poaching of wild animals to supply the farms.

Looking to resolve this situation the Director General of Cambodia's Department of Fisheries invited the IUCN-SSC Crocodile Specialist Group (CSG) to review the status and management of wild and captive

crocodiles in Cambodia. In late 2004 a review team under the direction of Dr. Dietrich Jelden, Head of Germany's CITES Management Authority and Deputy Chairman of the CSG, was assembled, consisting of four other CSG members, including the Deputy Director of TRAFFIC Southeast Asia.

The review mission took place from late February to early March 2005 and entailed consultation with relevant government personnel, national and international non-governmental organizations, and representatives from the crocodile farming industry, as well as visits to crocodile habitat in south-western Cambodia and crocodile farms around Phnom Penh and the northern part of the Tonle Sap Lake.

A total of 31 recommendations addressing the main issues of CITES compliance and legislation, illegal trade, management of trade and captive populations, regional issues, and wild populations, were developed and presented in Phnom Penh to over 25 interested stakeholders during the final day of the mission.

Of noteworthy concern identified by the review team is the urgent need for the government to finalize and approve Cambodia's draft CITES enabling legislation, clarify the roles of the CITES Management and Scientific Authorities, thoroughly investigate both the national and international illegal trade in *C. siamensis*, and implement a farm monitoring programme that includes regular inspections to assess the legality of stocks. The recommendations are contained within the team's report, which can be downloaded from

[www.wmi.com.au/csgarticles](http://www.wmi.com.au/csgarticles).

In April 2005 the Cambodian government began implementing the recommendations of the report.

*The review mission was partially supported by TRAFFIC Southeast Asia Indochina through a grant by the CITES Secretariat. For further information, please contact Julie Thomson at TRAFFIC Southeast Asia Indochina, for contact details see p16.*

## Control of musk deer trade needed in Malaysia and Singapore

by Eugene Lee, Senior Programme Officer, TRAFFIC Southeast Asia

The use of musk in medicine poses the biggest threat to musk deer and all species of musk deer *Moschus* spp. were included in the Appendices of CITES in 1979. Yet, trade in musk products is by-passing wildlife trade controls in Malaysia and Singapore and urgent legislative reform in both countries is needed to enable better monitoring and law enforcement for wild animal- and plant-based Traditional Chinese Medicine (TCM) preparations.

TRAFFIC Southeast Asia's report, *Against The Grain: Trade in Musk Deer Products in Singapore and Malaysia*, which describes the uses of musk and musk products in traditional medicine practices, investigates the demand for musk in Singapore and Malaysia, and analyses the role played by both countries in the global trade of musk, highlights the continuing trade in raw musk and medicinal products claiming to contain musk in Singapore and Malaysia.

Musk deer products and derivatives are entering and exiting Singapore and Malaysia undetected. "The majority of musk products – particularly plasters, ointments, pills, or capsules – that are openly available in TCM outlets in both

Malaysia and Singapore are not appearing in the CITES trade records of these two countries," said James Compton, Director of TRAFFIC Southeast Asia.

The respective national legislation pertaining to CITES implementation in both countries (Singapore's *Endangered Species Act 1989* and Malaysia's *Protection of Wild Life Act 1972*) does not allow for the effective control of musk deer in trade as they fail to explicitly recognise derivatives of protected species. Only animals and their "readily recognizable" parts appear to be covered by these legislations. Thus, once the musk is extracted from the musk gland of the male Musk Deer and processed or manufactured into derivative medicines, it is no longer explicitly controlled under national law in these two countries. As such, there is a need to clarify that manufactured and processed medicines containing protected species should also be covered by the law.

Both countries must consider improvements in legislative coverage. The report highlights concerns for the gaps in coverage by the national legislations of both Singapore and Malaysia as significant consumer countries of musk

from musk deer and the fact that musk derivatives only rarely appear in the trade statistics of these two CITES Parties and the hope is that the report will be an incentive to improve the legislation, trade monitoring, and law enforcement effectiveness in both countries.

*Generous funding support for this report was received from WWF-Germany. The report can be downloaded from TRAFFIC website [www.traffic.org](http://www.traffic.org).*



Dr Xu Hongta / TRAFFIC East Asia-China



## Mazda Wildlife Fund vehicle received by South Africa office

Fourteen years ago in 1992, the South African office of TRAFFIC East/Southern Africa, received their first Mazda Wildlife Fund loan vehicle. Since then MWF has continued to support TRAFFIC's programme with a string of project vehicles. The latest vehicle was handed over to TRAFFIC at a ceremony held at Paul Maher Mazda, Linden, Johannesburg, on the 9th March 2005. In the photograph from left to right, the Mazda Wildlife Fund's Humphrey le Griceto, David Newton National Representative of TRAFFIC South Africa office and Mr Trevor Maher, Dealer Principle from Paul Maher Mazda. Over the years, MWF loan vehicles have been utilised by TRAFFIC staff investigating the wildlife trade in its many forms and manifestations. TRAFFIC would like to thank the MWF for their ongoing support in South Africa.



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TRAFFIC East Asia:

China - <http://www.wwfchina.org/traffic/> (in Chinese)

Japan - [www.trafficj.org](http://www.trafficj.org) (in Japanese)

Taiwan - [www.wow.org.tw](http://www.wow.org.tw) (in Chinese)

TRAFFIC Europe:

Russia - [http://www.wwf.ru/about/what\\_we\\_do/traffic](http://www.wwf.ru/about/what_we_do/traffic) (in Russian)

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# TRAFFIC DISPATCHES

Number 25 December 2005

## Europe falling short in implementing universal caviar labelling system

European governments have been falling short in implementing a universal caviar labelling system, which should have been in place in January 2004. TRAFFIC and WWF are urging governments of the 25 EU Member States and other important consuming countries to take urgent action to step up caviar trade controls and combat the thriving illegal trade, which is threatening the survival of the sturgeon species in Europe and Asia.

In total, some 720 tonnes of caviar were imported legally into the EU and Switzerland between 1998 and 2003, representing 60% of the global international trade in caviar. Most of the caviar in the European market comes from Iran and the Russian Federation. The annual retail value of the global caviar trade is likely to be as high as several hundred million Euros, 100g of the exclusive Beluga caviar can cost as much as 600 Euros.

According to data reported by EU Member States, almost ten tonnes of illegal caviar were seized by EU authorities between 2000 and 2005, with the largest amounts of caviar seized in Germany (2224 kg), Netherlands (1920 kg), Poland (1726 kg) and the UK (1587 kg).

"The real size of the illegal trade is likely to be considerably higher given that a lot goes unnoticed", said Stephanie Theile, TRAFFIC's Europe Programme Co-ordinator. "Investigations by German Customs in March of this year revealed that two businessmen alone were responsible

for smuggling more than 1.4 tonnes of caviar into the EU market in a single year."

The illegal caviar trade ranges from private individuals selling jars of illegal caviar at open air market stalls to well-organized "suitcase" smuggling operations, with paid couriers picking up suitcases pre-packed with black market roe for delivery to customers. Trucks or vans are also often used to bring the black gold into western Europe.

"With the pre-Christmas season at its peak, we urge consumers to be vigilant and only purchase caviar from well-established retail businesses that have a reputation for providing reliable goods", Theile added. "However, the only way consumers can be certain that the caviar is from legal sources is through demanding caviar labelled according to internationally recognised labelling system."

Such universal labelling system for the trade in and identification of caviar was introduced within the remit of the Convention on the International Trade in Endangered Species of Wild Fauna and Flora (CITES). From January 2004 onwards, governments have agreed to accept only caviar shipments marked according to the labelling system.

However, governments in western Europe have been slow in enacting legal and administrative measures required to meet the CITES requirements. A new EU Regulation implementing the caviar labelling system was adopted but has been



Caviar being removed from the sturgeon.

delayed for months and is to come in force in early 2006. As one immediate measure to support the implementation of the caviar labelling system, TRAFFIC has prepared a guide that highlights requirements for the caviar industry. This is available on-line at <http://www.traffic.org/news/press-releases/Caviarlabellings.pdf>

"It is essential now that everybody from caviar importers and exporters to wholesalers and retailers in Europe are made aware of the new labelling requirements so that they can adequately prepare for the coming changes. Time is quickly running out", Theile said. "We hope that by this time next year, all consumers in Europe can be confident that the caviar they buy was legally obtained and traded, and that they are not contributing to an illegal trade that is driving sturgeon species to the brink of extinction."

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- Trophy hunting in South Africa under review
- Training law enforcement staff in South Africa
- Reducing trade in illegal wood products in Asia
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- Collaboration with WWF marine programme
- Roti Island Snake-neck Turtle trade
- EU law enforcers to tackle illegal trade
- Building capacity in key international airports
- Judiciary trained on wildlife laws on orang-utans
- Illegal trade in wild falcons in Altay-Sayan
- TRAFFIC donors July - December 2005



Inside: Promoting co-operation to reduce trade in illegal wood products



## TRAFFIC network meets in Russia

The 21st TRAFFIC network meeting was held in Pansionat Yolochka, Moscow, Russia, 12-14 September 2005 and was hosted by TRAFFIC Europe Russia office. Thirty-five staff from all regional programmes participated in planning of TRAFFIC's programme development and delivery. The meeting was directly followed by a joint WWF and IUCN wildlife trade meeting.



Maija Sirola / TRAFFIC

Staff at a joint TRAFFIC, WWF and IUCN wildlife trade meeting, September 2005.

## New grant from Taiwan Council of Agriculture

On 20 October 2005, Dr Edgar Lin from the Taipei Representative Office in the UK presented a cheque to Mr Steven Broad, TRAFFIC's Executive Director marking Taiwan Council of Agriculture's support for TRAFFIC. A new grant of USD60k was provided for a project on wildlife trade law enforcement support, policy, advocacy and communications.

Dr Edgar Lin (left) and Mr Steven Broad at the cheque presentation ceremony, 20 October 2005.



TRAFFIC

## Staff news

### Welcome

#### December 2005

Gael Almeida joined TRAFFIC North America-Mexico office as Programme Officer.

#### November 2005

Shanny Pelle joined TRAFFIC East/Southern Africa - Tanzania office as Finance & Administrative Assistant.

Jill Hepp joined TRAFFIC North America regional office as Research Assistant.

#### September 2005

Caroline Raymakers, Regional Director, TRAFFIC Europe commences a year's sabbatical leave. Stephanie Theile became TRAFFIC's Europe Programme Co-ordinator.

#### August 2005

Geneviève Crémer joined TRAFFIC Europe regional office as Administration & Communication Officer.

### Goodbye

#### September 2005

Anne Vanden Bloock left TRAFFIC Europe regional office.

#### July 2005

Tina Leonard left TRAFFIC North America regional office.

### TRAFFIC Committee news

Dr Jane Smart, Head of Species Programme, IUCN replaced Dr Susan Mainka (IUCN) as a member of TRAFFIC Committee in December 2005

### TRAFFIC Dispatches

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

TRAFFIC Dispatches is published to keep partners and supporters informed about our activities and accomplishments. TRAFFIC works in co-operation with the Secretariat of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES).

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is a joint programme of



**IUCN**  
The World Conservation Union

# Networking wildlife law enforcement in Asia: a challenge of partnerships and politics

by Crawford Allan, Deputy Director, TRAFFIC North America and  
James Compton, Director, TRAFFIC Southeast Asia

The success of the 2004 ASEAN Wildlife Trade Initiative, led by TRAFFIC and WWF, to support regional co-operation in Southeast Asia, has created many new opportunities for work both within the region and with its trading partners.

The *ASEAN Statement on CITES*, announced at the 13th Conference of the Parties to CITES, pledged better regional co-operation on CITES implementation and law enforcement. As part of the way forward, the *ASEAN Regional Action Plan on Trade in Wild Fauna and Flora 2005-2010* was subsequently developed by the ASEAN Experts' Group on CITES, and received Ministerial endorsement in September 2005. Under the ASEAN Regional Action Plan, individual countries volunteered to lead the implementation of the five key objectives, with Indonesia, Malaysia and Thailand stepping up to the challenge.

