

International Affairs

International Affairs		2004 Actual	2005 Enacted	Uncontrollables & Related Changes (+/-)	Program Changes (+/-)	2006 Budget Request	Change from 2005 (+/-)
International Wildlife Trade	\$(000) FTE	4,530 45	5,256 48	+118	+571 +2	5,944 50	+689 +2
International Conservation	\$(000) FTE	3,942 16	4,298 16	+45	-738 0	3,605 16	-694 0
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Total, International Affairs	\$(000) FTE	8,472 61	9,554 64	+163	-167 +2	9,549 66	-5 +2

Program Overview

The Service, through the International Affairs Program, works with private citizens, local communities, state and federal agencies, foreign governments, and U.S. and international non-governmental organizations (NGO's) 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. The program supports the Department's Strategic Plan Mission of Resource Protection through improving the health of watershed, landscapes, and marine resources and sustaining biological communities, and the Serving Communities Mission by fulfilling Indian trust responsibilities.

The Service implements U.S. wildlife laws, as well as international treaties and agreements including:

- The *Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES)*, the only global treaty that ensures international trade is based on sustainable-use management of wild and captive populations;
- The *Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere (Western Hemisphere Convention)*, a broad accord to conserve wildlife and their natural habitats; and,
- The *Convention on Wetlands of International Importance (Ramsar)*, the only global habitat-oriented convention for wetlands conservation.

The International Affairs Program is separated into two functions:

International Wildlife Trade implements management and scientific requirements of domestic laws and international treaties enacted or ratified by the Congress for the conservation of species subject to trade. It helps to conserve species at-risk by using best science and management practices to make decisions on the status of species and policy development to implement laws and treaties effectively, administer an international permitting program, collaborate with states, tribes, and others, and provide training and technical assistance to other countries. This function supports DOI's Resource Protection Goal by ensuring sustainable use of protected wildlife in trade and thereby meeting species-specific international obligations.

International Conservation provides conservation education and technical training to local communities in the Caribbean, Latin America, Africa, the Near East, and Asia, pursuant to the Western Hemisphere Convention and bilateral international agreements in concert with the State Department. In addition, it manages the grants programs established under the Multinational Species Conservation Funds for rhinoceroses and tigers, African elephants, Asian elephants, and great apes. International Conservation also works closely with the Division of Bird Habitat Conservation to implement the Neotropical Migratory Bird Program. This function also supports DOI's Resource Protection Goal as stated above, as well as by creating habitat conditions for biological communities to flourish.

International Wildlife Trade

Program Overview

Use of Cost and Performance Information

International Wildlife Trade achieves mission results via performance-based management in conformance with the Departmental Strategic Plan:

- The **measures** for the program are all tied to Strategy 2.02 of the DOI Strategic Plan, Manage Populations to Self-Sustaining Levels for Specific Species.
- **Activity-based costing** will help managers make more efficient use of appropriated funds in accomplishing critical resource outcomes.
- **Measures** of success rates in the acceptance of significant U.S. international trade positions and policies and of the execution of permit functions associated with wildlife subject to trade, and the associated operational and scientific tasks are **indicators of our success** in the protection of species in international trade and of the number of native species and taxa of concern that will benefit from International Affairs actions in regards to reducing threats from international trade.
- International Wildlife Trade will continue its development of a **strategic plan** designed to evaluate all aspects of operations and staffing consistent with Departmental and Service mission goals.
- A **PART review** in the next two years will provide independent evaluation of the program in conjunction with overall International Affairs strategic planning.

As the world's largest importer and exporter of wildlife (animals and plants) and their products, the United States dominates the global wildlife trade, which is 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 the international meetings and negotiations that make 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 a 30-year history of implementing the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), the only international treaty designed specifically to control, monitor, and regulate international trade in certain animal and plant species that are now or may be potentially threatened with extinction. 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 which are threatened with extinction and in fostering sustainable use in other vulnerable species. Bigleaf mahogany, sturgeon and paddlefish, giant pandas, and American ginseng represent some of the approximately 35,000 species protected by CITES. The Service is

also mandated by domestic laws (the Endangered Species Act, Marine Mammal Protection Act, Lacey Act, Wild Bird Conservation Act, African Elephant Conservation Act, and Rhinoceros and Tiger Conservation Act) to regulate the movement of species of international concern that may be impacted by trade.

