

**Activity: Migratory Birds, Law Enforcement and International Conservation**  
**Subactivity: International Affairs**

	2011 Actual	2012 Enacted	2013			Change from 2012 Enacted (+/-)
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
International Wildlife Trade (\$000)	6,748	6,681	44	0	6,725	44
FTE	48	48	0	0	48	0
International Conservation (\$000)	6,371	6,290	39	0	6,329	39
FTE	24	23	0	0	23	0
<b>Total, International Affairs (\$000)</b>	<b>13,119</b>	<b>12,971</b>	<b>83</b>	<b>0</b>	<b>13,054</b>	<b>83</b>
	<b>72</b>	<b>71</b>	<b>0</b>	<b>0</b>	<b>71</b>	<b>0</b>

**Justification of 2013 Program Changes**

The 2013 budget request for the International Affairs is \$13,054,000 and 71 FTE, a program change of +\$83,000 from the 2012 Enacted.

**Program Overview**

The International Affairs Program consists of two functions: International Wildlife Trade and International Conservation.

**Program Component: International Wildlife Trade**

	2011 Actual	2012 Enacted	2013			Change from 2012 Enacted (+/-)
			DOI-wide Changes & Transfers (+/-)	Program Changes (+/-)	Budget Request	
International Wildlife Trade (\$000)	6,748	6,681	44	0	6,725	44
FTE	48	48	0	0	48	0

**Justification of 2013 Program Changes**

The 2013 budget request for the International Wildlife Trade is \$6,725,000 and 48 FTE, no net program change from the 2012 Enacted.

**Program Overview**

The Service’s International Wildlife Trade Program (IWTP) works with private citizens, local communities, state and federal agencies, foreign governments, and nongovernmental organizations to promote a coordinated domestic and international strategy to protect, restore, and enhance the world’s diverse wildlife and their habitats, with a focus on species of international concern. As the world’s largest importer and exporter of wildlife (animals and plants) and their products, the United States plays a significant role in the global wildlife trade, which is currently valued in billions of dollars annually. An efficient, responsive permits system to regulate this trade is critical to ensure international trade in listed wildlife and plants is legal, and will not adversely affect the biological status of the species in the wild. Strong Service participation in international meetings and negotiations that result in decisions on the listing of species and on policies and procedures for international wildlife trade is essential to meeting U.S. conservation priorities.

The Service has thirty years of history of implementing the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) – the only international treaty designed specifically to conserve certain animal and plant species that are now or may become potentially threatened with extinction due to trade. CITES is one of the most effective forces in the world today for conservation of fauna and flora, both in halting the trade in species threatened with extinction and in fostering sustainable use of other vulnerable species. Bigleaf mahogany, sturgeon and paddlefish, orchids, queen conch, and American ginseng, which are commercially imported and exported by the United States, represent some of the approximately 35,000 species protected by CITES. The Service also implements domestic laws, such as the Endangered Species Act (ESA), Marine Mammal Protection Act (MMPA), Lacey Act, Wild Bird Conservation Act (WBCA), African Elephant Conservation Act, and Rhinoceros and Tiger Conservation Act, to regulate the trade and movement of species of international concern.

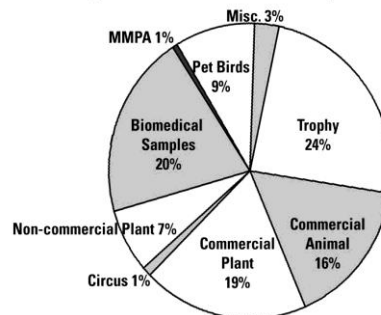


When the government of a State (country) decides that it will be bound by the provisions of CITES, it can accede to the Convention by making a formal declaration to this effect in writing to the Depository Government. A State for which the Convention has entered into force is called a Party to CITES. At present, 175 countries, including the United States, are Parties to CITES (i.e., countries that have signed onto the treaty). As the U.S. CITES Management Authority and Scientific Authority, the IWTP is a global leader in working with their counterparts from other CITES Parties to shape the development and implementation of international policy on permitting, scientific and technical matters, and other wildlife trade-related issues. These U.S. Authorities work closely with the CITES Secretariat, and communicate regularly with foreign CITES Authorities. The United States, as one of the first Parties to CITES, takes a very active role at meetings of the Conference of the Parties and the Standing and Technical Committees. The Service’s IWTP participates in cooperative efforts, such as training workshops and working groups of the Convention, to build the international effectiveness of CITES and to empower other countries to better manage their own wildlife resources and to implement CITES. This constructive involvement is key to highlighting and addressing the concerns and interests of the U.S. Government and its constituencies.