Objective 2 of the ASEAN Regional Action Plan focuses on increased networking on wildlife trade law enforcement. Improved co-operation between national CITES Authorities and their counterparts in law enforcement agencies such as Customs, police and quarantine has been identified as a key component of building efficient networks at national and regional levels. Discussion of how to operationalize such a regional network began in October 2005 with the Inaugural ASEAN Wildlife Law Enforcement Network Workshop, which was hosted by Thailand, the nominated leader of Objective 2 under the Regional Action Plan. After three days of thorough discussion at Khao Yai National Park, ASEAN Member Country delegates, along with representatives from the Secretariats of ASEAN and CITES, expressed their full support towards formalizing what will be the world's largest wildlife law enforcement network. Representatives from the governments of the People's Republic of China and the USA also attended the workshop and marked their support for the network.

On November 30th, Thailand again convened a meeting of Senior Officials to examine further details of the ASEAN Wildlife Enforcement Network (ASEAN-WEN). The results of this meeting were then presented to representatives of the ASEAN Ministers Responsible for CITES

who made an official Statement on the Launching of the ASEAN-WEN, recognizing that "concerted and co-ordinated joint actions are required to address the illegal exploitation and trade of wild plants and animals".

Moving ASEAN's efforts beyond such diplomatic achievements to action on the ground still remains the greatest challenge, but the ASEAN-WEN provides an excellent opportunity for concerted efforts to crack-down on illegal wildlife trade in Southeast Asia. It also gives a collective platform for the ASEAN Member Countries to engage with some of the region's most important consumer markets in East Asia (China, Japan, and South Korea).

Thailand has offered to host another ASEAN-WEN meeting in early 2006 to discuss how to develop the responsibilities and procedures needed for a cohesive approach in the region. With each country

having different levels of economic development and available human resources and technical expertise, it will be important to identify the support required to develop long-term capacity to tackle poaching and illegal wildlife trade.

Significant funding has been pledged by the US Agency for International Development and the US Department of State under the agreement of their newly announced Coalition Against Wildlife Trafficking. In partnership with WildAid, TRAFFIC is set to play a role in implementing activities including needs assessments, training and capacity building over the next three years to assist the ASEAN Member Countries and their trading partners in making this regional wildlife enforcement network a success.

*For further information contact James Compton, TRAFFIC Southeast Asia. For contact details see page 16.*



Gerald S. Cobitt



# TRAFFIC strengthens collaboration in Mexico

by Adrian Reuter, National Representative, TRAFFIC North America-Mexico

In September 2005, TRAFFIC North America-Mexico and Mexico's Attorney General for the Protection of the Environment (PROFEPA) formalized an institutional partnership and signed a Memorandum of Agreement that provides a foundation for work in Mexico over the past five years. Under this agreement TRAFFIC is charged with functions aimed at supporting efforts in developing and implementing a national capacity building framework related to wildlife trade. Three major areas that TRAFFIC will be focussing on over the coming years include information sharing, public outreach & awareness building as well as capacity building within Mexico.

As a megadiverse country, Mexico holds one of the highest places in terms of richness and diversity of species, and is recognized for its many endemic species. Mexico shelters at least 10% of the terrestrial biodiversity of the planet, and more than 300 genera and between 50 and 60% of its species are endemic to the country. Mexico is also home to 10% of the world's vascular plant species, of which more than 40% are endemic. It ranks as the world's second most diverse country in terms of reptile species (717 species, 52% endemic), fifth in terms of mammalian species (450 species, 29% endemic), and fourth in terms of amphibians (284 species, 60% endemic).

The development of relatively new commercial markets for wildlife products or live specimens, as well as the historical and cultural use of wildlife in Mexico, is widespread. Urgent attention is required in order to halt, and in some cases reverse, unsustainable utilization of wild resources that is leading to significant losses of biodiversity. As wildlife trade is one of the most significant threats to many species in Mexico, a TRAFFIC office was established at the WWF Mexico Programme in September 2000.

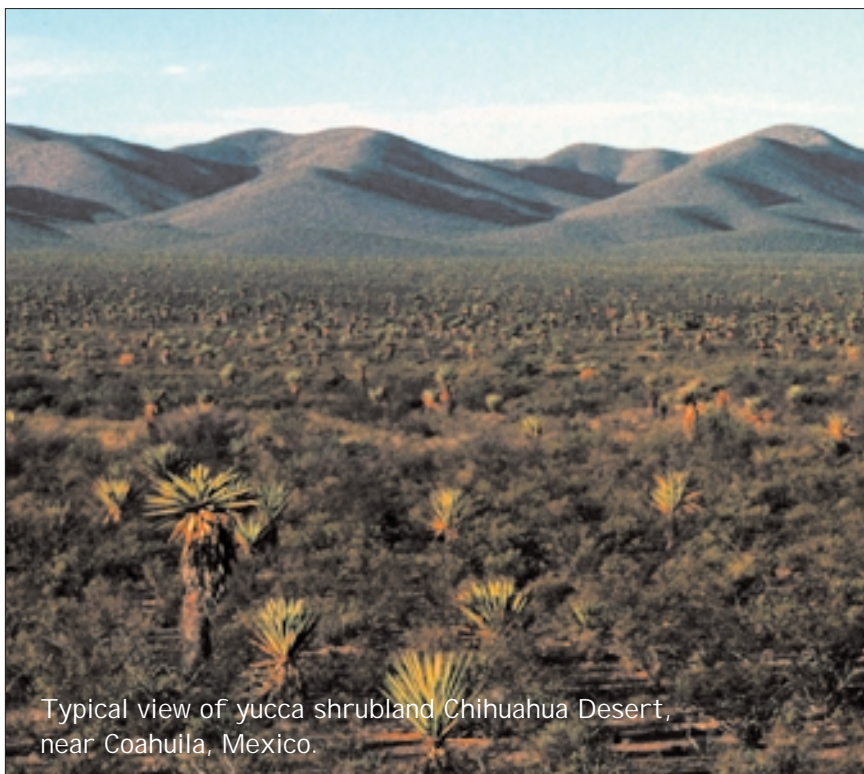
Over the past five years, baseline work has been done in collaboration with key actors in both the government and non-government sectors on overarching topics

such as Mexico's wildlife trade-related legal framework, information sharing, research on specific areas of concern such as CITES implementation, marine turtle exploitation and management, and cacti and reptile trade in priority ecoregions. Reports on cacti and reptile trade have been produced and distributed in both English and Spanish.

In addition, TRAFFIC and enforcement authorities have been involved in diverse activities directed towards an objective analysis and identification of wildlife trade related gaps and needs. This has been accomplished with Mexican authorities through participation, discussions and close collaboration in wildlife trade specific surveys, and joint capacity building efforts such as training workshops for wildlife inspectors and other key staff in government agencies.

The first project under the framework of this agreement aims to build capacity at the local and national level to improve the implementation and enforcement of Mexico's wildlife protection laws. In particular, the focus is on CITES through the development of training materials and an integrated, nation-wide capacity-building initiative in Mexico in close co-ordination with PROFEPA. Extensive support for the development and implementation of this project has been provided by the UK Commonwealth Office through its Global Opportunities Fund. It is our belief that TRAFFIC North America's work in collaboration with partners in government and other sectors will prove highly effective in reaching our sustainable trade and conservation objectives

*For more information contact TRAFFIC North America-Mexico office. For contact details see page 16.*



Typical view of yucca shrubland Chihuahua Desert, near Coahuila, Mexico.

WWF-Canon / Edward Parker



# Focus on ornamental fish trade in South America

by Bernardo Ortiz, Director, TRAFFIC South America

In August this year, a workshop on the ornamental fish trade in South America was held in Bogota, Colombia. It brought together over 50 stakeholders representing national governments, traders and exporters, project managers, scientists and non-governmental organizations from Brazil, Colombia, Guyana, Peru, Venezuela, and from the USA, the main consumer country of wild ornamental freshwater fish.

The participants shared experiences and explored ways to harmonise legislation and increase transparency and knowledge needed to ensure best practices in the field of wild ornamental fish trade. TRAFFIC South America and WWF Colombia participated in the workshop and are continuing efforts to support the collaborative spirit and goodwill achieved during the workshop.

Since the 1950s, the Amazon/Rio Negro and Orinoco basins have been the most important supply areas of wild-caught species in the ornamental freshwater fish trade originating from South America. This trade involves over 400 wild species, such as tetras, arowanas and rays. Each year over 70 million fish are exported from northern parts of South America. More than 85% of the total wild harvest of ornamental fish in the region is exported from three countries, namely Brazil, Colombia and Peru. The bulk of this trade is destined, via the USA and Germany, for worldwide distribution, although, besides the EU and Japan, the USA also represents one of the biggest consumer markets for the wild ornamental fish sourced from South America.

As international demand has increased over the years, many resources that have been extracted from the remote biodiversity-rich areas of South America to date have become over-harvested. Reptiles and mammals for skin trade, birds for pets, timber for furniture, and medicinal plants and fish for human consumption are all examples of such resources, with many species feared to be facing an unsustainable future.

However, unlike other resources that are being over-harvested, with the exception of a few vulnerable species, the ornamental fish industry represents a form of trade that has low ecological impact. It provides local communities with a sustainable alternative for generating income in a biodiversity-rich region. The industry also serves as an incentive for local communities to conserve forests and wetlands in order to ensure continuation of

the resources on which their livelihoods depend on.

However, there are several threats to this activity, especially in a long-term. Large-scale *ex situ* production of the most traded species has had the most serious impact on the ornamental fish industry in South America to date. The high international demand for ornamental fish has shifted the industry to other means of production, such as aquaculture, which economically is more lucrative and can produce more fish in less time and closer to consumer markets. However, the *ex situ* production has social and ecological impacts on the livelihoods of local communities in South America which, as a consequence, are forced to turn to other means of income. Most of the *ex situ* production occurs in Southeast Asia and the USA. In South America, the shift in production has also had significant impact on the health and structure of the freshwater and land ecosystems of the region.

Since 2002, with the financial support of WWF Switzerland, TRAFFIC South America and WWF Colombia have been compiling and analysing information on the wild ornamental fish trade. The information received from different stakeholders in the region, including scientists, governmental bodies and managers, traders, local fishermen and non-governmental organizations highlights a common concern and an urgent need to develop a mutually agreed strategy to ensure best practices in the field of wild ornamental fish trade in South America, both at the country and regional level. Practical solutions are needed to ensure

long-term sustainability of ornamental fisheries with a consideration of local communities and the social-economic and environmental impact.

The participants of the three-day workshop convened in August this year recognised that in order to ensure development of an effective strategy, all major stakeholders of producer countries need to work together to establish effective communications channels.

The workshop delivered a set of priority actions and recommendations to ensure the process now initiated will continue. On this note, TRAFFIC South America and WWF Colombia are currently facilitating follow-up action and delivery of the recommendations made at the workshop and are currently finalising a proposal that would enable further development of a regional action plan. In addition, they continue to facilitate and co-ordinate funding development opportunities and enhanced exchange of information between all the stakeholders of the producer countries.

*For more information contact TRAFFIC South America. For contact details see page 16.*



WWF-Canon / Anthony B. RATH

# Professional and recreational hunting in South Africa under review

by Claire Patterson, Programme Officer and Markus Bürgener, Senior Programme Officer, TRAFFIC East/Southern Africa

The hunting industry in South Africa makes a significant contribution to economic growth, job creation and the expansion of land under wildlife management. In recent years, however, media reports concerning so-called 'canned hunting' of large predators and trophy hunting in buffer zones adjacent to National Parks have raised serious concerns regarding practices within the hunting industry. These incidents have highlighted a broader problem regarding the lack of an overall framework for regulating the hunting industry at a national level.

The hunting industry in South Africa makes a significant contribution to economic growth, job creation and the expansion of land under wildlife management. In recent years, however, media reports concerning so-called 'canned hunting' of large predators and trophy hunting in buffer zones adjacent to National Parks have raised serious concerns regarding practices within the hunting industry. These issues also highlighted a broader problem regarding the lack of an overall framework for regulating the hunting industry at a national level.