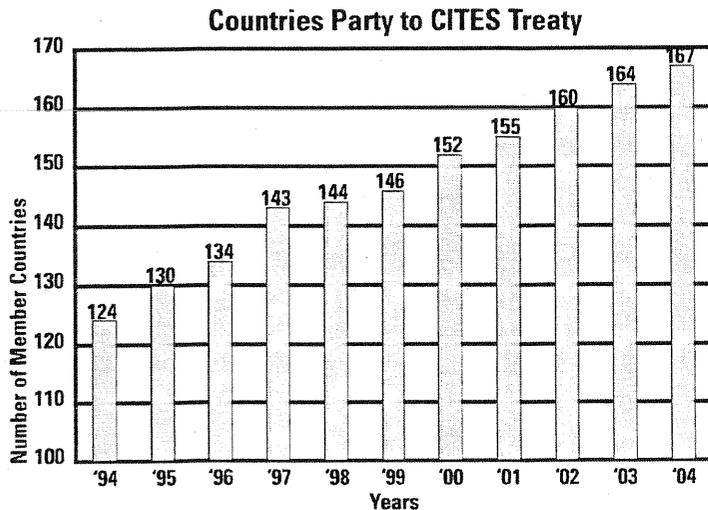
Conservation Partnerships

The Service 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.

The CITES treaty continues to grow in membership, activities, and effectiveness. As the U.S. CITES Management Authority and Scientific Authority, the International Wildlife Trade Program works with the 166 other CITES Party countries to shape the development and implementation of international policy on permitting, science, and other wildlife trade-related issues. These Authorities work closely with the CITES Secretariat, and communicate regularly with foreign CITES Authorities. The United States attends meetings of the Conference of the Parties and the Standing and Technical Committees. The International Wildlife Trade Program 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 develop tools to better manage wildlife resources and to implement CITES. This constructive involvement is key to highlighting and addressing the concerns of U.S. constituencies.

U.S. CITES Management and Scientific Authorities conserve species on an international scale through:

- Implementation of the permits program
- Providing scientific advice on listed species, permits, etc.
- Representing the United States at CITES Meetings
- Working with other countries and the CITES Secretariat
- Monitoring trade and producing an annual report on U.S. trade
- Coordinating with state and federal agencies, NGOs and industry

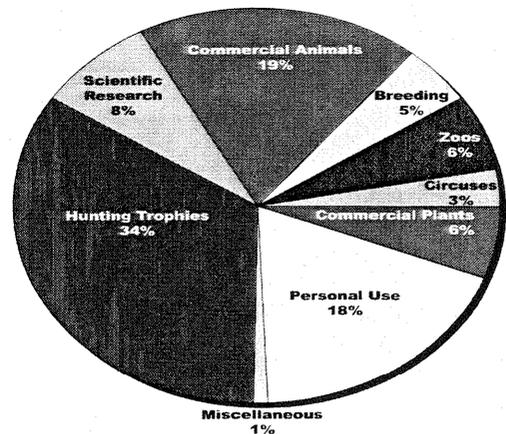


In response to ever-increasing pressures of wildlife trade and habitat loss of species worldwide, International Affairs uses best science and management practices to make critical decisions on the status of species, on wildlife trade policy, and on individual permit issuance. These activities support the achievement of outcome measures related to conducting biological evaluations and Section 7 consultations under the ESA, as well as making CITES legal determinations and scientific findings.

The International Affairs program receives permit applications from customers seeking to engage in a wide variety of wildlife trade activities. The best available biological information is used to make findings on whether trade in listed species is based on sustainable use, whether import and export of CITES-listed species may be detrimental to their survival, and whether changes in their listing status are warranted under CITES or the ESA (for foreign species only). These decisions may involve country-wide review of management programs as well as the review of state and tribal management programs for CITES Appendix-II species. Permit approval findings, on whether the specimens are legally acquired, whether trade is not for primarily commercial purposes, and whether transport will be humane, must be made in close consultation with foreign CITES Authorities, the States, other federal agencies, the CITES Secretariat, and applicants.

The Service collaborates with states and tribes to support their implementation of management programs for native species listed under CITES that are commercially traded in high numbers, including American ginseng, American alligator, bobcat, Alaska lynx, and river otter, in order to facilitate the export of these species and support improved conservation efforts for species of international concern. International Affairs oversees and monitors approved export programs for 45 states and 7 tribes, which are designed to expedite issuance of CITES permits for export of roots, furs and skins of these species.

Conservation Partners/Permit Customers



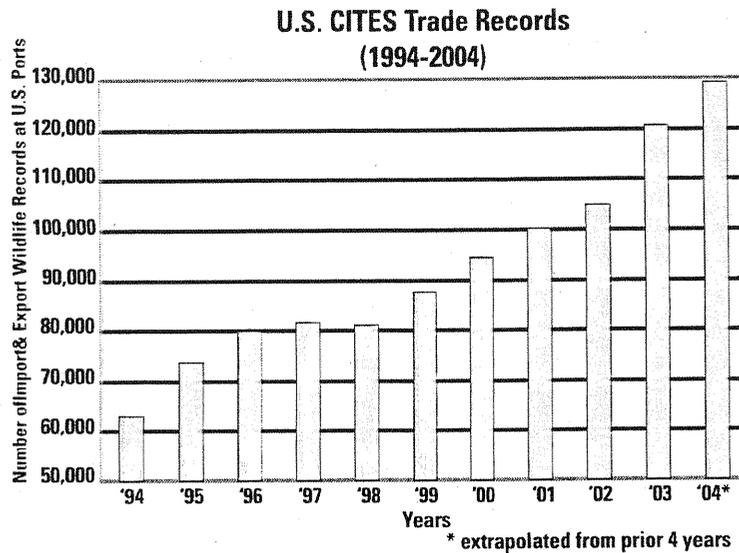
The Service established the Plant Rescue Center Program in 1978 to place botanically important plants confiscated by the United States for CITES violations. More than 70 public botanical gardens, arboretums, zoological parks and research institutions serve as plant rescue centers to care for over 10,000 orchid, cactus and other exotic plant specimens seized each year.

