

International Affairs

		FY 2005 Actual	FY 2006 Enacted	FY 2007		Change From 2006 (+/-)	
				Fixed Costs & Related Changes (+/-)	Program Changes (+/-)		Budget Request
International Affairs							
International Wildlife Trade	\$(000)	5,154	5,572	+ 97		5,656	+ 84
	FTE	48	50			50	0
International Conservation	\$(000)	4,266	4,308	+ 36	+1	4,338	+ 30
	FTE	16	16			16	0
Total, International Affairs	\$(000)	9,420	9,880	+133	+ 1	9,994	+ 114
	FTE	64	66			66	0

Summary of FY 2007 Program Changes for International Affairs

Request Component	Amount	FTE
Program Changes		
• International Wildlife Trade	0	0
• Caddo Lake RAMSAR Center	-296	0
• Wildlife Without Borders	+297	0
• Program Management Savings	-8	0
Total, Program Changes	-7	0

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 Element	FY 2005 Actual	FY 2006 Enacted	FY 2007			Change From 2006 (+/-)
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
International Wildlife Trade	5,154	5,572	+ 97	-13	5,656	+84
	<i>FTE</i> 48	50			50	0

Summary of FY 2007 Program Changes for International Wildlife Trade

Request Component	Amount	FTE
Program Changes		
• Program Management Savings	- 13	0
TOTAL, Program Changes	- 13	0

Justification of FY 2007 Program Changes

The FY 2007 budget request for International Wildlife Trade Affairs is \$5,656,000 a net program increase of \$84,000 from the 2006 enacted level.

Program Management Savings (-\$13,000)

To enable the Service to address its highest priorities during constrained fiscal times, the Service proposes reducing program administrative funding by \$1,980,000. Using Activity Based Cost information and other budgetary analyses the Service anticipates achieving a savings of \$13,000 in International Wildlife Trade. These savings will be realized by streamlining program administrative support activities.

Use of Cost and Performance Information

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

- **Activity-based costing** and leveraged funding or matching resources from cooperators are gauges of the cost and benefit of international federal assistance. For example, the Service provided \$4,500 for a project funded for development of an action plan to conserve the maned wolf in its native range and generated an additional \$25,145 from partner contributions, which is more than five times the funding provided through appropriations.
- Since 1995 (through 2005) the Mexico and Latin America/Caribbean Wildlife Without Borders programs have leveraged over \$29.9 million in matching and in-kind support from a wide range of partner organizations.
- The **measures** for the program are tied to Strategy 2.02 of the DOI Strategic Plan, Manage Populations to Self-Sustaining Levels for Specific Species, through the Service's Operating Plan Goal 10, Influence Sustainable Conservation of Species of International Concern.
- During 2005, the Service received 73 proposals and awarded 20 grants for a variety of capacity building activities, leveraging \$1.8 million in matching resources. Projects supported in 2005 under the Mexico initiative included activities to manage and conserve monarch butterfly, leatherback turtles, migratory bats, and pronghorn sheep.
- The Service gained CITES protections for the humphead wrasse, a coral reef fish heavily impacted by international trade as a luxury food item and continued its leadership role in the conservation of Asian turtles and tortoises by working with range countries to list four additional species in the CITES Appendices.
- Import permits were issued for 44 polar bear trophies taken in Canada, including four under a 2003 amendment to the MMPA for polar bear trophies taken in Canada prior to February 18, 1997, generating \$44,000 for polar bear conservation activities.

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 over 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 through an international permitting system. 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, orchids, queen conch, and American ginseng represent some of the approximately 35,000 species protected by CITES. The Service is also mandated by domestic laws such as the Endangered Species Act (ESA), Marine Mammal Protection Act (MMPA), 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’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. The CITES treaty continues to grow in membership, activities, and effectiveness. As the U.S. CITES Management Authority and Scientific Authority, the IWTP is a global leader in working with the 169 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, as one of the first members of CITES, takes a very active role at meetings of the Conference of the Parties and the Standing and Technical Committees. The 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 develop tools to better manage their own wildlife resources and to implement CITES. This constructive involvement is key to highlighting and addressing the concerns of U.S. constituencies.