Accordingly, in April 2005, the South African Minister of Environmental Affairs and Tourism appointed a Panel of Experts to develop norms and standards for the regulation of recreational and professional hunting in South Africa. The Panel's terms of reference were to investigate, evaluate and report on the practice of hunting in South Africa, and to make proposals to the Minister regarding the future regulation of the industry.

In order to meet this challenge, the Panel called for the production of four background research papers. TRAFFIC was commissioned to produce two of these papers, one on the current status of the hunting industry and another on the legislative framework for hunting in South Africa.

The overview on the industry highlighted the fact that South Africa has a well-established, economically-valuable industry which offers a viable form of land use in many areas not suitable for other forms of income generation. It has, however, become fraught with various problems that serve to shift the focus of certain operations away from long-term conservation objectives to short-term economic gain.

The report assessed key concerns and

constraints faced by the industry. For example, the satisfaction of niche markets by producing hybrids, colour morphs and exotic species highlights the importance of determining whether hunting is seen primarily as a conservation activity or an agricultural undertaking. Other constraints included implementing effective information systems to assist in decision making, establishing a forum to allow for stakeholder dialogue, finding practical ways to bring about black economic empowerment and transformation, and dealing with rogue operators and 'canned' hunts.

The second paper, which outlined the current legislative framework for hunting in South Africa, noted the complex and confusing maze of provincial legislation that governs the industry, leading to various inconsistencies, gaps and loopholes. Furthermore, the present regulatory approach is almost entirely focused on command and control methods to ensure compliance and fails to reflect more contemporary approaches based on incentives and co-management models. This confusing legislative structure has made it extremely difficult for conservation authorities, already facing budgetary and capacity constraints, to carry out their work effectively and efficiently. Previous attempts to move forward a uniform national legislative and policy framework have proved impossible to achieve, but have provided the impetus for development of national biodiversity legislation.

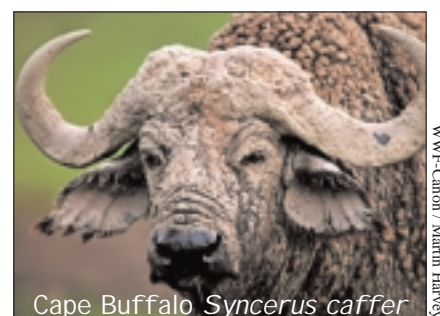
The National Environmental Management: Biodiversity Act and the National Environmental Management: Protected Areas Act have finally been enacted, providing South Africa with a suite of legal tools to effectively address the complex issues of biodiversity use and conservation, including hunting.

Through the development of national draft norms and standards and regulations, and by drawing on the relevant strengths of the national and provincial organs of state that have joint competency for regulating hunting in South Africa, the majority of issues, such as problem animal control; fragmented legislation, policies and regulations and permitting systems; and, conflicting legislation, can be effectively addressed.

With the new suite of legal tools available, the opportunity exists for South Africa to effectively regulate hunting and ensure that associated activities continue to contribute to economic growth while supporting and enhancing the conservation of biodiversity in the country.

Drawing on the information provided in the background research papers, and the series of public hearings held during August and October 2005, the Panel presented a report to the Minister of Environment and Tourism in late October 2005 outlining their findings and recommendations. This document will guide the development of draft norms and standards for the industry.

*For further information contact TRAFFIC East/Southern Africa-South Africa office. For contact details see page 16.*



WWF-Canon / Martin Harvey

# South African law enforcement staff trained on CITES implementation

by Jonathan Evans, Programme Officer, TRAFFIC East/Southern Africa-South Africa

Finally "hitting the road" after 18 months of preparation, the TRAFFIC training team in South Africa held three training events for government agencies between April and September 2005. These were part of DANIDA-funded project aimed at building the capacity of South African law enforcement staff to implement CITES and national wildlife trade controls effectively. Plans for 2006 are already in place and besides specialised training focussing on species identification and CITES, the team will be offering training to law enforcement officials in other countries in the region.

TRAFFIC's wildlife trade law compliance five-day training courses for conservation staff were held in the Eastern Cape, Limpopo and KwaZulu-Natal provinces in South Africa. These were part TRAFFIC's DANIDA-funded project aimed at building the capacity of South African law enforcement staff to implement CITES and national wildlife trade controls effectively. TRAFFIC's wildlife trade law compliance training targets provincial conservation staff, as well as municipal authorities and prosecutors and the TRAFFIC team of four specialists trained 100 officials from various government agencies.

Training modules included an introduction to wildlife trade, CITES, relevant South African environmental legislation, law enforcement skills, alternative compliance strategies and the identification of priority species in trade.

The evaluation forms are still to be formally reviewed by the project's monitoring and evaluation team, the Environmental Evaluation Unit of the University of Cape Town. The forms allowed trainees to record their impressions of the workshop.

In questions designed to determine the effectiveness and relevance of the training, there was general agreement that the trainees gained a good understanding of the challenges being faced in improving wildlife trade compliance, are more committed to their work than they did before the training workshop and that they learned new skills which they will use in their daily work.

Open-ended questions on the evaluation forms allowed for a greater range of responses. The feedback has generally been very positive so far, including some valuable suggestions for improvements. Some comments from the participants included:

*"The court [i.e. mock trial exercises, in which officials were required to testify and be cross-examined] makes one scared...", one trainee confessed, then added "...but gives knowledge later".*

*"It was fantastic, I have learnt a tremendous amount."*

*"I would like to commend the lecturers for the way they conducted and presented this course. Contradictory to my belief at my arrival, I did learn a lot and am going back with more knowledge and a better understanding of what law enforcement and the conservation of our natural resources entails."*

*"Please encourage national departments, provincial departments and local authorities, which are involved in environmental issues to send their staff to this course."*

*"The workshop was a success; hope we get called again to share what we have experienced."*

*"It broadened our horizons towards wildlife and also showed us how the KZN wildlife conservation officers perform their duties. It also showed us that we are working towards the same goal of ensuring compliance to laws/regulations in our country for the benefit of all South Africans and the economy."*

*"You sharpened our knowledge for the better."*

Plans for 2006 are already in place and include specialised training, focussing on species identification and CITES, for South African border police and Customs officials, as well as offering the training to conservation law enforcement officials in other countries in the region as opportunities arise.

*For further information contact TRAFFIC East/Southern Africa-South Africa office. For contact details see page 16.*



TRAFFIC East/Southern Africa-South Africa

Nature Conservation, Customs and National Prosecuting Agency officials attended the Wildlife Trade Law Compliance Course at Midmar Dam, KwaZulu-Natal, South Africa. The trainers were Jonathan Evans, Adam Pires, Carolyn Ah Shene and Nico Snyman.



# Promoting co-operation to reduce trade in illegal wood products in Asia

by Chen Hin Keong, Senior Forestry Advisor, TRAFFIC International

In late November 2005, TRAFFIC in collaboration with the Government of Philippines, DFID UK, GTZ, the World Bank, World Bank Institute and Asia FLEG organized a workshop in the Philippines to provide national Customs agencies an opportunity to gain better understanding of issues related to illegal logging and timber trade. Representatives from 15 countries participated at the workshop and agreed on an action plan which will be further discussed at the East Asia Pacific FLEG Task Force meeting scheduled for early 2006.

In Asia, the bulk of trade in timber products from the main producing countries occurs within the region and there is evidence that a significant proportion of this either originates from illegal logging, or is traded in contravention of exporting or importing countries' laws. The ability of border control agencies to identify and intercept such trade is limited by a number of factors. These include inadequacies in documentation, gaps in importing countries' legal systems and lack of formal protocols to exchange information between countries.

Customs agencies are normally in charge of final inspection for compliance with laws and regulations, and collection of taxes prior to release of wood products for export. They also form the first line of inspection for imports to ensure that all relevant duties and taxes have been paid and regulatory and policy requirements are fulfilled before allowing a

consignment to enter a country. In addition, Customs officers play a vital role as the first or last line of defence against smuggling, fraud, and detection of various illegalities that could transpire during the processes of export, re-export, transit and import.

The ability of Customs officers to do their jobs of inspection, documentation, and release of goods, as well as detection of any illegality in the process of trade, is a crucial component of efforts to reduce the trade in illegal wood products. Customs documents also form the basis for statistics collected by trading countries, and these statistics could indicate any discrepancies in data between trading partner nations - including those pertaining to timber trade. This may indicate illegal trade but may also stem from problems associated with data entry, documentation and verification procedures.

Increased Customs co-operation across

borders has been identified as one important area to stem the illegal trade in timber. One example of this is a Tri-National Task Force on Ramin trade formed by Indonesia, Malaysia and Singapore, with support from TRAFFIC, to try to reduce illegal ramin trade through active co-operation at a sub-regional level.

Various groups such as the International Network for Environmental Compliance and Enforcement, the Environmental Investigation Agency, East Asia Pacific Forest Law Enforcement and Governance (FLEG), and AFP have organised meetings on illegal logging and timber trade. They have involved representatives from forestry and timber regulatory agencies, NGOs, institutions like the World Bank, Asian Development Bank, and to some extent, Customs. Although actions by customs and related enforcement agencies have been an important target of the recommendations arising from these meetings, in general, proceedings have been dominated by representatives of forestry agencies and NGOs.

Therefore, in late November 2005, TRAFFIC in collaboration with the Government of Philippines, UK Department for International Development (DFID), Germany's Gesellschaft für Technische Zusammenarbeit (GTZ), World Bank, World Bank Institute and East Asia Pacific Forest Law Enforcement and Governance initiative ( FLEG), organized a workshop in Philippines, specifically to give Customs an opportunity to gain better understanding of issues related to illegal logging and timber trade.

The objectives of the workshop included awareness building and improved information sharing among



WWF-Canon / Stephen J. Fleay

Picture frame seller with frames of mainly Ramin timber on sale in Java, Indonesia in September 2004.

...continued on next page

regional border control authorities, identification of requirements for improved documentation pertaining to shipments of wood products, and discussions on better use of risk assessments as well as identification of current obstacles. The workshop was also charged with development of an action plan to initiate implementation of solutions agreed during the workshop.

Nearly 90 participants representing 15 countries, and various international organizations, NGOs, civil society were at the workshop. Countries participating in the workshop included significant primary producers and exporters in the region (Indonesia, Malaysia and Papua New Guinea, Cambodia), some primary production countries (the Philippines and Vietnam), a transit country (Singapore) as well as significant importers and processor countries (China, Japan and South Korea).

Other organisations that participated in the workshop included the ASEAN Secretariat, DFID, ITTO, the World Bank, and the World Customs Organisation's Regional Intelligence Liaison Office.

The workshop generated greater awareness of the problems and challenges faced by Customs and relevant supporting agencies as well as increased understanding of the information needs among producer, re-exporter and consumer countries that could contribute towards more effective law enforcement. 15 countries completed a country form that provides a valuable resource of a compendium of national import and export procedures and permit requirements and their characteristics for timber trade. Participants also agreed on the basis of how to share information more effectively between Customs agencies and other relevant national agencies.

At the end of the workshop, a draft action plan was formulated to help to improve enforcement efforts of Customs and related agencies, nationally, bilaterally and regionally. It recognized a need for regional intelligence collection, exchange, analysis and valuation, as well as a review of the Customs Harmonised System codes. The national action plan in particular focused on the need for enhanced co-ordination, strengthened legal framework, and capacity building. The regional action plan will be developed further at the East Asia Pacific FLEG Task Force/Advisory Group meeting scheduled for early 2006 and eventually agreed at a Ministerial meeting planned for late 2006.

*For further information contact Chen Hin Keong based at TRAFFIC Southeast Asia. For contact details, see page 16.*

## Determining economic and social drivers of wildlife trade

by Teresa Mulliken, Research and Policy Co-ordinator, TRAFFIC International

**D**espite major investments by donors and the conservation community to ensure that trade in animals and plants is conducted sustainably and in accordance with national laws and international treaties, available evidence points to major declines in the populations of many Asian wildlife species in trade. Such declines not only affect the species themselves, but also the livelihoods of the people who depend on them for food, medicines, income and other uses.