The Program's performance is reflected in its accomplishments and cost data. On the performance side, the International Wildlife Trade Program is focusing its efforts in FY2005 on the DOI Strategic Plan Goal 2: Resource Protection, Strategy 2.0, Manage Populations to Self-Sustaining Levels. The Service is involved in ongoing activities in support of the President's Management Agenda for e-government. Activities to upgrade the Service-wide Permits Issuance and Tracking System (SPITS) to provide additional on-line access to species and permitting information, in concert with continued improvement and upgrades of the permits website, have been significantly increased with the FY05 appropriation. These efforts are expected to assist the program in meeting its goal of completing 4,471 regulatory reviews and biological evaluations for the processing of permit applications in FY05.

Trade Monitoring, Training, and Technical Assistance

In addition to processing permits and furthering U.S. international wildlife trade policy, the International Wildlife Trade Program compiles and maintains trade records for U.S. imports and exports in order to monitor trends in trade over time. These records show a steady significant increase in wildlife trade over the past decade. 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. This supports DOI's priority of increasing the number of species that benefit from improved conservation efforts while forging partnerships through shared information. The Service works with 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. Funds to assist polar bear research in Alaska and Russia are generated through issuance of permits under the Marine Mammal Protection Act.



2004 Program Performance Accomplishments

In FY04, major accomplishments of the International Wildlife Trade Program included:

- In preparation for the Thirteenth Meeting of the Conference of the Parties to CITES (COP13)(October 2004), the International Wildlife Trade Program developed and submitted 12 species proposals emphasizing native species and foreign species for which the United States is a significant importer or otherwise has a conservation role. These included proposals to reduce the CITES restrictions on the bald eagle and remove the bobcat because adequate protection is available through other measures; conversely we submitted a proposal to list the humphead wrasse, a coral reef fish species that is being heavily impacted by international trade. The Service also submitted 6 proposed CITES resolutions to improve the operation of the Convention, and in particular to addressing CITES implementation difficulties encountered by U.S. importers and exporters. In addition to submitting U.S. proposals by required deadlines, the International Wildlife Trade Program reviewed and developed negotiating positions on 38 proposals to list species and over 60 resolutions submitted by other CITES Parties.
- The United States completed its term as Chair of the CITES Standing Committee and North American regional representative; major accomplishments included reform of CITES budgeting processes, strengthening of the national legislation project and CITES compliance mechanisms, an increased focus on CITES enforcement, collaboration with other international organizations, and long-term strategic planning. The program achieved its goal of 80% success of U.S. international trade proposals and positions at CITES Committee meetings.
- The International Wildlife Trade Program consulted with various range countries on a variety of conservation issues involving species of international concern. In preparation for the CITES listing of bigleaf mahogany, the International Wildlife Trade Program implemented a detailed strategy for outreach to U.S. importers and mahogany range states, including follow-up consultations with industry and NGO groups and Service participation in range country workshops on capacity building to implement the listing. The International Wildlife Trade Program conducted annual reviews of several national conservation programs. These included the hunting programs for argali sheep in Mongolia, the Kirghiz Republic, and the Republic of Tajikistan, and the hunting program for black-faced impala in Namibia to determine if trophy

imports under the Endangered Species Act would support programs that benefit the survival of the species in the wild. Import permits under a 2003 amendment to the MMPA were issued for 34 polar bear trophies taken in Canada prior to February 18, 1997.