In response to ever-increasing pressures of wildlife trade and habitat loss affecting species worldwide, the IWTP makes critical decisions on the status of species, on wildlife trade policy, and on individual imports and exports through its permit program. These activities support the achievement of outcome measures related to influencing the conservation of species of international concern through wildlife trade permitting activities and through bi-national and multinational initiatives under CITES, the ESA, the MMPA, and the WBCA.

The Service’s IWTP issues between 15,000 and 20,000 permits annually to customers seeking to engage in a wide variety of wildlife trade activities. The Service uses the best available biological information to make findings on whether the import or export of CITES-listed species may be detrimental to their survival, or whether the trade will not jeopardize the existence and enhance the survival of ESA-listed species. These decisions may involve country-wide review of management programs or, in the case of native CITES Appendix-II species, the review of state and tribal management programs. Permit approval is based on findings on whether the specimens are legally acquired, whether trade in CITES Appendix-I species (species threatened with extinction) is not for primarily commercial purposes, whether trade is not detrimental to a species, and whether transport of live specimens will be humane. Decisions on whether to

**Permit Applications from the Public by Trade Category**



issue permits frequently must be made in close consultation with foreign CITES Authorities, the States, other federal agencies, the CITES Secretariat, other relevant experts, and applicants.

The Service is also responsible for reviewing the status of species to determine if they are appropriately listed in the CITES appendices. The CITES Appendix in which a species is included determines the level of protection afforded to it. CITES Appendix I includes species that are threatened with extinction which are or may be affected by trade. Trade in specimens of these species must be subject to particularly strict regulation in order not to endanger further their survival and must only be authorized in exceptional circumstances. CITES Appendix II includes species which although not necessarily now threatened with extinction may become so unless trade in specimens of such species is subject to strict regulation in order to avoid utilization incompatible with their survival. CITES Appendix III shall include all species which any Party identifies as being subject to regulation within its jurisdiction for the purpose of preventing or restricting exploitation, and as needing the co-operation of other Parties in the control of trade. Including a species in CITES Appendix I or II requires a two-thirds majority of CITES Parties to vote in favor of the change. Inclusion of a species in Appendix-III listing is a unilateral decision. Listing proposals by the United States may originate from various sources. Some proposals are based on recommendations from the public in response to our requests for information leading up to one of the biennial meetings of the CITES Parties. A proposal may result from the regular review of the CITES Appendices, which is led by the CITES Animals and Plants Committees. A U.S. proposal could result from consultations with the States and Tribes on native species subject to international trade; in addition, a foreign country may ask the United States to assist in the preparation of a proposal to protect one of their species. Finally, a proposal may arise as a consequence of new information received by the Service at any time that indicates that a species should be considered for listing, delisting, or transfer from one Appendix to another. Any proposed listing action is subject to public notification and comment, to ensure that the Service has the best available information on which to base CITES listing decisions.

The Service collaborates with States and Tribes to support their implementation of management programs for native species listed under CITES, including American ginseng, American alligator, bobcat, Alaska lynx, and river otter, to appropriately control and monitor the export of these species and support improved conservation efforts for species of international concern. The IWTP oversees and monitors approved export programs for 49 states and 21 tribes. These programs are designed to apply an appropriate level of control while streamlining procedures so as not to impede trade that is legal and not detrimental to the species involved.

#### **Trade Monitoring, Training, and Technical Assistance**

In addition to processing permits and furthering U.S. international wildlife trade policy, the IWTP compiles and maintains trade records for U.S. imports and exports for the purpose of monitoring trends in trade over time. Our 2010 U.S. CITES Annual Report compilation, which includes data on the U.S. trade with the rest of the world in live specimens, as well as parts and products, of CITES-listed species of animals and plants during the calendar year, contains 136,095 data records. Of these 136,095 records, 121,778 represent CITES animal trade, and 14,317 represent CITES plant trade. The records form the basis of the U.S. CITES annual report required by the Convention. In conjunction with data from other CITES Parties, they are used to determine trends in trade and to help ensure that significant trade in plants and animals is sustainable. The Service also provides technical assistance and training to encourage effective implementation and enforcement of CITES in collaboration with other CITES Parties. The Service works with range countries and permit holders to generate funding for conservation of high-visibility species in the wild, such as giant pandas in China and argali sheep in Asia.