Recognising the need to better target resources and action intended to address these concerns, TRAFFIC is undertaking a project on behalf of the World Bank that aims to:

- determine the economic and social drivers of the wildlife trade in four Southeast Asian countries (Cambodia, Indonesia, Lao PDR, and Vietnam);
- identify causal relationships between poverty, wildlife abundance, wildlife harvest and trade, by examining the flows of benefits and costs of trade and trade control measures to different stakeholders;
- determine the linkages between supply and demand characteristics in the context of the countries that supply and drive the trade, and the use of regional trade routes;
- assess the impacts and effectiveness of existing and potential regulatory and market-based interventions, especially where their use is successful; and
- identify mechanisms to increase the success of future interventions.

The project, which is funded by the (World) Bank-Netherlands Partnership Programme (BNPP), will include both a broad-based review of trade in the region and several focused case studies, and will test some of the basic assumptions and hypotheses underpinning current approaches to reducing illegal and unsustainable wildlife trade. Project results will be used to help inform future policy and project decisions within the World Bank, its clients in the region, e.g. government agencies charged with managing wildlife harvests and trade, and other institutions concerned with the trade, for example IGOs and NGOs.

TRAFFIC will be implementing the project in partnership with the Asia Regional Office of IUCN, and collaborating with governments and other institutions concerned with wildlife trade issues in the region.

"This project provides a tremendous opportunity to improve future conservation and development practice as it relates to Asia's wildlife trade," said James Compton, Director of TRAFFIC Southeast Asia. "By pooling knowledge regarding how and why different approaches to tackling illegal and unsustainable trade work, and don't work, under different wildlife trade scenarios, we aim to provide donors, policy makers and practitioners with the information that can help them better target future efforts."

As a first step along this path, TRAFFIC Southeast Asia convened a project inception workshop in Hanoi, bringing together staff and consultants from organisations including the World Bank, Indonesia's CITES Management Authority, Conservation International, Fauna & Flora International, the Wildlife Conservation Society, IUCN and WWF. Participants in the November 2005 workshop discussed and advised on project research methodologies, identified potential information sources, and agreed to collaborate in the project's further development. Contact with other organisations has similarly met with a positive response. "There is growing recognition of the need to better monitor 'what happens next' when actions are taken to influence wildlife trade dynamics, be they CITES listings or export promotion schemes," Compton said. "The World Bank funding comes at an opportune moment to enable a comprehensive examination of this question, and the underlying social and economic drivers of the trade in Southeast Asia."

*For further information contact James Compton, TRAFFIC Southeast Asia. For contact details see page 16.*



WWF-Canon / Elizabeth Kempf

# Performance review of regional fisheries management organisations underway

by Anna Willock, Senior Fisheries Advisor, TRAFFIC International

**T**RAFFIC and WWF's Endangered Seas Programme have begun preparation of a report reviewing the performance of regional fisheries management organisations (RFMOs). There are currently around 20 RFMOs with a mandate for the conservation and management of fish stocks in certain high seas areas and / or for certain types of fish stocks. Such organisations are critical as they are the vehicles by which individual coastal states and fishing states co-operate with the objective of ecologically sustainable management of marine fisheries resources. However many RFMOs have failed to prevent over-exploitation of the targeted fish stocks under their mandate as well as to minimise the impact of fishing activity on both

bycatch species and the marine environment in general.

The last decade has seen a wide range of advances in both international hard law and soft law governing marine resource management. Most important among these was the finalising and entry into force of the UN Fish Stocks Agreement that, among other things, made the use of the precautionary approach mandatory for straddling and highly migratory fish stocks. The development of the UN Food and Agriculture's (FAO) International Plans of Action, including those for seabirds, sharks, fishing capacity, and illegal, unreported and unregulated fishing were also developed and endorsed by the FAO's Committee on Fisheries in the last decade. RFMOs have generally been slow

to incorporate these advances in their management regimes, despite many target stocks being overfished and vulnerable bycatch species being taken in fisheries under their mandate. The TRAFFIC/WWF report seeks to: identify where practices implemented by an RFMO have been successful; identify gaps in the mandate of individual RFMOs focusing on the uptake of current best practice in international law; and establish priorities for advocacy action for RFMOs. The report will be released early in the new year.

*For more information contact Anna Willock, based at TRAFFIC Oceania. For contact details see page 16.*



WWF-Canon / Jürgen Freund

Yellowfin tuna,  
*Thunnus albacares* in  
fishmarket. Philippines

## Collaboration with WWF marine programme continues to grow

by Anna Willock, Senior Fisheries Advisor, TRAFFIC International

**W**WF International's Endangered Seas Programme has been working to develop two new initiatives and TRAFFIC has been integrally involved in these developments.

The first is directed at the world's tuna fisheries, bringing together WWF and TRAFFIC's already well-established expertise on tuna issues and expanding that focus to deliver improved conservation results for this important resource. With tuna being one of the most widely traded and valuable of marine fish resources TRAFFIC fisheries officers have been closely engaged in the development of this programme of work. A strategy for engagement in markets has been a particular priority of this initiative with TRAFFIC East Asia-Japan's fisheries officer closely engaged in this area.

The second joint initiative is focused on the Antarctic and Southern Oceans region. While the Antarctic continent has long been a priority for conservation groups focused on terrestrial conservation there has been a surprising lack of a co-

ordinated programme to work with governments, industry and the relevant regional organisations to deliver conservation outcomes for the Antarctic marine environment. The area is a growing focus of fisheries, and particularly illegal, unreported and unregulated fishing activity, and there is a need to ensure that any increased activity is undertaken in a manner that minimises impacts on the Antarctic ecosystem. Given the remoteness of the region, resources extracted from the Antarctic marine environment invariably end up in international trade. Monitoring and regulation of that trade is an already well-established management measure to control exploitation and TRAFFIC has already undertaken work to assess the effectiveness of those measures for resources such as Patagonian Toothfish. The development of Antarctic and Southern Oceans programme will provide a necessary focus on the marine resources of this unique environment.



# Sustainable Seafood Initiative in South Africa underway

by Markus Bürgener, Senior Programme Officer, TRAFFIC East/Southern Africa

The Southern African Sustainable Seafood Initiative (SASSI) was initiated in November 2004 in order to inform and educate the full range of stakeholders in the seafood trade, from wholesalers to restaurateurs through to seafood lovers about how eating choices can help determine the health and productivity of our oceans in the future. SASSI is a collaborative initiative between WWF-South Africa, TRAFFIC, The South African Department of Environmental Affairs and Tourism (Branch: Marine and Coastal Management), Ezemvelo KwaZulu-Natal Wildlife, Two Oceans Aquarium, The South African Association of Marine Biological Research, and uShaka Marine World.

Underpinning initiatives such as SASSI is the theory that the demand from retailers and consumers for sustainably and legally harvested seafood will have a positive knock-on impact on other actors in the chain of custody. This would include importers, processors, wholesalers and middlemen. The credibility and success of SASSI depends on these trader groups actually making the necessary changes to their trading practices, rather than simply paying lip service to those demanding a legitimate and sustainable product, while continuing to support the illegal and/or unsustainable harvest of over-exploited marine species.

The risk exists that retailers could be told, either unwittingly or by premeditated design, that they are buying a legitimate and/or sustainably harvested species whereas they are, in fact, purchasing an illegally or unsustainably sourced product. Previous research conducted through SASSI has borne out the possibility of this occurring as it has revealed that, in certain cases, the common or market names provided by wholesalers selling fish to retailers and restaurants do not necessarily match the species that are actually being sold. It appears that a number of retailers are unable to determine whether the fish they purchase is the fish that has been described by the wholesaler. Retailers and consumers must be able to purchase seafood products secure in the knowledge that they are getting the same product that is being advertised.

In order to assess the potential risk that inconsistent and inaccurate labelling of seafood products poses to the success of

the SASSI, and to guide the future activities and interventions of the SASSI, TRAFFIC is carrying out a short-term project in South Africa to determine the manner in, and extent to which, all trader groups in the seafood chain of custody operate in South Africa. This will entail identifying local linefish, in particular those that are of the greatest conservation concern, and then collecting catch, trade and other market data to assess the degree of unregulated trade, the number and nature of stakeholders in the commodity chain, the checks and balances that exist within the sector, accepted business practices, as well as the regulatory framework applicable to linefish trade within South Africa.

WWF-South Africa (via funding from The Green Trust) and the South African Department of Environmental Affairs & Tourism have generously funded the Sustainable Seafood Initiative.

*For further information contact TRAFFIC East/Southern Africa-South Africa. For contact details see page 16.*

## Trade of the Roti Island Snake-necked Turtle

The Roti Island Snake-necked Turtle *Chelodina mccordi* is a small, long-necked turtle, found only in the wetlands of the island of Roti, in eastern Indonesia. Since this endemic turtle was recently described as a new species in 1994, international demand for it has intensified to the point where the species has become all but extinct in the wild. No legal trade of this species from Indonesia has been allowed since 2001. Prior to its description, it was exported illegally as another species, the New Guinea Snake-necked Turtle *C. novaeguineae*, which has been protected in Indonesia since 1980.

In 2000, the IUCN Red List categorized the species as Critically Endangered, and in the same year, the Roti Island Snake-necked Turtle was assessed as commercially extinct. The species is listed in Appendix II of CITES, which requires any international trade to be carried out under a permitting system.

A new TRAFFIC Southeast Asia report titled "The Trade of the Roti Island Snake-necked Turtle *Chelodina mccordi*" found that even though there were national quotas set for harvest and export of *C. mccordi* between 1997 and 2001, no licences for collection have been issued, nor transport permits issued for movement ...

*...continued on page 14...*



Roti Island Snake-necked Turtle  
*Chelodina mccordi*

Bongsi Idrando

# EU law enforcers strengthen efforts to tackle illegal trade in endangered species

by Rob Parry-Jones, TRAFFIC International

In late October 2005, law enforcement officials from across the European Union converged in Buckinghamshire, UK, to attend the European Union Wildlife Trade Enforcement Co-ordination Workshop, hosted by the UK Department for the Environment, Food and Rural Affairs, in collaboration with TRAFFIC.

The workshop was opened by Martin Brasher, Head, Global Wildlife Division, of Defra, and by Willem Wijnstekers, Secretary General of CITES. The Secretary General also chaired the workshop.

Drawing on recommendations from TRAFFIC's 2004 report "Expanding Borders" (available online at [www.traffic.org/25/network4/eu/report.pdf](http://www.traffic.org/25/network4/eu/report.pdf)) one of the key workshop objectives was examining means of strengthening inter-agency co-operation and co-ordination of the enforcement of wildlife trade controls in the EU. As John Sellar of the CITES Secretariat pointed out, there is every reason to believe that wildlife trade crime and organised crime go hand in hand.

Although one of the largest consumers of wild animals and plants for some years, the expansion of the EU to 25 countries in May 2004 has without doubt increased the Union's role as a major consumer of wildlife, both legal and illegal. EU enlargement has shifted also the Union's external borders further east, placing the new Member States on the frontline for controlling imports of regulated wildlife to

the EU. Inside the EU, border controls operating between old and new EU Member States have disappeared and the movement of CITES-listed species and their products inside the EU has become easier. Strengthening channels of communication and sharing intelligence is therefore of critical importance to reduce the scale of illegal trade.

The 130 representatives of Customs, Police, Wildlife Inspectorates and CITES Management Authorities, as well as representatives from the European Commission, the CITES Secretariat and Interpol, returned home with an agreed statement and recommendations mapping out the framework for addressing wildlife trade crimes in the EU. The recommendations also lay the foundations for further development of an Action Plan for EU Wildlife Trade Enforcement, which provides a series of concrete measures to further the work of law enforcers both at the national and EU-wide level.

Key points in the recommendations and action plan are an agreement to review national penalties to ensure that they are legislated and implemented at sufficiently

high levels to act as a deterrent against illegal activities. Greater co-ordination of national enforcement which, in turn, supports the work of the EU Wildlife Trade Enforcement Group, also was called for particularly through the appointment of focal points to facilitate inter-agency communication and exchange of information. At the EU-level, it was agreed to strengthen the role of the Enforcement Group through a strategic action plan, harmonised where possible with national action plans, and to utilise existing methods of intelligence exchange such as EU-TWIX (for further information on EU-TWIX, see *TRAFFIC Dispatches* Number 24). Raising awareness amongst senior government policy and decision makers, as well as amongst the judiciary, of the links between wildlife crime and organised crime also emerged as a key issue to address in order to increase the requisite political support.