IWTP Partnerships & Activities



In response to ever-increasing pressures of wildlife trade and habitat loss of species worldwide, the IWTP uses best science and management practices to make critical decisions on the status of species, on wildlife trade policy, on individual imports and exports and on individual permit issuance. 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 binational and multinational initiatives under CITES, the ESA, and the MMPA.



The IWTP receives more than 6,500 permit applications annually 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 or export of CITES-listed species may be detrimental to their survival, or the trade will 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 is not for primarily commercial purposes, and whether transport will be humane and frequently must be made in close consultation with foreign CITES Authorities, the States, other federal agencies, the CITES Secretariat, and applicants.

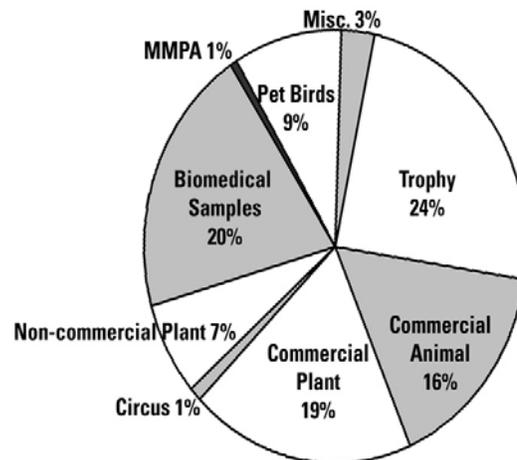
The IWTP is also responsible for consideration of new species listings and whether changes in a species' listing status are warranted under CITES (any species) or the ESA (foreign species only). As for native species, listings of foreign species or changes in their listing status under the ESA may be undertaken in response to a petition from a member of the public, or such listing actions may be initiated in response to new information becoming available in the context of a 5-year review of species' listings or through other means, such as

information that becomes available as a result of evaluating a permit application for the species involved. CITES listing actions may be initiated by recommendations and information received from the public during our regular consultations leading up to one of the biennial meetings of the CITES Parties; as part of the regular review of the CITES Appendices by the CITES Animals and Plants Committees, who may ask the United States to prepare a proposal; as a result of consultations with the states and tribes on native species subject to international trade; in response to a request from a foreign country, which may ask the United States to assist in the preparation of a proposal to protect one of their species; or as a consequence of information that becomes available to indicate that a species should be considered for listing, delisting, or transfer from one Appendix to another. Any proposed listing, whether under CITES or the ESA, is subject to public notification and comment, as well as peer review in the case of ESA listings, to ensure that the Service has the best available information on which to base listings decisions.

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. The IWTP oversees and monitors approved export programs for 45 states and 9 tribes, which are designed to expedite issuance of CITES permits for export of roots, furs and skins of these species.

The Program's performance is reflected in its accomplishments and cost data. On the performance side, the IWTP is focusing its efforts in FY 2006 on the DOI Strategic Plan Goal: Resource Protection, Strategy: 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, and to allow on-line permit application, in concert with continued improvement

Permit Applications from the Public by Trade Category



and upgrades of the permits website, continue in FY 2006. These efforts are expected to assist the program in meeting its goal of influencing the conservation of 179 species of international concern through the wildlife trade permitting program.

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 in order to monitor trends in trade over time. These records show a steady significant increase in wildlife trade over the past decade with 139,000 data records on CITES-listed animals and plants in 2004, a 15% increase over 2003. 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. 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.



2007 Program Performance Estimates

The International Wildlife Trade Program's (IWTP) Critical Success Factors (CSF) included in the Service's Operational Plan Goal 10 contributes to the achievement of DOI Strategy 2.02, Manage Populations to Self-sustaining Levels for Specific Species. In FY 2007, The IWTP seeks to influence 55 species of international concern through participation in CITES Meetings, work with other CITES Parties and work on listings of species under CITES and the ESA.

- The IWTP will conclude preparations on meeting logistics and U.S. negotiating positions and coordinate the activities of a multi-agency delegation led by the Interior Assistant Secretary for Fish and Wildlife and Parks, for the Fourteenth Meeting of the Conference of the Parties to CITES (COP14) to be held in the Netherlands in June 2007. The Service will conclude range-

country consultations on all potential species proposals for CoP14, including the four species in the genus *Lynx*.