#### **2013 Program Performance**

Significant planned accomplishments in FY 2013 include:

- The Service's IWTP will take a leadership role at CITES CoP16, tentatively scheduled for March 2013 in Thailand. This includes submitting and advocating for several species proposals involving priority species threatened by international trade, and submissions related to improving the

implementation of CITES globally. IWTP will evaluate the submissions of other countries and the CITES Secretariat and work with other partners to develop U.S. negotiating positions for CoP16.

- The Service is the North American Member and Vice Chairman of the CITES Standing Committee and the North American Member of its Finance and Budget Subcommittee.
- As a member and vice chairman of the CITES "Introduction from the sea" working group, the IWTP will continue to work with other countries to develop a resolution for consideration at CoP16 on interpretation of CITES provisions for marine species taken on the high seas and continue to work with the National Marine Fisheries Service and Department of State on potential listings of marine species.
- The IWTP will continue its collaboration with our State partners and focus on the conservation of native species that are subject to international trade.
- Work will continue with implementing an e-Permits process with the goal of having a majority of the current application forms available for electronic submission by the end of FY 2013.
- The IWTP will continue to work with U.S. breeders of CITES-listed wildlife to assess what species assessments will help facilitate the issuance of permits in a timely and efficient manner.

### Program Component: International Conservation

	2011 Actual	2012 Enacted	2013			
			Fixed Costs & Relates Changes (+/-)	Program Changes (+/-)	Budget Request	Change from 2012 Enacted (+/-)
<b>Total, International Conservation</b>						
0	6,371	6,290	39	0	6,329	39
FTE	24	23	0	0	23	0

### Justification of 2013 Program Changes

The 2013 budget request for the International Conservation is \$6,329,000 and 23 FTE, no net program change from the 2012 Enacted.

### Program Overview

The U.S. Fish and Wildlife Service's International Conservation/Wildlife without Borders (IC/WWB) Species, Regional, and Global Programs promote, facilitate, and support vital conservation efforts to preserve the planet's rich diversity of wildlife. These programs target win-win conservation initiatives that set a positive tone for U.S. international relations in five major regions of the globe: Latin America and the Caribbean, Mexico, Africa, Russia, and China.

The survival of wildlife species largely depends on the health of habitats extending beyond political boundaries, and the need for international collaboration has never been greater. The Service is mandated through a number of statutes and international treaties to provide support for the conservation of species of international concern. For more than 20 years the Service's International Conservation program, through a series of *Wildlife without Borders* initiatives, has developed projects for training wildlife managers and conserving species of international concern. These initiatives bridge the gap to long-term viability, which is dependent upon the knowledge and skills of local conservation managers and the advice and ongoing support of Service project managers. These initiatives support DOI's Resource Protection Mission, aimed at sustaining biological communities, by fulfilling DOI's international obligations to manage populations to

self-sustaining levels for specific species and create habitat conditions for biological communities to flourish. These goals are achieved through projects that provide for habitat management training, education, information and technology exchange, and networks and partnerships.

The International Conservation Program administers the *Convention on Wetlands of International Importance, especially as Waterfowl Habitat* (Ramsar Convention) and supports the *Multinational Species Conservation Acts* (African and Asian elephants, rhinoceros, tigers, great apes, and marine turtles). Additionally it supports other international agreements and conventions, which contain provisions related to other species and habitats.

#### **Wildlife without Borders – Global Program**

This Program implements the Western Hemisphere Migratory Species Initiative and the Wetlands Convention (Ramsar), which has designated more than 30 Wetlands of International Importance in the United States, the majority on National Wildlife Refuge lands. The Global Program also operates two funds providing support for immediate intervention to conserve critically endangered animals and amphibians, particularly those devastated by the fast-spreading, deadly chytrid fungus.

The Global Program administers the *Convention on Wetlands of International Importance, especially as Waterfowl Habitat* (Ramsar Convention) and supports the *Multinational Species Conservation Acts* (African and Asian elephants, rhinoceros, tigers, great apes, and marine turtles). Additionally it supports other international agreements and conventions, which contain provisions related to other species and habitats.