In the words of UK Biodiversity Minister Jim Knight, who closed the workshop, the plan was a fundamental step in detecting and preventing illegal trade. "Wildlife crime is an issue that we take very seriously throughout the EU, which is why the UK scheduled this important meeting during our Presidency," he said. "The enlarged EU cannot become a haven for wildlife criminals, and we need to make sure this plan is fully and effectively implemented by all member states."

A copy of the Minister's speech is available at <http://www.defra.gov.uk/corporate/ministers/speeches/jk051027.htm>. The statement and recommendations of the workshop are available for downloading at [http://www.traffic.org/news/EU\\_law.pdf](http://www.traffic.org/news/EU_law.pdf).

*For more information contact Rob Parry-Jones at TRAFFIC International. For contact details see page 16.*



Participants of the EU Wildlife Trade Enforcement Co-ordination Workshop, Buckinghamshire, UK, October 2005.

# Building capacity in key international airports of Southeast Asia

by Chris R. Shepherd, Regional Programme Officer, TRAFFIC Southeast Asia

International airports have been identified as key transit hubs in the movement of illegal wildlife, often in very large volumes. Wild fauna and flora is collected from around the world and is funnelled through these airports before being distributed to the global market. In recent months, TRAFFIC has provided training in Malaysia, Singapore and Thailand for enforcement personnel charged with detecting and intercepting illegal trade in airports.

Wildlife is sourced from Southeast Asia to supply demand around the world for pets, luxury items, food and zoos. Demand within Southeast Asia itself is expanding with economic growth, and many countries in the region also serve as transit points for wildlife going to and from a multitude of destinations. While much of this movement of wildlife in and out of these countries is legal, a large proportion is not and continues on a large scale, with high-volume cargoes often moving by air. Smugglers often rely on airlines to move their live cargo, such as freshwater turtles and tortoises, birds and aquarium fish, as it is fast and efficient, therefore reducing mortality rates. Furthermore, smugglers know that due to the large volumes of shipments through airports, the authorities are not able to screen everything, thus reducing the chances of being detected.

TRAFFIC's experience in Southeast Asia has shown that enforcement personnel from a variety of agencies charged with detecting and intercepting illegal trade in airports are often poorly trained and lack the capacity to carry out their basic responsibilities in an efficient manner. Major international airports in three Southeast Asian countries, Malaysia, Singapore and Thailand were chosen as initial priorities for capacity building efforts and project funding was secured from the US Department of State.

In 2004 needs assessments were carried out by TRAFFIC in the three main airports in these countries. These initial consultations revealed similar gaps and constraints in each location. Awareness of illegal wildlife trade was low, as was comprehension of CITES, to which all three countries are Parties, and capacity to control legal trade alongside detection of the illegal trade was far from adequate. As a result of low understanding regarding CITES, capacity to implement and enforce the Convention in these international

airports between airport-based staff from various government agencies in Malaysia, Singapore and Thailand was found to be low. The following priorities were identified for staff from key enforcement agencies (Customs, quarantine, cargo handlers and CITES authorities):

- Improved inspection processes and related skills.
- Improved CITES implementation and enforcement capacity.
- Better species identification skills
- Increased communication between national government agencies, and with other countries in the region.
- Increased law enforcement effort.

Following the initial needs assessments, a training curriculum was devised with input from the CITES Management Authorities and other relevant bodies within each focal country. Training modules were drafted and have been translated in to Malay, and into Thai (translation was not necessary for Singapore).

Training courses were held in Malaysia at the Kuala Lumpur International Airport three times in 2005, and involved approximately 250 participants from the Plant, Fish and Animal Quarantine Departments, MASKargo cargo handlers, Free Trade Zone staff, Malaysian Airports Berhad and the Royal Customs and Excise Department as well as the Department of Wildlife and National Parks, which is the lead CITES Management Authority in Malaysia. Participants also came from the neighbouring states of Johor Baru, Penang, Sabah and Sarawak in Malaysia and two individuals from Malaysian Airlines based in Surabaya, Indonesia. All of the MASKargo animal cargo handlers (approximately 50 people) were based at the "Animal Hotel" at KLIA.

In Singapore, 59 people attended the training from the Wildlife Regulatory Branch of the Agri-food and Veterinary Authority of Singapore (the CITES



TRAFFIC

Management Authority of Singapore) and the Immigration & Checkpoints Authority, which enforces Singapore's Customs regulations at land, sea and air border checkpoints.

Training focussed on providing a general introduction to the global wildlife trade with a focus on Malaysia and Singapore's role in South-east Asia's wildlife trade dynamics. Modules were given focussing on CITES implementation and enforcement, as well as on smuggling techniques and routes used by illegal wildlife traders, using real examples from the region. Domestic trade was also discussed, focusing on demand coming from within the target country.

Species identification skills building consisted of an introduction to common species groups in trade, how to identify them and how to determine their CITES status. The main focus of this component was on birds and reptiles as these were identified in the needs assessments as being the species groups most frequently traded and in the largest quantities. However, other species of fauna and flora in trade were also discussed. A focussed presentation on the agarwood trade was given in Singapore, given that it operates as the major import-export hub for this global multi-million dollar trade.

All agencies that attended the training sessions in Malaysia and Singapore felt that training on these topics on a regular basis is essential. TRAFFIC has recently secured funding support from the US Government for a second set of workshops which will extend the capacity building project to nine other major airports throughout South-east Asia and China.



# Judiciary trained on wildlife laws protecting orang-utans and gibbons in Indonesia

by Julia Ng, Programme Officer, TRAFFIC Southeast Asia

**T**RAFFIC Southeast Asia's report, *Hanging in the Balance: An assessment of trade in orang-utans and gibbons on Kalimantan, Indonesia*, released in September 2005, showed that between 200-500 Bornean Orang-utans originating from Kalimantan, are traded each year throughout the Indonesian provinces of Kalimantan, Java and Bali. According to the report, the trade in orang-utans in Kalimantan has not decreased over the past 15 years. The key finding, however, is that although many gibbons and orang-utans have been confiscated by authorities during the past decade in Kalimantan, not a single offender has been prosecuted to date.

In 2003-2004, a total of 74 orang-utans were recorded in private possession in Kalimantan alone, even though this is against Indonesian law. However, government authorities in Kalimantan do not appear to consider trade in orang-utans and gibbons to be a problem. They perceive levels of trade to be low and that the offence is not considered serious enough to warrant punishment. *Hanging in the Balance* calls for similar actions to the previous TRAFFIC report launched in June 2005, *In Full Swing: An assessment of trade in orang-utans and gibbons on Java and Bali, Indonesia* (see [http://www.traffic.org/news/press-releases/gibbon\\_trade.html](http://www.traffic.org/news/press-releases/gibbon_trade.html) or *Dispatches* no24), regarding the need for enforcement agencies and the judiciary to treat the trade of these endangered primates as a serious criminal offence.

As a follow-up to the two orang-utan and gibbon trade reports in Indonesia, TRAFFIC and WWF-Indonesia co-

organized a two-day judicial workshop at the end of September in Cibodas, near Jakarta. The objectives of the workshop were to create awareness among personnel from the judiciary (including prosecutors) and related Indonesian law enforcement agencies regarding the seriousness of wildlife trade and on the domestic and international (CITES) laws that protect wildlife from illegal collection and trade. The workshop was also a good opportunity to bring together stakeholders involved in stopping illegal wildlife trade, examine the factors that hinder the prosecution of wildlife trade-related offences.

Participants included judges from the different districts in Jakarta and Bogor, district attorneys, and other enforcement agencies from the Forestry, Customs and Quarantine departments examined ways to assist the successful prosecution of illegal wildlife trade cases. Each participant was given a compilation of the laws protecting wildlife in Indonesia and a reference guide on examples of successful prosecution on illegal wildlife trade cases in Indonesia. WWF-Indonesia's Executive Director, Mubariq Ahmad opened the workshop, followed by keynote presentations from Indonesia's CITES Management Authority, TRAFFIC's Chris R. Shepherd, and Chairul Saleh from WWF-Indonesia's policy and trade unit.

Following discussions on laws preventing illegal wildlife trade in Indonesia and the judicial process that is involved to push the cases through, participants agreed that the illegal wildlife trade in Indonesia is a problem of serious concern. Judges and district attorneys

stated that they need organizations, such as TRAFFIC and WWF, to provide them with the necessary information for successful prosecutions to take place. In light of the significance of increasing the knowledge and 'best practices' of judges and attorneys on illegal wildlife trade cases, participants agreed to encourage Indonesia's Supreme Court to issue a SEMA (Letter for Distribution by the Supreme Court) for dissemination to all judges, and a SEJA (Letter of Distribution by the Prime Attorney) and to all attorneys/prosecutors through their respective offices. Lastly, most of the participants felt that more judicial workshops should be conducted around Indonesia to ensure that awareness is raised in judicial circles on the seriousness of such wildlife crimes. The next phase of TRAFFIC orang-utan trade work will involve similar judiciary-focused workshops in the four provinces of Kalimantan.

*For further information, contact Julia Ng, Programme Officer, TRAFFIC Southeast Asia. For contact details see page 16.*



Ian M Hilmun-Yayasan Titian

## *Roti Island Snake-necked Turtle trade, continued from page 11...*

...from source to point-of-export within Indonesia. Therefore, it can be concluded that the capture and trade of these animals has not been carried out in accordance with the relevant laws in Indonesia. All specimens of *C. mccordi* that have been exported since it was described as a new species in 1994 have therefore been illegally acquired.

The continuing demand for *C. mccordi* is pushing this endemic species towards extinction. Even if *C. mccordi* is added to the Indonesian list of protected species, monitoring and enforcement of existing laws in place to protect wildlife from over-exploitation is lacking and in some places,

non-existent. If these laws, such as the laws governing capture and transport of wildlife, are not enforced, this species will surely become extinct in the wild in the very near future.

The new report issues a number of recommendations including better national protection and capacity building for increased and improved enforcement. With funding support from the Turtle Conservation Fund and WWF-US, TRAFFIC is working with the Indonesian CITES Management Authority and has recently conducted training and awareness building sessions on Roti Island to the enforcement agencies from Roti Island

and nearby Timor, in December 2005. "We hope that by increasing the levels of awareness and the capacity in enforcement techniques of these agencies, poachers will find it increasingly difficult to smuggle out any of the turtles that remain on Roti Island," said Chris Shepherd from TRAFFIC Southeast Asia and the co-author of the report.

*The report will be released in January 2006, in both English and Bahasa Indonesia. For more information visit [www.traffic.org](http://www.traffic.org) for future updates or contact TRAFFIC Southeast Asia.*

# Birds of pride: Illegal trade in wild falcons in the Altay-Sayan Eco-region

by Alexey Vaisman, Senior Programme Officer, TRAFFIC Europe-Russia

Falcons have been used for falconry for hundreds of years, in particular in the countries of the Middle East where falcons are highly-prized and considered a status symbol for the rich and influential. Demand for wild falcons is high and wild populations have been increasingly affected by uncontrolled and often illegal capture and trade. The Russian Federation, and especially the Altay-Sayan region, is considered one of the most important 'supply' regions for the illegal trade in wild falcons. With support from the Rufford Maurice Laing Foundation TRAFFIC Europe - Russia is undertaking a project to tackle this problem.

The aim of the project is to gather information that will assist enforcement

and management personnel to develop adequate and practical measures that will help to reduce the illegal and unsustainable trapping of and trade in falcons from the Altay-Sayan region. To achieve this objective, investigations and field surveys will be undertaken to collect information on the volume, trends and main areas of capture and trade in falcons. Such information will provide enforcement personnel and government officials with a better understanding of the level of illegal falcon trade. This will also help them to better target their management and control activities.