- The IWTP will take a leading role in advancing CITES policy initiatives and represent the North American Region on the CITES Animals and Plants Committees. Initiatives to be developed for COP14 include “Introduction from the Sea,” Compliance Guidelines, and Export Quotas.
- The IWTP will work in partnership with the States, Tribes, trappers, and fur industry to continue implementation of streamlining recommendations relative to the Appendix II Export Program as part of the IAFWA working group.
- The IWTP will continue to address pending ESA listing actions. Specific actions anticipated in FY 2007 include publication of final decisions on delisting the Morelet’s crocodile and two *Neophema* parakeets; reclassifying the wood bison and the Argentine population of broad-snouted caiman from endangered to threatened; listing six birds as endangered; developing proposals to list a minimum of 6 additional foreign species previously found to be warranted but precluded (i.e., final listing actions have been pending); and preparing an annual notice of resubmitted petition findings.
- The Service will continue its review of additional species for potential inclusion in CITES Appendix III, including the hellbender salamander, black cohosh, galax, and the leopard shark.

The International Wildlife Trade Program (IWTP) seeks to influence the conservation of 177 species of international concern in FY 2007 through the wildlife trade permitting program.

The IWTP will finalize the CITES procedural regulations that have not been significantly revised since 1977. These new regulations will bring our written rules into conformity with current CITES provisions and help us more effectively promote species conservation. The IWTP will continue to develop additional regulatory changes to improve permitting processes and better inform the public on the regulatory requirements for international trade under CITES, the ESA, Wild Bird Protection Act, and MMPA.

- In cooperation with other Service permit programs, the IWTP will complete the e-permit online application website, with all 63 permit application forms on the web and continue to improve the technological capabilities of the Service Permits Issuance and Tracking System (SPITS).
- As stipulated under the MMPA, the IWTP will undertake, in coordination with Canada, its regular evaluation of the Canadian polar bear populations, to ensure that the importation of all trophies taken by U.S. sport hunters continues to be from populations that are maintained at sustainable levels.

2006 Planned Program Performance

The International Wildlife Trade Program’s (IWTP) Critical Success Factors (CSF) included in the Service’s Operational Plan Goal 10 contributes to the achievement of DOI Strategy: Manage Populations to Self-sustaining Levels for Specific Species. In FY 2006, The IWTP seeks to influence 55 species of international concern through participation in CITES Meetings, work with other CITES Parties and work on listings of species under CITES and the ESA.

- The IWTP will lead U.S. preparations for the Fourteenth Meeting of the Conference of the Parties to CITES (COP14). An 18-month public process will solicit public input. The IWTP will identify species, policy, enforcement, and implementation issues that need to be addressed at COP14 and consult with range-countries on all potential species proposals. This will include consultation with all range countries of the four species in the genus *Lynx* as an outcome of the U.S. proposal to delist the bobcat at CoP13.
- The IWTP, working in partnership with the States, Tribes, trappers, and fur industry, will seek regulatory authority to implement changes proposed by the IAFWA working group on the CITES Appendix II Export Program to streamline the tagging program's procedures.
- The IWTP will work with other agencies to increase the capacity of CITES countries to implement the timber, fisheries, and other species listings that pose new and unique challenges. This will include ongoing work on "Introduction from the Sea" through a largely U.S. funded workshop, and on CITES listed timbers, such as mahogany and ramin, and a review of possible Appendix III listings by other countries of other timber or marine species.
- The IWTP will publish a final rule to include the alligator snapping turtle and all 12 species of map turtles in CITES Appendix III in response to the State concerns about the impact of international trade on these exploited native U.S. species. Because of concerns raised over their trade the Service will review other species for potential inclusion in Appendix III, including the hellbender salamander; black cohosh, a medicinal plant; galax, a plant harvested for use in the floral industry; and the leopard shark, which is collected for the aquarium trade.
- The IWTP will continue its work to address a significant number of pending ESA listing actions. Specific actions anticipated in FY 2006 include publication of: 90-day petition findings on the tiger, Morelet's crocodile, and northern snakehead fish; a final rule to list the Tibetan antelope as endangered; a final decision on whether to delist the Mexican bobcat; proposed rules to reclassify the wood bison and the Argentine population of broad-snouted caiman from endangered to threatened; a proposed rule to delist the Morelet's crocodile; a proposed rule to list six birds as endangered; a 5-year review of all listed foreign species; and an annual notice of resubmitted petition findings.