- The International Wildlife Trade Program processed over 5,000 applications for permits authorizing international trade in wildlife and domestic utilization of listed foreign species in accordance with CITES, the ESA, the Marine Mammal Protection Act, and other laws and regulations, meeting performance goals regarding regulatory reviews and biological evaluations. The International Wildlife Trade Program conducted a comprehensive review of different classes of permits and developed improved application forms to provide greater clarity and customer service and in an effort to improve processing, established several new general biological findings that will alleviate the need to make individual findings for several species on a permit-by-permit basis. In addition, improvements in application processing were established to expedite permit issuance. Through continued workforce planning, web page development, and efforts to improve customer outreach, the program is streamlining the permit process so that scrutiny of individual applications is commensurate with conservation risk.
- The International Wildlife Trade Program continued its longstanding partnership with the states, tribes, and other constituents, particularly on the CITES Appendix-II export program, issuing 677,129 CITES export tags. The International Wildlife Trade Program collaborated with the states, trappers and other partners in the review of potential measures to streamline the CITES export tag program for furbearers commensurate with conservation effectiveness.
- Significant progress was made in addressing a backlog of ESA listing actions, some dating back about 20 years, as well as moving forward with more recent actions. These included publication of an annual notice of review of 73 foreign birds; 12-month finding on 7 foreign butterflies; final listing of beluga sturgeon as threatened; publication of a proposed 4d rule and near-completion of final 4d rule for the beluga sturgeon; re-opening of public comment on the listing of three African antelopes; listing of the Palauan dugong as endangered; substantial work on a petition to delist the Mexican bobcat, including consultations with Mexico; further work relative to potential downlisting of the wood bison, including consultations with the Canadian recovery team.
- The U.S. CITES Annual Report of Wildlife trade into and out of the United States was submitted to the CITES Secretariat. Program staff conducted CITES training and assisted in the drafting of CITES legislation in Cambodia.

2005 Planned Program Performance

- The International Wildlife Trade Program will improve technological capabilities of the Service Permits Issuance and Tracking System (SPITS). The improvements will support permit issuance and tracking and the analysis of international wildlife trade data. This upgraded system will enable us to provide better customer service and increase the timeliness of permit issuance, so that we can focus on the conservation priorities of at-risk species. Upgrading SPITS will also enable us to generate species-critical permit information to track and validate performance as well as point to program areas that need improvement.
- The International Wildlife Trade Program will process approximately 5,500 applications for permits for international trade in wildlife and domestic utilization of listed foreign species and seek to address backlogs. These reviews will include over 3,950 legal determinations, 330 individual biological reviews, and 110 “enhancement findings” under the ESA.

- The Department and the Service will lead a multi-agency delegation to the 13th Meeting of the Conference of the Parties to CITES (COP13). Our efforts there will include carrying forward and negotiating in favor of U.S. positions on 50 species proposals and over 60 proposed resolutions. Final outcomes of these proposals, and success in meeting performance goals, will be determined in multilateral negotiations and voting among the 166 CITES Parties.
- The International Wildlife Trade Program will begin the process of incorporating the COP13 changes, additions, and deletions to CITES species lists, resolutions, and decisions into U.S. CITES implementation and permitting programs, in particular informing and working with the states, NGOs, industry groups, and the general public.
- The International Wildlife Trade Program will maintain its significant leadership role in CITES technical committees to address cases of potential over-exploitation of wild species, particularly in the CITES process that analyzes Appendix-II species traded in significant volumes. Following COP13, the International Wildlife Trade Program will serve as the North American representative to the CITES Plants Committee and alternate representative to the Animals Committee.
- The International Wildlife Trade Program will continue to work in partnership with the states, tribes, and trappers to issue more than 670,000 CITES export tags and to complete the ongoing study initiated in 2004 to develop and implement streamlining procedures for tagging and reporting to reduce management burdens on states for Appendix-II native furbearer species.
- The International Wildlife Trade Program will work with other agencies and international organizations to increase capacity for implementation of new listings that pose unique and new challenges, including those for commercially important plants such as yew (used in mainstream cancer drugs) and bigleaf mahogany, marine fish not managed or regulated by any multilateral fisheries organization, and difficult-to-identify parts of tree species such as ramin timber products and agarwood.
- The International Wildlife Trade Program will take a leading role in CITES initiatives to develop guidelines on compliance with the Convention, provide Parties with pragmatic advice on technical implementation issues, assist implementation of export quotas for Appendix-II species, and analyze and revise the CITES Strategic Plan and Action Program;
- The International Wildlife Trade Program will continue to devote considerable effort to eliminating a significant backlog of ESA listing actions and to coordinate with the Endangered Species Program to ensure greater consistency, where appropriate, between the listing programs for foreign and native species, or to refine existing policies to account for unique aspects of foreign species listings.
- In FY05, International Wildlife Trade Program, in conjunction with the Service and the Department, will continue its development of a strategic plan designed to evaluate all aspects of our operations and staffing in addition to developing a vision for the International Affairs Program consistent with Departmental and Service mission goals. It is anticipated that this plan will help guide our efforts in developing a workforce plan that addresses the human capital issues, such as competency gaps, staffing imbalances, training needs, career ladders,

and managerial development identified during the evaluation so that International Affairs is better prepared to accomplish mission critical goals.

Justification of 2006 Program Changes

Subactivity		2006 Budget Request	Program Changes (+/-)
International Wildlife Trade	\$(000)	5,944	+571
	FTE	50	+2

International Wildlife Trade (+571,000)

The FY2006 budget request for International Wildlife Trade is \$5,944,000 and 50 FTE, a net program increase of \$571,000 and 2 FTE from the 2005 enacted level.