#### **Wildlife without Borders- Critically Endangered Animals**

The Service implemented this program in 2009 to focus on vertebrate species that face an extremely high risk of extinction in the immediate future in natural habitat ranges of developing countries. In its first two years, 180 proposals were received for funding. Federal assistance awards were made for 43 of these projects.

#### **Wildlife without Borders-Amphibians In Decline**

The Service implemented this program in 2010 to focus on the increasing threat of chytrid disease. The number of proposals submitted this year were 68 and 13 of these were awarded grants. The Service provided \$358,000 and received \$784,000 in matching resources.

#### **Wildlife without Borders - Latin America & The Caribbean**

This initiative was established in 1983 to implement the Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere (Western Hemisphere Convention). It assists in the development of locally-adapted wildlife management and conservation programs through grants that provide academic and technical training, conservation education, information exchange and technology transfer, networks and partnerships, and informed citizen participation in natural resource issues. From 2006 through 2010, \$4.4 million in appropriations has leveraged over \$11.6 million in matching and in-kind support from a wide range of partner organizations. Trainees from these programs now manage some of the most important protected areas all over Latin America, helping protect numerous endangered and migratory species of priority to the United States.

#### **Wildlife without Borders - Mexico**

In 1994 the Service and the Mexican Secretariat for the Environment, Natural Resources and Fisheries created this initiative to assist in capacity building for natural resource management in Mexico, ecosystem management via sustainable resource use, and information exchange to promote better management and understanding of conservation issues. Wildlife Without Borders - Mexico grants promote sustainable conservation practices through academic and technical training, conservation education, information exchange and technology transfer, networks and partnerships, and informed citizen participation in natural

resource issues. For the past five years (2006 through 2010) this program has leveraged over \$6.8 million in matching and in-kind support, almost doubling the Service's investment of \$3.5 million.

#### **Wildlife without Borders - Russia & East Asia**

The Service cooperates with Russia to conserve shared species of wildlife, such as sea otters, walrus, polar bears, sturgeon, emperor geese, and eider ducks under the 1972 U.S. - Russia Environmental Agreement and the 1976 U.S. - Russia Migratory Bird Convention. A grants program instituted in 1995 has provided needed support to enhance law enforcement, education activities and infrastructure at federal nature reserves. For the past five years, this program has provided \$761,000 for these and other activities.

With its unique wildlife, plant species and landscapes, some of which are found nowhere else, China's biodiversity has long been of interest to the American people. The Protocol on Cooperation and Exchanges in the Field of Conservation of Nature was signed in 1986 by the U.S. Department of the Interior and China's Ministry of Forestry. Since then nearly 80 short term exchanges of biologists have taken place, and the Service has encouraged China to better safeguard its wildlife resources through conservation education, improved management of wildlife trade and enforcement, and protection of rivers and wetland habitat.

The Service's relationship with its Japanese counterparts is a result of a 1972 bilateral Migratory Bird Convention. The two countries meet periodically to review efforts to conserve the 189 species of birds common to both countries, including the endangered short-tailed albatross.

#### **Wildlife without Borders - Africa**

Since 2007 the Service's Africa program has replicated wildlife successes from the New World. The Service has provided almost \$1.6 million that generated \$1.9 million in matching resources to implement a mentoring program, designed to assist countries in Africa with the development of their wildlife management capacity. Support in the form of seed money influences the involvement of other organizations to begin significant conservation activities and facilitate development of innovative wildlife conservation solutions. The focus of this initiative is on bushmeat, which affects wildlife in all quarters of the continent. By establishing a unique international team guided by a cadre of world-class mentors, new solutions will be sought to this plague on wildlife. The Service's leadership in efforts to reduce this threat will increase the capacity of local people to manage and conserve species in their natural range habitats.

#### **2013 Program Performance**

The Service's *Wildlife Without Borders* initiative will continue to strengthen the capacity of people in regions throughout the globe to manage and sustain wildlife populations and their habitats. WWB provides training and funds outreach activities to people in developing nations about alternative approaches to earn a living while using natural resources sustainably. Such subsistence and illegal activities are significant threats to species conservation, further reducing and potentially extirpating the remaining populations of species, such as rhinoceros and elephant. The Service's focus is on outcomes that sustain species populations. Proposals submitted to the Service for funding of projects are reviewed and funded on a competitive basis under federal assistance guidelines.