The International Wildlife Trade Program (IWTP) seeks to influence the conservation of 179 species of international concern in FY 2006 through the wildlife trade permitting program.

- In cooperation with other Service permit programs, the International Wildlife Trade program will develop 62 permit forms for the web-based application. Capability of the Service Permits Issuance and Tracking System (SPITS) will be expanded to allow the public to search online to determine how a species is protected under a number of conservation laws and treaties, to determine through a database whether they need a permit from the Service, and to submit their permit activity reports electronically.
- In accordance with the MMPA, an effort was initiated, in coordination with the Canadian Wildlife Service and the Government of Nunavut, to assess recent changes in the use of scientific information and management of polar bears in Canada and ensure that U.S. sport hunters continue to meet MMPA requirements to take polar bear trophies only from populations that are maintained at sustainable levels. The IWTP will seek to publish a proposed and final rule addressing the status of two Canadian polar bear populations and whether or not trophies taken by

U.S. hunters may be imported. As stipulated under the MMPA, the Program will also continue, in coordination with Canada, its regular evaluation of the remaining Canadian polar bear populations, to ensure that the importation of all trophies taken by U.S. sport hunters continues to be from populations that are maintained at sustainable levels.

2005 Program Performance Accomplishments

The International Wildlife Trade Program's (IWTP) Critical Success Factors (CSF) included in the Service's Operational Plan Goal 10 contributes to the achievement of DOI Strategy: 2, Manage Populations to Self-sustaining Levels for Specific Species. In FY 2005, The IWTP influenced 50 species of international concern through participation in CITES Meetings, work with other CITES Parties and work on listings of species under CITES and the ESA.

- The Department and the Service led a multi-agency delegation to the 13th Meeting of the Conference of the Parties to CITES (COP13). The delegation was successful in carrying forward U.S. positions on 50 species proposals and over 60 proposed resolutions. The IWTP submitted 12 species proposals emphasizing native species as well as some foreign species for which the United States is a significant importer or otherwise has a conservation role and was successful in reducing CITES restrictions on the bald eagle, consistent with bald eagle listing actions under the Endangered Species Act. The Service gained CITES protections for the humphead wrasse, a coral reef fish heavily impacted by international trade as a luxury food item and continued its leadership role in the conservation of Asian turtles and tortoises by working with range countries to list four additional species in the CITES Appendices. The U.S. proposal to delist the bobcat under CITES was not adopted, but it was used successfully to leverage a review of all cat species, including bobcat, to evaluate the need to continue listing them under CITES. The IWTP incorporated the COP13 changes, additions, and deletions to CITES species lists, resolutions, and decisions into U.S. CITES implementation and permitting programs and met with the states, NGOs, industry groups, and the general public to inform them of the changes.
- The United States concluded six-years as Member and Chair of the CITES Standing Committee, but continued as an active participant in Committee deliberations. The IWTP submitted a significant paper to the Committee to draw attention to the continued illegal trade of CITES Appendix-I tiger parts in Asia and served on the Committee's technical implementation clearinghouse and as a member of the Export Quota Working Group.
- At CoP13 the United States became North American Regional Representative on the CITES Plants Committee and Alternate Representative for the region on the Animals Committee. At the meetings of the two committees in May 2005, and through participation in inter-sessional working groups, the United States helped progress key work, including work on species we have identified of international concern clarifying production (harvest) systems; reviewing currently listed animals and plants; reviewing CITES scientific committees' operations to seek improvements in their performance; and reviewing plant annotations to improve the effectiveness of listings.
- The IWTP collaborated with various range countries on conservation issues of interest to the United States including timber and fisheries. The Management Authority was appointed the Vice-Chair of the Mahogany Working Group, chaired by the major mahogany exporter, Peru.