A \$571,000 increase would enable the International Wildlife Trade Program to better meet its core mission of conserving species of international concern. Funds would be used to fulfill our obligations as a CITES Party, including formal international negotiations. It would allow us to develop comprehensive wildlife trade policies on newly emerging marine and timber trade issues, to collaborate more closely with other countries, and consult with the regulated community and other partners to improve the effectiveness of CITES for conserving species subject to trade. The increase would support high priority CITES technical exchange and capacity building essential to the conservation of species in trade. An increase in the program base funding would allow us to address extensive permit backlogs, modernize basic CITES regulations, and finalize wild bird trade regulations to ensure that the U.S. multi-billion dollar wildlife trade is legal and sustainable. The Service would improve the integration of sound science into decision making regarding CITES and ESA listing of species of international concern. We would complete the large number of pending foreign ESA listing actions to comply with statutory deadlines and conduct regular reviews of already-listed species. The increase also would allow the Service to enhance the level of coordination and consultation with States and Tribes on implementation of export programs for native CITES species, such as the American ginseng and bobcat. The increase would allow us to continue to review the existing export requirements and develop processes designed to lessen the regulatory impact on States and exporters. We would also consider additional species for possible listing to complement State measures to monitor and control trade. The additional resources would allow the program to fill two currently vacant positions.

This increase would further our ability to effectively implement domestic conservation laws and treaties which furthers strategic goal 2.02 of the DOI Strategic Plan to manage populations to self-sustaining levels. It would enable us to complete an additional 398 regulatory reviews and biological evaluations for the processing of permit applications and conduct 2 additional evaluations of State or Tribal management programs for export of native species. We would increase the success rate of adoption of U.S. international trade proposals and positions by 3 percent and technical assistance by 5 percent, increasing to 85% and 70% respectively. As a result, an additional 14 species and 3 taxa of international concern would benefit in regards to international trade.

Program Performance Summary

End Outcome Goal 2: Resource Protection. Strategy 2.02; Manage Populations to Self-sustaining Levels for Specific Species								
End Outcome Measures	2003 Actual	FY 2004 Plan	FY 2004 Actual	FY 2005 President's Budget	FY 2005 Revised Plan	FY 2006 Plan	Change in Performance 2005 to Planned 2006	Long-term Target (2008)
Intermediate Outcome: Ensure that all interstate commerce, foreign commerce, and international trade in listed wildlife and plants is legal, biologically sustainable, and will not adversely affect the biological status of the affected species.								
Intermediate Outcome Measures (Key and Non-Key) and Bureau and PART Outcome Measures								
# of biological evaluations completed to determine whether trade in CITES-listed species will not be detrimental to the survival of the species (BUR)	274	300	300	330	0	360	+30 +9%	440
# of Section 7 consultations completed to determine that proposed activities will not jeopardize the survival of ESA-listed species (BUR)	63	70	70	77	0	85	+8 +10%	105
# of legal determinations that will be completed to determine that proposed international trade in CITES-listed species will meet the legal acquisition requirements of the Treaty (BUR)	3,360	3,600	3,600	3,950	0	4,300	+350 +8%	5,250
# of findings made to determine if proposed activities involving ESA-listed species will enhance the survival or propagation of the affected species or otherwise meet the issuance criteria for permits under the ESA (BUR)	90	100	100	110	0	120	+10 +9%	150
# of range-wide or country-wide management programs for foreign species conducted to determine whether imports into the United States could be authorized (BUR)	4	5	5	7	0	9	+2 +28%	0
# of evaluations of State or Tribal management programs for native U.S. species to determine whether exports from the United States could be authorized (BUR)	2	2	2	4	0	6	+2 50%	0

Intermediate Outcome: Species and taxa of concern will benefit from International Affairs actions in regards to reducing threats from international trade.								
Intermediate Outcome Measures (Key and Non-Key) and Bureau and PART Outcome Measures								
# of listed international species and taxa of concern benefited in regards to international trade (BUR)	UNK	Baseline 27 species and 2 taxa	27 species and 2 taxa	33 species and 2 taxa	0	40 species and 3 taxa	+ 7 species and +3 taxa	50 species and 5 taxa
# of listed native species of concern benefited in regards to international trade (BUR)	UNK	Baseline 8 species and 2 taxa	8 species and 2 taxa	10 species and 2 taxa	0	13 species and 3 taxa	+3 species and +1 taxa	50 species and 5 taxa
# of unlisted species and taxa of concern benefited in regards to international trade (BUR)	UNK	Baseline 15 species and 2 taxa	15 species and 2 taxa	19 species and 2 taxa	0	23 species and 3 taxa	+4 species and +1 taxa	20 species and 5 taxa
Intermediate Outcome: Achieve and increased success rate in the acceptance or execution of significant U.S. international trade positions, policies, and technical assistance for species conservation.								
Intermediate Outcome Measures (Key and Non-Key) and Bureau and PART Outcome Measures								
% success of U.S. proposals and positions (BUR)	UNK	Baseline 80%	80%	82%	0	85%	+3%	90%
% of technical assistance requests completed on international species conservation (BUR)	UNK	Baseline 60%	60%	65%	0	70%	+5%	80%