The priority needs for conservation in developing countries continue to grow. Species conservation is at a critical juncture. The people in these poorest of nations rely upon subsistence involving the consumption of bushmeat and destruction of habitat. Without knowledge of the results of these activities or alternative survival methods that allow coexistence with other species, wildlife disease will continue to spread and habitats will be destroyed, effectively reducing or eliminating species.

Individuals trained or working in a conservation field is a reflection of the success of capacity building for the countries where the individuals reside. Their knowledge and work in wildlife management and conservation will translate into local conservation efforts with greater impact than that which could be provided by U.S. involvement alone. Through capacity building and the active participation of local people who positively influence species in their natural domains, the Service's goals related to sustainment of biological communities is achievable.

The Service has established a cadre of well-trained and highly skilled staff to address the most critical conservation issues that impact at-risk species and their habitats in other countries, including involvement in multinational conventions and range country meetings to discuss approaches for managing and sustaining wildlife and wildlife habitat and the increase in human-animal conflict.

Significant planned accomplishments in 2013 include:

- The Latin America and Caribbean region will have reviewed and selected the most qualified and viable proposals for the development and implementation of innovative and highly interdisciplinary graduate-level training programs in the region. The Latin America and Caribbean region will work with the training program partners to ensure that the appropriate curriculum and training modules are successfully developed and implemented during FY 2013.
- The Critically Endangered Animals Conservation Fund will enter its fourth year in FY 2013. Conservation partners in this country and others regard this program as highly successful with sixty seven projects awarded and matched by over \$3.1 million in leveraged funds.
- Amphibians are declining more rapidly than either birds or mammals due to habitat loss and the chytrid fungus. In 2012, this grant program is helping identify antifungal cutaneous bacteria for potential biocontrol of this deadly fungus, to increase amphibian resistance to the disease and to prevent the spread of the fungus. This work will continue in FY 2013.

**International Affairs - Performance Overview Table**

<b>Performance Goal</b>	<b>2008 Actual</b>	<b>2009 Actual</b>	<b>2010 Actual</b>	<b>2011 Actual</b>	<b>2012 Plan</b>	<b>2013 PB</b>	<b>Change from 2012 Plan to 2013 PB</b>	<b>Long Term Target 2016</b>
CSF 10.1 Number of international species of management concern whose status has been improved in cooperation with affected countries (GPRA)	60	87	49	56	36	36	0	49
10.1.2 Influence the conservation of X species through activities that promote and sustain species of international concern relative to the provisions of the Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere. (GPRA)	2	2	2	2	2	2	0	2
10.1.4 Influence the conservation of X species through activities that promote and sustain species of international concern relative to the provisions of the U.S. - Russia Agreement in the Field of Protection of the Environment and Natural Resources. (GPRA)	1	1	1	3	1	1	0	1

International Affairs - Performance Overview Table

Performance Goal	2008 Actual	2009 Actual	2010 Actual	2011 Actual	2012 Plan	2013 PB	Change from 2012 Plan to 2013 PB	Long Term Target 2016
10.1.5 Influence the conservation of X species through activities that promote and sustain species of international concern relative to the provisions of the Convention on International Trade in Endangered Species. (GPRA)	33	33	33	41	33	33	0	33
CSF 10.2 Influence the conservation of X species of international concern through the wildlife trade permitting program (GPRA)	179	179	179	195	179	179	0	179
10.2.2 Influence the conservation of X species, through wildlife trade permitting activities required for species listed on Appendix I of the Convention on International Trade in Endangered Species. (GPRA)	33	33	33	37	33	33	0	33
10.2.3 Influence the conservation of X species, through wildlife trade permitting activities required for species listed on App. II of the Convention on International Trade in Endangered Species. (GPRA)	110	110	110	120	110	110	0	110
10.2.4 Influence the conservation of X species, through wildlife trade permitting activities required for species listed as endangered or threatened under the Endangered Species Act. (GPRA)	33	33	33	35	33	33	0	33
10.2.5 Influence the conservation of X species, through wildlife trade permitting activities required under the Marine Mammal Protection Act. (GPRA)	3	3	3	3	3	3	0	3
CSF 10.3 Facilitate the conservation of X species through federal assistance awards and leveraged funds or in-kind resources (GPRA)	32	32	56	32	32	32	0	32