

# 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.



Ivory being examined by the Gloucestershire Constabulary.

TRAFFIC International

## 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.

### 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

# 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](mailto: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

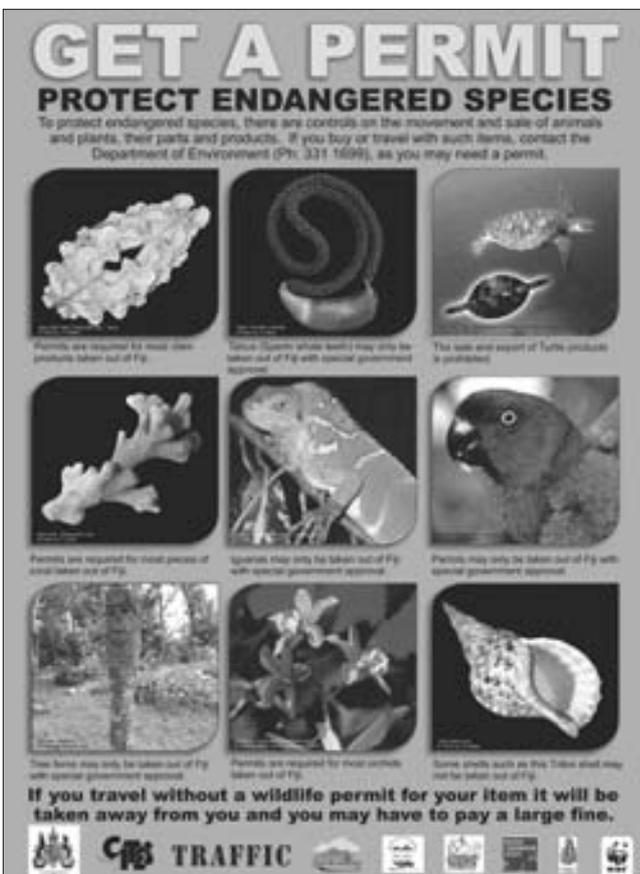
obligations of international Conventions such as CITES can be challenging even for developed countries; in Small Island Developing States, such a task becomes increasingly onerous; one official alone may be responsible for overseeing the implementation and reporting on three or four Conventions.

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



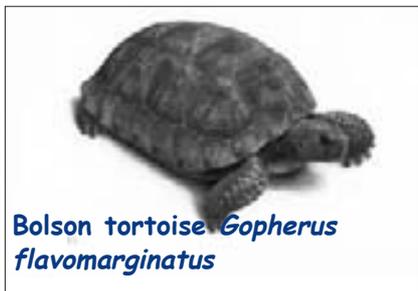
Awareness poster developed in conjunction with government, the Fiji Islands National Trust and other conservation organisations on display at Fiji's ports of entry & exit.

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***

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## 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 Samedy 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



Press conference at CoP13,  
ASEAN Statement on CITES.

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



CITES CoP13



WWF-Cannon / Martin Harvey

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



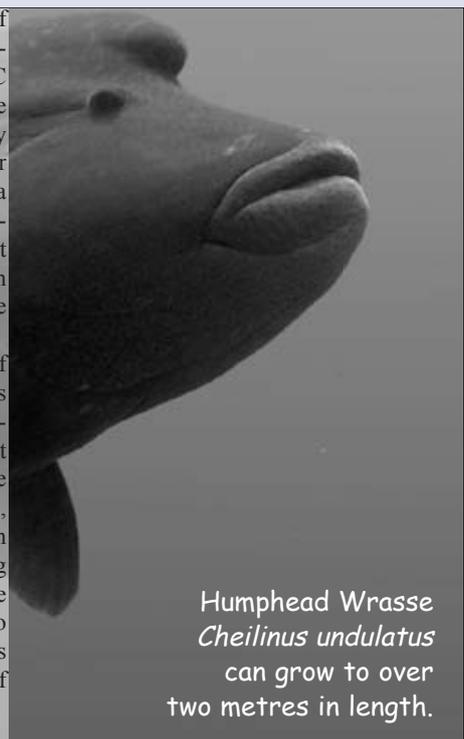
Strong collaboration between TRAFFIC and its partners IUCN and WWF, and unequivocal support from the FAO *ad hoc* Expert Advisory Panel contributed significantly at CITES CoP 13 to the successful Appendix-II listing of Humphead Wrasse *Cheilinus undulatus*. Recently classified by IUCN as Endangered, 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 State 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 (I.) 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 Member 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 midae* (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).

*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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Dr. Stephan Goetz	Tiger's Eye Retail	WWF-Malaysia
HDH Wills 1965 Charitable Trust	Tony & Lisette Lewis Foundation	WWF-Netherlands
The Hendrickson Trust	Toraya Confectionery Co. Ltd.	WWF-New Zealand
Institut Bruxellois pour la Gestion de l'Environnement - IBGE" (Brussels Institute for Environmental Management)	UK Department for Environment, Food and Rural Affairs (Defra)	WWF-South Africa
International Tropical Timber Organization	UK Foreign and Commonwealth Office	WWF-South Pacific Programme
IUCN - The World Conservation Union	UK High Commission, Malaysia	WWF-Southern Africa Regional Programme Office
IUCN Regional Office for Eastern Africa	United Nations Development Programme	WWF-Sweden
IUCN Regional Office for South America	United Nations Food and Agriculture Programme	WWF-Switzerland
Jane Henrickson Trust	United Nations Environment Programme	WWF-Tanzania Programme Office
Joan St Leger Lindbergh Trust	USAID	WWF-UK
John M. Simpson Foundation	US Fish and Wildlife Service	WWF-US
Mrs Niels W. Johnsen	US Florida Department of Agriculture and Consumer Affairs	Zoo Berlin, Germany
Johnson and Johnson (via WWFUS)	US State Department	
Francis H. Lane bequest	US State of Louisiana Department of Wildlife and Fisheries	

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