International Conservation

Program Overview

Use of Cost and Performance Information

International Conservation achieves mission results via performance-based management in conformance with the Departmental Strategic Plan:

- The **measures** for the program are all tightly tied to Strategy 2.02 of the DOI Strategic Plan, Manage Populations to Self-Sustaining Levels for Specific Species:
- **Activity-based costing** and leveraged funding from cooperators are gauges of the cost and benefit of international federal assistance. Requisite matching and in-kind resources from grant recipients leverages a substantial return on investment from the base funding received through the appropriations process for the multinational funds and increases the impact achieved for the species supported.
- The **number of species** of international concern supported by the Service' conservation efforts is an indicator of the impact being made on individual species through capacity building initiatives which increase conservation awareness and provide local self-sustainment of targeted species.
- International Conservation will continue its development of a **strategic plan** designed to evaluate all aspects of operations and staffing consistent with Departmental and Service mission goals.
- A **PART review** in the next two years will provide independent evaluation of the program in conjunction with overall International Affairs strategic planning.

Conservation of wildlife is a global priority. 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 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* (rhinoceros, tigers, African and Asian elephants, and Great apes). Additionally it supports other international agreements and Conventions,

that contain provisions related to other species and habitats.

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. Over the last five years (through 2004) \$3.8 million in appropriations has leveraged over \$15 million in matching and in-kind support from a wide range of partner organizations.

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. Since 1995 (through 2004) this program has leveraged over \$14.7 million in matching and in-kind support, tripling the Service's investment.

Wildlife Without Borders - Russia & East Asia

The Service cooperates with Russia to conserve shared species and populations of wildlife, such as walrus, polar bears, sturgeon and eider ducks under the U.S. - Russia Environmental Agreement and U.S. - Russia Migratory Bird Convention, both signed in 1972. A grants program instituted in 1995 has provided a total of more than \$900,000 (through 2004) to enhance law enforcement, education activities and infrastructure at federal nature reserves.

With its unique wildlife and 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 one hundred 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 - Near East, South Asia and Africa

Since its inception in the late 1970s, this initiative has generated more than 50 times the Service investment through counterpart funding for more than 300 wildlife conservation projects supported by excess foreign currencies available through the Agricultural Trade Development and Assistance Act of 1954 and the U.S. - India Fund. Support under this initiative, subject to funds availability, is also generated for the *Multinational Species Conservation Acts* that target conservation of African and Asian elephants, rhinoceros, tigers and Great apes and their habitats.

Program Assessment Rating Tool (PART) Review

The Office of International Affairs is scheduled for its first PART review in 2005. Although some strategic planning has been initiated within OIA, it is anticipated that this review will assist the International Conservation in furthering its own process and making improvements to strategic planning efforts.

2004 Program Performance Accomplishments

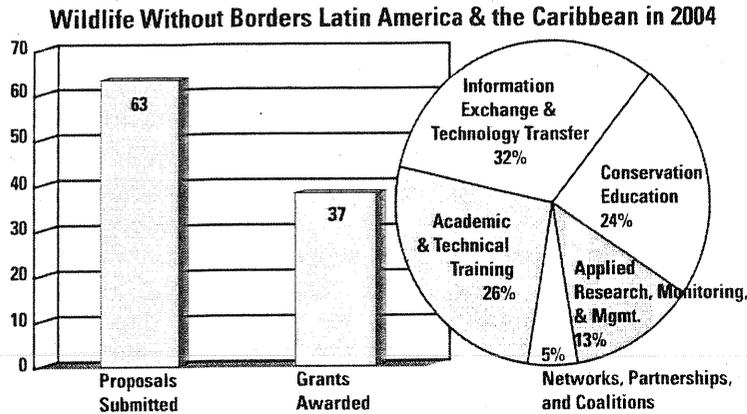
In FY 2004, major accomplishments for the *Wildlife Without Borders* programs included the projects and proposals described below.

- ***Wildlife Without Borders – Latin America and the Caribbean (\$737,429)***

During FY 2004, the Service received 63 proposals and awarded 37 grants in a variety of program areas, leveraging \$2.8 million in matching funds. Projects under the LA&C initiative included

activities to manage and conserve leatherback and Kemp's Ridley sea turtles, West Indian whistling duck, Caribbean parrot, white-winged nightjar, red-fronted macaw, neotropical migratory songbirds, migratory bats and migratory shorebirds.