*For more information, contact TRAFFIC Europe-Russia. For contact details see page 16.*



Saker Falcon,  
Altai-Sayan Ecoregion

Credit: WWF-Canon / Harman Jungius

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Mrs Fiona Pippa  
Plantlife International  
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# TRAFFIC

the wildlife trade monitoring network

# DISPATCHES

Number 26 November 2007

## CITES: key outputs at a glance

It was a mixed conservation bag at the 14th meeting of the Conference of the Parties (CoP 14) to CITES (the Convention on International Trade in Endangered Species of Wild Fauna and Flora), that took place in The Hague, Netherlands, in June. It ended with TRAFFIC applauding some sound decisions, but rueing other missed opportunities, particularly the decisions not to list red, pink and other corals, or two species of sharks—Spiny Dogfish and Porbeagle.

"There were some key decisions on eels, sawfishes, elephants and Tigers, but it's a shame countries missed the opportunity to assist with conservation of several commercially traded marine species," said Steven Broad, Executive Director of TRAFFIC.

TRAFFIC was disappointed that Parties failed to come up with sufficient extra funding to implement the Convention and assist countries with enforcement and capacity building. Enforcement issues were prominent during the meeting; (see separate article in this issue).

### Key conference outcomes included:

#### Compromise on African Elephants

African Elephants dominated much of the media coverage and many of the conference discussions. Prior to the CITES meeting, a limited sale of ivory from three southern African countries was given formal approval, whilst on the penultimate day of the meeting, following some tense negotiations, Zambia and Chad presented a compromise document on behalf of all African Elephant range States.

The document, which was adopted by consensus, allows an increase in the one-off sale of ivory to include ivory from stockpiles in Botswana, South Africa, Namibia and Zimbabwe that have accumulated since 2002. After the sale, there will be a nine-year suspension of further sales of raw ivory.

However, the key issues of how to tackle elephant poaching and illegal domestic ivory markets in Africa and Asia remain unanswered.



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A giant Tiger photo mosaic unveiled by the International Tiger Coalition at CITES

#### Tiger farms rejected

A notable conservation success was the Decision, adopted by consensus, to reject the raising of captive Tigers for trade in Tiger parts, and to reduce the size of large-scale commercial Tiger farms "to a level supportive only to conserving wild Tigers". Three countries with wild Tigers—India, Nepal and Bhutan—were joined by the USA in calling on China to phase out the country's privately run "Tiger farms" that house almost 5000 animals.

#### INSIDE:

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- TRACE: tracking wildlife crime with forensics
- TRAFFIC signs MoU with SACEP
- Traditional medicine in Viet Nam
- TRAFFIC donors January 2006 - November 2007



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Inside: New international standard for collection of wild plants

### Recommendations for rhinos

New TRAFFIC research presented at the conference revealed an alarming increase in the volume of rhino horn entering illegal trade since 2000. The recommendations of the report for better law enforcement and protection measures for African rhinos were adopted by the Parties. Parties were also requested to report on stockpiles of rhino horns held, to be reviewed by TRAFFIC, who were also invited to review the routes by which horns enter illegal markets.

### Mixed fortunes for sharks

Delegates failed to list two shark species—Spiny Dogfish and Porbeagle—in CITES Appendix II, which allows trade under strict conditions. However, all except one species of sawfish (ray-like sharks) were listed in Appendix I, which prevents all commercial trade. The single exception was listed on Appendix II.

### Most timber proposals withdrawn

The EU withdrew its proposal to include in the Appendices Cedrela—a group of tropical tree species found in Latin America—after facing hostile pressure from Latin American and Caribbean countries. The listing would have helped ensure better management and measures to control trade of these threatened species.

All the other proposals to list tropical timber species in Appendix II were withdrawn, with one exception—Brazil wood, which was listed with an amendment to exclude certain items made from the wood, such as musical instruments.

### Better protection for the European eel

European eels have declined throughout most of the species's distribution area and are now threatened.

European Eels were listed in Appendix II, a decision that will help ensure trade in this species is well-managed and legal, an essential measure for its survival. The European Eel has declined

throughout its range due to over-exploitation and pollution.

### Pink, red and other corals remain unprotected

The listing on Appendix II of red, pink and other coral species in the genus *Corallium*, was overturned in plenary. These corals, which are used mainly for the manufacture of jewellery, have been over-harvested as a result of lack of international trade controls and a consistent management plan. An Appendix II listing would have helped address these problems, but commercial interests won through.

### Marine turtles

A welcome and significant development was Cuba's announcement of a voluntary moratorium on their marine turtle fisheries from 2008. There was support too for marine turtle conservation by Parties through the Inter-American Convention for Protection and Conservation of Sea Turtles (IAC) and the Convention for the Protection and Development of the Marine Environment of the wider Caribbean region (Cartagena Convention).

### Strategic vision

Delegates adopted an ambitious new Strategic Vision that attempts to link CITES to the broader conservation and development agenda.

"CITES member countries now need to step up their efforts to secure the resources needed to meet the goals they have set for themselves, especially the support needed by developing countries to manage wildlife trade at sustainable levels," said Broad.

### Other outcomes relevant to TRAFFIC's programme and targets:

These included: instructions for Parties to investigate the scale of internet trading in wildlife; better understanding of the ivory trade through TRAFFIC's continued operation of ETIS and other means, including development of an Elephant Action Plan;

improving international co-operation on conservation and trade control for Asian big cats and parts thereof; approval for export of Vicuña wool by Bolivia; collaboration between the Central Africa Bushmeat Working Group and the Convention on Biological Biodiversity; better law enforcement for illegal trade in freshwater turtles and tortoises; improvement in monitoring of trophy hunting; better labelling of legal caviar and support for sturgeon conservation; adoption of an Action Plan for the control of international trade in Bigleaf Mahogany; better enforcement of Saiga protection measures; instructions for the Plants Committee to develop protocols for formulating non-detriment findings for timber species, *Prunus africana* and medicinal plants; better protection measures for medicinal plants.

### Other events

TRAFFIC and WWF hosted a breakfast meeting for Ministers attending the Ministerial Roundtable convened by the Dutch Government. Thirty-six guests (of which 17 were Ministers or Vice-Ministers), from 23 countries, representing all continents, attended.

Following a keynote speech by James Leape, Director General of WWF International, case studies were presented by TRAFFIC staff focusing on the trade in Ramin (an Asian timber species) and Vicuña (an Andean camelid). These demonstrated how political will, regional co-operation and consumer-producer relations are important to implement CITES regulations effectively. The case studies promoted some lively discussion of the issues raised.

Overall, the event, which was organized by WWF Netherlands, and chaired by Laurentien van Oranje-Nassau, was deemed a great success.



## CITES stamp of approval



Caviar - but is it legal? The CITES stamp will help consumers decide

From 1 July 2007 all caviar sold in the UK has had to display labels approved by the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES).

The non-reusable labels give detailed information about the origin and age of the caviar, and, if appropriate, where it was repackaged in the UK.

Illegal caviar trade is a major concern as the main threats to sturgeons are overfishing and poaching. In the last 15 years the Caspian Sea sturgeon population has been reduced by 40%.

The European Union (EU) is the single biggest consumer of caviar, with 636 tonnes imported between 1998 and 2005 compared to 326 t imported by the USA over the same period. Between 2000 and 2005, 12 t of illegal caviar were seized in the EU.

"TRAFFIC is delighted to see the UK Government introducing the caviar labelling scheme, which will help stamp out the illegal trade in this valuable product and is a vital step in helping to save sturgeons from extinction," said Steven Broad, Executive Director of TRAFFIC.

Containers of caviar arriving in the UK for trade or repackaging must also display labels that state its country of origin. If caviar is still contained in the original container from the country of origin then it should have a label affixed from that country's CITES Management Authority. Caviar without these labels will be illegal and liable to be seized.

Anybody trading in illegal caviar within the UK is liable to a two year prison sentence and/or a fine of up to GBP5000 (USD10 000).

## New international standard for collection of wild plants

A new standard to promote the sustainable management and trade in wild medicinal and aromatic plants (MAP) was launched in February 2007 at Biofach, the World Organic Trade Fair, held in Nuremburg, Germany.

The International Standard for Sustainable Wild Collection of Medicinal and Aromatic Plants (ISSC-MAP) was drawn up following extensive consultation with plant experts and the herbal products industry worldwide. It promotes appropriate management of wild plant populations to ensure plants used in medicine and cosmetics are not over-exploited. The Standard is based on six principles: maintaining wild MAP resources, preventing negative environmental impacts, legal compliance, respecting customary rights, applying responsible management practices, and applying responsible business practices.

"Traders and companies, collectors and consumers must share the responsibility for maintaining populations of medicinal plants which are valuable natural resources," said Susanne Honnef, Medicinal Plant Programme Leader of TRAFFIC. "The ISSC-MAP principles and criteria show how this can be achieved in practice."

More than 400 000 tonnes of medicinal and aromatic plants are traded annually, with much of the material harvested from the wild. Almost 70,000 species are involved, many of them are in danger of over-exploitation and even extinction through over-collection and habitat loss. For example, conservations believe nearly 300 species are threatened in India alone.

Traditional Medicinals, one of the industry's leading companies, is investigating applying the new standard to the collection of Bearberry, a shrub whose leaves are used for the treatment of a variety of conditions, mainly of the diuretic and urinary tract.

"Sustainable supplies will mean long-term benefits for the local people who rely on the Bearberry trade for supplementary income," said Josef Brinckman, Vice-President of Traditional Medicinals.

Several projects financed by the German government have recently announced they will implement the ISSC-MAP standard.

Organizations and experts involved in the ISSC-MAP consultation included: the German Federal Agency for Nature Conservation (BfN), the IUCN SSC Medicinal Plant Specialist Group (MPSG), WWF-Germany, and TRAFFIC, plus industry associations, companies, certifiers and community-based NGOs.



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Wolf's Bane *Arnica montana* is used in the treatment of bruising, but is becoming rare throughout its European range



# International law enforcement networks the way forward for CITES

by Azrina Abdullah, ASEAN-WEN Support Project Leader

The 14th meeting of the Conference of the Parties to CITES (the Convention on International Trade in Endangered Species of Wild Fauna and Flora) in The Hague, Netherlands, ended in June 2007 with many new decisions being taken that will affect the legality of trade in a variety of animals and plants—from timber to marine species to large mammals. But underpinning the success of all such decisions is the need for comprehensive law enforcement to regulate and combat any illegal trade in these species.

The previous meeting of the Conference of the Parties (CoP13) in Bangkok, Thailand, in October 2004, prompted decisive action by governments in the South-east Asian region, resulting in political commitments towards improved implementation and enforcement of the Convention from the 10 Member Countries of the Association of Southeast Asian Nations (ASEAN). Subsequent efforts led to the agreement of an ASEAN Regional Action Plan on Trade in Wild Fauna and Flora 2005–2010 the following year. Key objectives under the action plan included improved legislation, better law enforcement networking and more science-based decision making and information sharing.

Between CoP13 and CoP14, ASEAN CITES Parties moved with greatest momentum on the roll-out of the ASEAN Wildlife Enforcement Network (ASEAN-WEN), which was launched in December 2005. Since then, the Network's operations have grown steadily, bringing together countries from across the ASEAN region to improve the effectiveness of wildlife trade enforcement measures. The 10-country intergovernmental initiative has also engaged with countries outside the region, including China and the USA—both major demand markets for wild animals and plants and a great diversity of by-products—as well as making links with the European

Union (EU) and Australia. Other institutions brought into the ambit of ASEAN-WEN have included the Secretariats of ASEAN and CITES, Interpol and the World Customs Organization (WCO), including WCO's Regional Intelligence Liaison Office.

TRAFFIC is continuing to work with Wildlife Alliance (formerly known as WildAid), via a co-operative partnership with the US Agency for International Development (USAID), to provide technical assistance to the government agencies that are implementing ASEAN-WEN.

The latest CITES meeting in the Netherlands (CoP14) provided an opportunity to reflect on the positive successes of regional enforcement initiatives, including ASEAN-WEN, particularly during two side events that focused on enforcement issues.