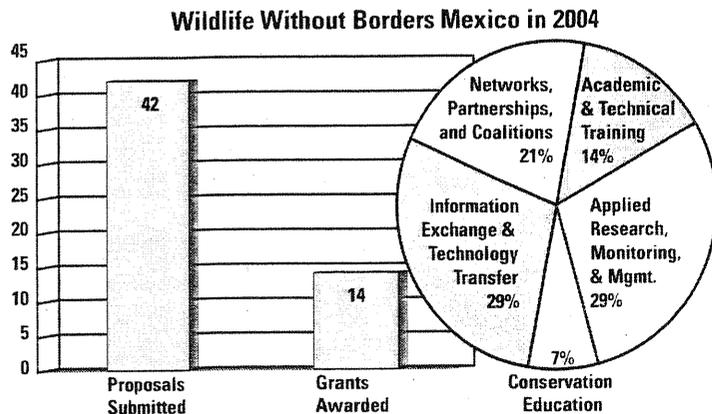
Wildlife Without Borders – Latin America and the Caribbean provides funding for one project that trains wildlife and Park rangers in natural protected areas in Brazil and other countries in the region. This course provides participants with information about ecological principles, biodiversity conservation, environmental law, fire-fighting techniques, and cartography, among other topics. Over the long term, as a direct result of this training, in-country expertise will be available to sustain these important natural areas with minimal intervention or assistance from U.S. resources.



• **Wildlife Without Borders – Mexico (\$472,326)**

During 2004, the Service received 42 proposals and awarded 14 grants in a variety of program areas, leveraging \$1.4 million in matching funds. Projects under the Mexico initiative included activities to manage and conserve monarch butterfly, leatherback turtles, migratory bats, and pronghorn sheep.

One specific example of the success of this program is demonstrated by the result of two courses provided for Mexican rangers through the *Wildlife Without Borders – Mexico* activity. The Mexican Association of Ecological Reserve Rangers was created with subsequent ranger negotiations with the Mexican Government to incorporate a national course as part of reserve management plans, earmarking funds specifically for ranger training. This example illustrates the importance of engaging indigenous people in conservation within their home countries through training and understanding of their role in biodiversity.



- ***Wildlife Without Borders - Russia & East Asia (\$311,477)***

During FY 2004, the Service provided funding for 40 small grants, for the enhancement of law enforcement and conservation training at Russian federal nature reserves and national parks. Other efforts focused on Amur tiger conservation in conjunction with the efforts described in the Rhinoceros and Tiger Conservation Act.

- ***Wildlife Without Borders - Near East, South Asia and Africa***

This initiative continued to support six on-going projects in India that focus on the survival of such species as the Siberian crane, Adjutant stork, white-backed vulture, slender-billed and long-billed vultures, sea turtles, and Indian wolf and their habitats. Support also focused on two major habitat types – south India wetlands and Alpine grasslands with their associated fauna. Additionally, cooperative efforts in Pakistan resulted in activities to train zoo managers, develop community outreach programs on wildlife, and to conserve the previously named vultures. These efforts supported the U.S.-Pakistan Science and Technology Agreement. Efforts were also directed toward facilitating training of Afghan wildlife personnel and distribution of a book about mammals in Afghanistan.

Note: The International Conservation Program is a complementary program to the Multinational Species Conservation Funds and provides technical assistance and training related to projects funded for those specific species. The Wildlife Without Borders programs bridge the gap between projects that are funded, and 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. More information can be found in the Multinational Species Fund section.

2005 Planned Program Performance

The International Conservation Program was established to implement various statutes and international treaties through which the Service is mandated to provide support for the conservation of species of international concern. This furthers Strategy 2.02 of the DOI Strategic Plan to manage populations to self-sustaining levels for specific species and the Service's Intermediate Outcome Measures to meet species specific international obligations and increase international conservation awareness within home countries. Established measures are adjusted with changes in funding because the number of competitive grant awards is directly impacted by these adjustments thereby affecting the Service's ability to reach target measures. These target measures establish a framework under which the Service can monitor its international obligations to further the broader DOI Strategic Goal 2.02, Manage Populations to Self-Sustaining Levels for Specific Species.

In 2005, *Wildlife Without Borders* projects will have continued to create viable long-term solutions to conservation efforts in undeveloped countries. Regardless of environmental and economic conditions within the range countries, *Wildlife Without Borders* projects contribute to long term species sustainment by building the capacity of local indigenous people to understand the purpose of conservation and species management and take action as a result. The Service will continue to fulfill conservation commitments of the United States outlined in international treaties and statutorily mandated by Section 8 of the Endangered Species Act.

Significant accomplishments in 2005 will:

- Facilitate international cooperation relating to the U.S./Canada/Mexico Trilateral Committee, international wetlands activities, the Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere, the Commission for Environmental Cooperation and other bi-national and multi-lateral initiatives.