The first of these was hosted by the Coalition Against Wildlife Trafficking (CAWT) on *Forging partnerships to improve wildlife law enforcement*. It was chaired by the US Assistant Secretary of State, Claudia McMurray, with panel members including representatives from ASEAN-WEN, Interpol, the CITES Secretariat, North American Wildlife Enforcement Group (NAWEG) and TRAFFIC. The event focused on the organizational and political aspects of partnerships and the need for high-level government support in raising the profile of international wildlife trafficking.

Discussions included how to catalyse political will on this issue, and how regional enforcement networks can serve as a framework for partnerships. Representatives from enforcement networks discussed the benefits of CAWT membership in strengthening the overall partnership.

The second enforcement side event, hosted by the UK Government (Defra) with assistance from TRAFFIC, provoked discussions on how to combat wildlife crime effectively at national, regional and international levels. This built on a similar UK Government-hosted event at CoP13 in Bangkok on *Willing co-operation for effective enforcement of CITES*, which had recognised that motivating political will and close co-operation remain the lynchpins of effective CITES enforcement.

The UK CoP14 side event highlighted developments in regional and inter-regional collaboration since CoP13. Several EU Member States showcased their successes in this area, and used the opportunity to draw attention to the role of the EU in improving wildlife law enforcement. EU Ministers had called on the European Commission (EC) and Member States to develop a strengthened, co-ordinated EU response to address illegal wildlife trade. This had resulted in an EU Wildlife Trade Enforcement Action Plan that was unveiled during the side event, and subsequently published

in the *Official Journal of the European Community* (L145, 20 June 2007)

Mr Adisorn Noochdumrong of Thailand's CITES Management Authority introduced ASEAN-WEN as an example of regional co-operation that had resulted in enforcement action on the ground. Participating governments are creating interagency task forces involving national police, Customs and CITES officers. These task forces serve as focal points at the regional level to combat transnational wildlife crime and exchange vital law enforcement intelligence between countries. Since ASEAN-WEN's inception, several high-profile wildlife seizures involving protected species of animals and plants have taken place, enforcement officers have been trained and the involvement of the judicial sector in combating wildlife crime has been prioritised. Future plans include encouraging more prosecutions, enhancing inter-agency co-operation at national and regional levels, maintaining political will for the initiative, and increasing awareness of ASEAN-WEN amongst the public and law enforcement officers.

Mr Noochdumrong commented: "The side event was a great opportunity to examine common approaches to international law enforcement networking, and ASEAN-WEN is keen to develop further collaboration with the EU in the near future."

Captain Aroon Promphan from the Natural Resources and Environment Crime Division, Royal Thai Police, and Dr Norhayati Tahir from Royal Malaysian Customs, also attended, representing the interagency structure of ASEAN-WEN.

The UK's Peter Starling from Her Majesty's Revenue and Customs presented information on the Partnership for Action against Wildlife Crime (PAW), which comprises more than 90 government and non-governmental organizations involved in combating wildlife crime in the UK. He also drew delegates' attention to the re-established National Wildlife

Crime Unit (NWCU), a multi-agency Unit combating wildlife crime across the UK. His overriding message was of the benefits brought about through improved communication within both national initiatives. Robert Boljesic from the Slovenian CITES Management Authority spoke about the Slovenian Wildlife Committee, established in 2002. This Committee has resulted in closer co-operation between CITES authorities, police and Customs in Slovenia, which has led to steadily increasing numbers of wildlife crime seizures and penalties for offenders.

Lucy Swan from the EC's Directorate General responsible for the Environment highlighted the work of the EC Enforcement Group, which involves law enforcers from all 27 EU Member States. She highlighted some of the Group's successes and several tools that have been developed in the EU, including EU TWIX—an internet tool for EU enforcement officers to exchange information about illegal wildlife trade. Swan also introduced the EU Enforcement Action Plan, which represents a major step forward for national wildlife law enforcement efforts, inter-regional collaboration and for capacity building in countries outside the EU.

"Giving high priority to CITES enforcement is crucial to combat illegal trade. This EU Action Plan demonstrates the EU's commitment to effective enforcement," Ms Swan noted.

Key messages emerging at the side event included recognition of the need for improved communications within countries and at the regional and inter-regional levels, the need for secure mechanisms for exchange of information between enforcement agencies, and increasing the level of awareness of wildlife crime at all levels, from the public right up to decision makers. Challenges remain such as insufficient co-ordination and co-operation among countries, limited human and financial resources, low priority placed on the enforcement of CITES and insufficient penalties imposed on offenders.

Captain Aroon Promphan also joined the CITES Secretariat's John Sellar, Senior Officer, Anti-smuggling, Fraud and Organized Crime; Benito Perez, Acting Chief, Division of Law Enforcement, US Fish and Wildlife Service; and Peter Younger, Wildlife Crime Programme Officer, Interpol, in a press conference on law enforcement co-operation.

The Secretary-General of the CITES Secretariat, Willem Wijnstekers, noted that wildlife law enforcement successes recently show what can be achieved when the international community works together.

"Recent advances must not make us complacent—we need to allocate a much higher priority to bringing wildlife criminals to justice," Wijnstekers added.

The law enforcement-related side events at CoP14 also served to highlight that although individual countries require different approaches in tackling wildlife crime, there is a high degree of overlap in thinking and approach to this issue worldwide. Many strong national laws and adequate penalties exist, and there are mechanisms for co-operation and collaboration within and between countries. These facilitate the flow of information, which is vital in combating illegal wildlife trade although there is still much to be done, particularly in the field of wildlife forensics and capacity building.

"ASEAN-WEN is an example of what can be achieved, and its ongoing progress can serve as a model for establishing similar inter-governmental law enforcement networks in other regions of the world," said James Compton, TRAFFIC's Southeast Asia regional Director.

"Countries can tackle illegal international wildlife crime through close collaboration, provided there is sufficient political will, backed up by adequate human and technical resources," he added. "These are the critical factors that enable law enforcement agencies to make a tangible difference on the ground, and break down the often highly organized networks that control illegal trafficking of wild animals and plants."

# European Union targets wildlife trade enforcement

In June 2007, the European Commission (EC) launched an Action Plan to improve wildlife trade enforcement within the European Union (EU) and in countries where the trade originates. It marked the latest step in a global approach to tackling wildlife crime.

The announcement was made during a UK Government sponsored event held in collaboration with TRAFFIC, during the 14th meeting of CITES (the Convention on International Trade in Endangered Species of Wild Fauna and Flora) Parties in The Hague, Netherlands (CoP14).

"Giving high priority to CITES enforcement is crucial to combating illegal trade. This EU Action Plan will demonstrate the EU's commitment to effective enforcement," said Lucy Swan, Chair of the EC CITES Enforcement Group.

Leading up to the launch of the Action Plan, in December 2006, EU Environment Ministers had formally acknowledged the need for EU assistance in promoting the conservation and sustainable use of wildlife in developing countries and effective implementation of CITES.

The EU Action Plan will help strengthen implementation and enforcement of legislation in EU Member States. Crucially, there will be support for enforcement efforts in producer countries, including capacity building on law enforcement, and increasing awareness of illegal wildlife trade.

The Action Plan builds on existing initiatives to combat the increasing illegal wildlife trade fuelled by the growing demand in the EU. These include EU TWIX (*EU Trade in Wildlife Information eXchange*), an EU enforcers' intranet for exchanging information on wildlife seizures across all 27 Member States, ASEAN-WEN, a wildlife enforcement network between South-east Asian nations, and CAWT (Coalition Against Wildlife Trafficking), a US Government-led partnership of NGOs and governments aimed at tackling

international wildlife crime.

There is a huge and escalating demand in EU Member States for exotic pets, tropical timber and other wildlife products sourced outside its borders.

In May 2007, TRAFFIC released a report that found the EU tops the list for major importers by value of many wild animal and plant products, including tropical timber, caviar, reptile skins and live reptiles.

The report, *Opportunity or threat: The role of the European Union in global wildlife trade*, was the first ever analysis of the volume and scope of wildlife trade products imported into the EU.

"As EU membership has expanded, so has the size of the market and demand for wildlife products," said Rob Parry-Jones, Acting Head of TRAFFIC in Europe. "While much wildlife trade is legal, we cannot ignore the growing illegal trade stemming from the demand for exotic pets, timber and other wildlife products. This is a serious threat to the survival of species such as reptiles and sturgeons."

Between 2003 and 2004, EU enforcement authorities made over 7000 seizures, totalling over 3.5 million CITES listed specimens.

The legal trade of wildlife products into the EU alone was worth an estimated €3 billion in 2005. Wildlife products imported into the EU include caviar from the Caspian Sea region, snakeskin handbags and shoes, rare reptiles as pets, as well as snooker cues made of Ramin, a tropical hardwood tree from South-east Asian forests.

TRAFFIC estimates that from 2000–2005, skins of 3.4 million lizards, 2.9 million crocodiles, and 3.4 million snakes, all species

listed under CITES, were imported into the EU, along with 300 000 live snakes for the pet trade.

During the same period, the EU imported 424 t of sturgeon caviar—more than half of all global imports—and in 2004 alone, it imported more than 10 million cubic metres of tropical timber from Africa, South America and Asia, worth €2 billion.

Well-regulated and legal trade can bring benefits to local people, local economies and conservation. For example, the EU imports 95 per cent of exported Vicuña wool, providing significant income for 700 000 people in impoverished Andean communities. Vicuña is a wild relation of the llama that is sheared and its wool exported, in accordance with CITES regulations, from Bolivia, Peru, Argentina and Chile. Sustainable development of the Vicuña wool trade has been supported by Italy, Germany and the EC.

"The EU's demand for wildlife products is having a huge impact on wildlife and people all over the world," said Maylynn Engler, first author of the report.

"The EU has a key role to play in ensuring excessive demand does not cause over-exploitation of wildlife outside its borders and has a responsibility to help countries manage their resources."

Meanwhile, the EU wildlife trade website; [www.eu-wildlifetrade.org](http://www.eu-wildlifetrade.org), has been updated to provide information in 20 EU languages aimed at the commercial wildlife trade sector on various aspects of wildlife trade in the EU.





# Tanzania's disappearing timber revenue leads to anti-corruption action

Millions of dollars worth of timber revenue is being lost each year in Tanzania because of poor governance and rampant corruption in the forestry sector, according to a hard-hitting TRAFFIC report launched in May 2007. The report, *Forestry, governance and national development: Lessons learned from a logging boom in southern Tanzania*, was authorized by the Tanzanian Government and documents alarming levels of corruption, illegal logging and exports of forest products from Tanzania.

The Tanzanian Government reacted swiftly to the report, with the Speaker of Parliament giving approval for a discussion of its findings by Government Ministers at a meeting of the African Parliamentarians Network Against Corruption (APNAC) in Dodoma, Tanzania, in July 2007, and the Tanzanian Revenue Authority announcing it is sending a team of experts to "beneficiary" countries including China, India, United Arab Emirates and Singapore, to ask for their help in stopping illegal logging.

TRAFFIC's Simon Milledge, and lead author of the report, spoke at the meeting.

He commented: "It's gratifying to see the Tanzanian Government take the report's findings seriously, and to take action to stamp out corruption in the forestry sector.

"We hope it marks a turning point in Tanzania's forest fortunes."

Milledge pointed out the country was in the situation where the forestry sector was highly dependent upon donor funding, despite having the potential to be self-sufficient from timber revenues.

Annually, timber royalty losses amounted to USD58 million during 2004 and 2005. Trade losses are also significant: China imported ten times more timber from Tanzania than is documented by Tanzania's export records, suggesting a 90% loss of revenue from this source. Up to 96% of potential timber royalties were lost by central and district governments due to under-collection—entire District Council

budgets could have been increased several times over.

Uncontrolled timber harvesting in southern Tanzania grew rapidly from 2003, largely because of increasing overseas demand, especially from China. Driven by greed and profit, some operators broke laws, paid minimal wages and minimal prices for harvested logs—just 1% of their export value. Meanwhile, Tanzanian hardwoods commanded high prices internationally, compared to timber from West and Central Africa. The unsustainable harvesting has led to environmental degradation and the loss of commercially viable hardwoods in many areas.