- Fulfill statutory responsibilities and protect migratory species through joint surveys and other activities with Russian collaborators to conserve marine mammals, waterfowl, seabirds, and shorebirds.
- Assist various public and private partners with the development and implementation of effective management plans for wetlands and other habitats important to migratory and resident waterfowl.
- Continue support of the Mexican campesino community which maintains the world's only winter habitat reserve of the Monarch butterfly, by integrating local people into conservation efforts and reconciling their local land use practices with butterfly survival in indigenous forests;

Justification of 2006 Program Changes

Subactivity		2006 Budget Request	Program Changes (+/-)
International Conservation	\$(000)	3,605	-738
	FTE	16	0

The FY 2006 budget request for International Conservation is \$3,605,000, a net program decrease of \$738,000 and 0 FTE from the 2005 enacted level. Material anticipated changes in other resources include a lower contribution of leveraged funds from federal assistance awards for Wildlife Without Borders projects that are obtained as a result of these awards.

Caddo Lake RAMSAR Center (-\$394,000)

The Caddo Lake Ramsar Wetlands Science Center facility and program operates as a public/private partnership between Caddo Lake Institute and the U.S. Fish and Wildlife Service International Affairs Program. The Institute implements a 1996 joint U.S. Government and Caddo Lake Institute Ramsar Convention pledge to establish a regional Ramsar Center and academy for wetland education in the United States. The Institute provides the physical venue to support local efforts, and develops projects that demonstrate the ecological values, and opportunities for compatible economic development of wetlands. The 2003 Omnibus Appropriations Bill report included \$200,000 for the Caddo Lake Institution's initial planning, facility renovation, and program activities and the 2004 DOI Appropriations Bill report included an additional \$395,000 for projects deemed essential to continuance of the pledge. The 2005 Omnibus Appropriations Bill report included \$394,000 for projects now underway. In FY 2006, the Service does not anticipate funding any further pass-through dollars for these projects.

A program reduction to the Caddo Lake RAMSAR Center is not directly related to the International Conservation subactivity's performance goals under the DOI Strategic Plan. This decrease will not affect the International Conservation subactivity's ability to meet the program's overall strategic goals, outcome measures and outputs.

Wildlife Without Borders (-\$394,000)

The Wildlife Without Borders program complements existing activities within the international conservation program designed to provide long-term sustainment of species and their habitats. These funds were directed to the Mexican program, where indigenous people are trained to care for the environment through agricultural methods that reduce economic dependency on their forests and lands thereby protecting important habitat for species such as the pronghorn and bat. The 2005 Omnibus Appropriations Bill report provided funding specifically for these kinds of initiatives and

the majority of the funds provided are being applied to the Wildlife Without Borders – Mexico program in 2005.

This reduction is significant because of economic differences among the United States and most of Mexico, where the cost of living is much lower, resulting in a much greater impact on these initiatives. Although this decrease will allow sufficient funding to address conservation priorities in the region, it will affect the Service's ability to meet established performance goals under Strategy 2.02 of the DOI Strategic Plan, Manage Populations to Self-Sustaining Levels for Specific Species:

General Program Activities (+\$95,000)

The fiscal year 2005 Omnibus Appropriations Act (P.L. 108-447) included two across the board rescissions, netting a 1.3 percent reduction to all Service Programs. An increase of \$92,000 will restore funding to the 2004 enacted level and will allow the Service to maintain performance and base program capability

The additional \$2,000 for Neotropical Migrants will be used for funding a portion of projects approved for migratory bird projects. Any program increase contributes to long-term survival of species such as cranes and condors, which migrate from their summer and winter range countries. These projects are designed to sustain survival through education and training of people who co-exist with these species and are unfamiliar with the best methods to preserve their economic status while conserving species that affect them during migratory movement.

The additional \$1,000 for monarch butterflies will be used for to support habitat maintenance and restoration for these insects. Survival of this species depends upon overcoming significant political and cultural ideologies in Mexico resulting from perceptions by indigenous people about the impact of other species on their daily lives. Small incremental increases to funding often have significant results because of the lower standard of living that prevails in areas where these butterflies flourish.

This increase will help the International Conservation subactivity reach the program's overall strategic goals, outcome measures and outputs under Strategy 2.02 of the DOI Strategic Plan, Manage Populations to Self-Sustaining Levels for Specific Species:

Program Performance Summary

Intermediate Outcome: Increase international conservation awareness within home countries. Intermediate Outcome Measures (Key and Non-Key) and Bureau and PART Outcome Measures								
End Outcome Measures	FY 2003 Actual	FY 2004 Baseline	FY 2004 Actual	2005 President's Budget	FY 2005 Revised Plan	FY 2006 Plan	Change in Performance 2005 Plan to 2006	Long-term Target (2008)
# of people working in wildlife habitat conservation after obtaining advanced degrees in related disciplines (BUR)	UNK	30	30	32	0	34	+2% +6%	38
# of people trained in wildlife habitat management and sustainment (BUR)	UNK	200	300	400	675	475	-200 -30%	2,500