"Although community-based forest management is widespread in Tanzania, rural communities unfortunately just aren't demanding enough accountability. Who's cutting their forests down, and where are the profits going?" asked Milledge.

More than half of the 28 logging companies studied had close links to senior forest or government officials. In some rural areas, the involvement of village leaders in the timber trade has led to an unfair distribution of profits, and at higher levels, there are many examples of self-dealing, nepotism and cronyism.

"The Tanzanian Government has tried to regulate the timber trade, through harvest and export bans, the establishment of forest surveillance units, and a review of licensing and harvesting procedures, but serious governance shortfalls have undermined these commendable

measures," said Milledge. "Whilst the situation has improved somewhat since 2006, the government still needs to do much more to tighten up its regulation of the industry and stamp out the corruption within it."

"It's not a question of stopping the logging and exportation of forest products, but of proper regulation of the timber industry and taking advantage of existing bilateral trade opportunities with countries such as China. Proper enforcement in the forestry sector will bring benefits for the whole nation."

The report details how forestry-related corruption and other factors affecting good governance are preventing Tanzania reaching the goals set out in the National Strategy for Growth and Reduction of Poverty (2005).

*Forestry, governance and national development: Lessons learned from a logging boom in southern Tanzania* was funded by the Royal Norwegian embassy in Tanzania and written jointly by TRAFFIC, the Government of Tanzania, and the Tanzanian Development Partners Group.



Village in southern Tanzania showing log piles and village chairman's house (arrowed)

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# Merbau—an opportunity for sustainable community forestry in Papua New Guinea?

By Pei-Sin Tong (tongps@myjaring.net) and Hin-Keong Chen (hkchen@pc.jaring.my)

This article is in part based on the results of a TRAFFIC study on the international trade in Merbau (*Intsia* spp.), funded by BfN, the German Federal Agency for Nature Conservation, and information provided by NGOs in Papua New Guinea, especially work carried out by the Foundation for People and Community Development on community forestry and certification. The full report of the TRAFFIC study will be published shortly.

**M**erbau is a highly valuable commercial timber species found in tropical South-east Asia and Papua New Guinea (PNG). In PNG, where Merbau is known locally as *kwila*, it is common and its commercial extractable timber volume is estimated at 26 million m<sup>3</sup>, or roughly 6% of the country's total potential timber production. Merbau stocks vary greatly between different areas in PNG. The highest densities occur in the northern regions of the country in Madang and East and West Sepik provinces. In the forests of Vanimo a density of 7–10 stems per hectare of trees 15 cm diameter at breast height (DBH) or more was reported by White (1976).

Merbau is potentially a valuable source of income for local communities in PNG, particularly since 97% of forests are community owned. Merbau commands the highest prices of any valuable timber species from PNG, with a Free-on-Board price of USD112 per m<sup>3</sup> in January 2007 compared to USD66–92 for timber such as Malas (*Homatium foetidum*), Bintangor (*Calophyllum* spp.) and Taun (*Pometia* spp.). Merbau products comprised 6.4% to 10.9% of the total wood exported by PNG from 2002 to 2004.

Community-based timber production (CTP) underpins the development of small scale forest industries in PNG that complement the existing large scale forestry concessions. According to the Foundation for People and Community Development (FPCD),

local communities need equipment and training in the use of chainsaws, portable sawmills plus up-to-date information on timber-harvesting and forestry management skills to supplement their culturally sensitive indigenous forestry knowledge. Small-scale community logging is an attractive proposition compared to industrial-scale logging and land clearance or land conversion to farming. Additionally, local communities have the power and right to make decisions affecting their own people.

Can CTP enterprises be technically, economically, institutionally and ecologically sustainable? We believe CTP should be strongly supported, particularly given the success of a PNG local community forestry enterprise that was recently awarded a Forest Stewardship Council (FSC) certificate for sustainable forest management.

TRAFFIC recommends that scientific research is needed on Merbau in PNG because forest inventories are incomplete or lacking. Understanding the structure and management of CTP enterprises will increase our knowledge of them and help with the development or revision of national forest policy and management planning which has to encompass the needs of CTP.

Some words of caution, however. The price of Merbau is steadily increasing, which is leading to over-harvesting and illegal exploitation. Merbau may soon no longer be a commercially viable

timber species as other look-alike or less well-known timber species are brought in as substitutes. These alternatives could reduce the risks of being highly dependent on Merbau, but the move away from Merbau could severely affect communities who rely heavily upon it for their income.

In the 1990s, attention focused on the threat to Merbau from illegal logging and international trade, with allegations of large quantities of Merbau being harvested illegally in Indonesia's Papua Province and in PNG. There is clearly an urgent need to strengthen the implementation of existing laws to control licensing and forest management—especially to regulate the indiscriminate harvest of this high quality timber species, whilst empowering local communities to take charge of their own forestry resources, in particular the management of high value timber species that can underpin their economic and livelihood development.

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## TRAFFIC and SACEP signal intention to manage wildlife trade in South Asia

The South Asian Co-operative Environment Programme (SACEP) has signed a Memorandum of Understanding with TRAFFIC, to enlist the wildlife trade network's assistance in building a regional network for ensuring the sustainability of legal wildlife trade and for tackling wildlife crime in South Asia.

The South Asian network will draw on experience from the highly successful ASEAN Wildlife Enforcement Network (ASEAN-WEN), an inter-governmental initiative which has brought 10 Southeast Asia governments together to combat wildlife crime. TRAFFIC is continuing to work with Wildlife Alliance (formerly known as WildAid), via a co-operative partnership with USAID, to provide technical assistance to government agencies that are implementing ASEAN-WEN.

"TRAFFIC was instrumental in helping establish the ASEAN Wildlife Enforcement Network in Southeast Asia, and we're delighted to be able to call upon their assistance for building a similar network in South Asia," said Dr Arvind Boaz, Director General of SACEP.

South Asia becomes the latest region to announce the formation of a network for co-operation between member state authorities to manage wildlife trade and tackle wildlife crime: in June, the European Union (EU) unveiled an Action Plan to tackle wildlife crime within the EU and to offer support to countries outside the region.

## Lost without TRACE: tracking down wildlife crime using forensics



Rob Ogden of TRACE and Steven Broad of TRAFFIC sign a Memorandum of Understanding between the two organizations

TRACE (Technologies and Resources for Applied Conservation and Enforcement), a new non-profit organization has launched an initiative to promote the application of forensic science in combating wildlife crime, in collaboration with TRAFFIC.

Forensics can be used to identify materials when visual identification is impossible, for example in cooked, ground or processed products, such as traditional medicines. This makes forensics especially valuable for investigating the origin and identity of products, both legal and illegal, in wildlife trade.

"Forensics have a massive potential for tackling wildlife crime and in monitoring the legal wildlife trade," says Dr Rob Ogden, co-founder of TRACE.

But despite their potential, wildlife forensics are seldom used, largely because of a lack of awareness of the tests available, and a lack of capacity to carry them out, particularly in developing countries.

"Techniques such as DNA and stable isotope analysis are immensely powerful tools, but they are all too infrequently applied to tackling wildlife crime.

"TRACE aims to build sufficient political and financial support to enable us to create a worldwide network of expertise in wildlife forensics and link it to Customs and enforcement agencies who can make best use of it," says Ogden.

The first TRACE Wildlife DNA Forensics training course took place in March this year in Pretoria, South Africa. Fifteen delegates learned about biological sample collection, DNA extraction, species identification and how to present forensic evidence in court. The meeting ended with the formation of the Environmental Forensics Working Group of South Africa.

For more information on TRACE, please contact: Ross McEwing, TRACE - the wildlife forensics network, email [ross.mcewing@tracenetwork.org](mailto:ross.mcewing@tracenetwork.org) or visit [www.tracenetwork.org](http://www.tracenetwork.org).



# Traditional Medicine in Viet Nam: an overview

by Thomas Osborn, TRAFFIC Southeast Asia, Greater Mekong Programme

Viet Nam has a long history of Traditional Medicine (TM) practices spanning thousands of years. Two, often interlinked, forms exist within the country: Thuoc Bac, or Traditional Chinese Medicine (TCM), is the dominant system in the north and uses materials native to China; and Thuoc Nam, or Traditional Vietnamese Medicine (TVM), that predominates in the south and uses Vietnamese materials.

In TM systems, the prevention of ailments and disease are considered as important as the cure; disease can be prevented by maintaining the body's natural balances, and through restoring energy levels in order to maintain a healthy life.

In Viet Nam, TCM is used chiefly for enhancing or strengthening health whilst TVM is used primarily as a cure. However, each type of TM has drawn extensively on the other to refine existing treatments and remedies and to develop new ones.

Traditional medicines in Viet Nam are made from animal, plant and mineral products. Plants are used in far more remedies (over 90%) than animals, and most animal-based medicines also include plants to neutralize unpleasant odours and increase their overall effect. All parts of a plant can be used. Similarly, many different animal parts are used, from whole bodies to specific organs.

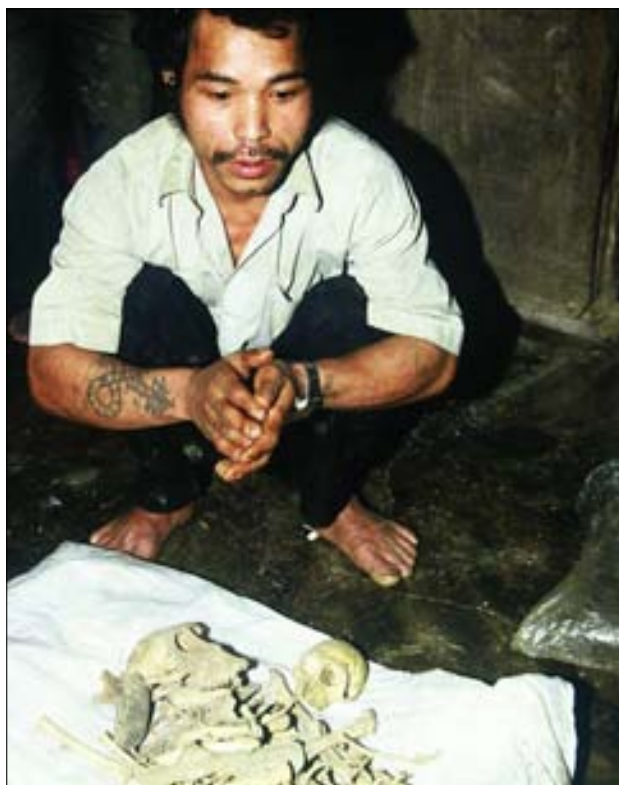
Of the more than 80 million people in Viet Nam, over 75% are estimated to use TM as their primary source of treatment for common health problems. This is perhaps unsurprising considering the prohibitive expense of western medicines, combined with poor access to hospitals or community health centres. Together with increasing demand from urban areas, exploitation of medicinal plants and animals has risen to pose a serious threat to some species in Viet Nam: around 70 species are listed as threatened on the The World Conservation Union

(IUCN) Red List. The current Viet Nam Red Data Book lists 359 animals of conservation concern, many of them traded and used for medicinal purposes, including Tiger *Panthera tigris*, rhinos *Rhinocerotidae* spp. and bears *Ursus* spp.

The impact of exploitation of wild medicinal plant species is less well documented, but may be equally severe, especially as over 90% of the 3900 plant species used in traditional medicine are wild harvested. The uncontrolled harvest of wild medicinal plants in Viet Nam, particularly on a commercial scale for processing and export by the pharmaceutical industry, along with habitat loss and degradation, are considered to be the primary causes for the

decline of 136 species, 18 of them classified as Critically Endangered by IUCN. Several other species have declined so much in the wild in Viet Nam they now have to be imported by the major pharmaceutical companies.

Regulation and testing (quality control) of the trade in medicinal plants and animals is poor. Current legislation is old and contains many gaps, and only applies to state-run companies and institutions. Within private industry there is no official regulation (either administration or enforcement) of activities. With such a complex structure, some of it "underground", planning to regulate this large private industry will be a huge challenge in the coming years.



Paco man with bones of primates and other animals he will use to make traditional medicines. A Luoi Valley, Thua Tien Hue Province, Vietnam (1997)

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