- Continued progress was made in addressing the backlog of listings and other ESA actions for foreign species. Actions in support of achievement of our goals included the listing of three African antelope species with a new regulation covering their captive populations in the United States; publication of a final special rule for trade in caviar and meat from threatened beluga sturgeon; and publication of a 12-month finding on delisting of the Mexican bobcat. Significant progress was also made on 90-day petition findings on the Morelet's crocodile and northern snakehead fish; a final rule to list the Tibetan antelope as endangered; a 5-year review of all foreign species listed under the ESA; a proposed rule to delist the wood bison; and a proposed rule to list six foreign bird species as endangered.
- As an ongoing effort to evaluate the impact of U.S. hunters on argali sheep populations, IWTP evaluated hunting programs in Mongolia, the Kirghiz Republic, and the Republic of Tajikistan. In southern Africa, IWTP consulted with Namibia regarding black-faced impala management and with Zambia on their recently opened elephant hunting season.

The International Wildlife Trade Program (IWTP) influenced the conservation of 163 species of international concern in FY 2005 through the wildlife trade permitting program.

- The Service processed over 6,000 applications requesting authorization for international trade in listed species. A comprehensive review of current permit application forms ensured more concise and relevant data gathering and analysis in an effort to relieve application burdens on the public. In addition, improvements in the permitting process are leading to shorter processing times. Through ongoing workforce planning, web page development, and efforts to improve customer outreach, the program will continue to streamline the permit process so that scrutiny of individual applications will be commensurate with the conservation risk.
- The Service published a final rule to revise the permit processing fee schedule for permits issued by the Service in order to recoup more of the costs associated with providing permitting services. This schedule had not been revised since 1982.
- The IWTP, in cooperation with other Service permit programs, began development of a pilot e-permit online application website to link to the Service Permits Issuance and Tracking System (SPITS) database. The website will offer services to customers in an electronic environment. The pilot will enable applicants to complete and submit a permit application, pay a processing fee, check the status of a pending application, and view existing permits through a secure web-based system.
- Import permits were issued for 44 polar bear trophies taken in Canada, including four under a 2003 amendment to the MMPA for polar bear trophies taken in Canada prior to February 18, 1997, generating \$44,000 for polar bear conservation activities. Projects supported range from scientific research (e.g., conducting a population-wide survey, testing aerial survey remote sensing, mark-recapture) to the development of education and outreach materials (e.g., conservation brochures).

The IWTP in conjunction with the International Association of Fish and Wildlife Agencies (IAFWA) developed measures to streamline the CITES export tag program. These were endorsed by IAFWA and the Service Director and the first elements of a long-term implementation strategy were enacted. In FY05, the program issued more than 743,000 CITES furbearer and alligator tags to partner States to facilitate CITES exports.

Program Performance Overview

	2005 Plan	2005 Actual	Change from 2005 Plan	2006 Enacted	2007 Request	2007 Change from 2006
10.1.1.5 Number of species influenced through conservation activities that promote and sustain species of international concern relative to the provisions of the Conservation on International Trade in Endangered Species (CITES). (BUR)	30	30	0	33	33	0
10.1.1.6 Number of species influenced through conservation activities that promote and sustain species of international concern relative to the provisions of the Endangered Species Act. (BUR)	20	20	0	22	22	0
10.2.1.1 Number of species influenced through wildlife permitting activities required for species listed on Appendix I of the Convention on International Trade in Endangered Species. (BUR)	20	20	0	22	22	0
10.2.1.2 Number of species influenced through wildlife permitting activities required for species listed on Appendix II of the Convention on International Trade in Endangered Species. (BUR)	100	100	0	110	110	0
10.2.1.3 Number of species influenced through wildlife permitting activities required for species listed as endangered or threatened under the Endangered Species Act. (BUR)	30	30	0	33	33	0
10.2.1.4 Number of species influenced through wildlife permitting activities required under the Marine Mammal Protection Act. (BUR)	3	3	0	3	3	0

International Conservation

Program Element	FY 2005 Actual	FY 2006 Enacted	FY 2007			Change From 2006 (+/-)
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
International Conservation	4,266	4,308	+36	+1	4,338	+30
	\$(000)					
	FTE	16	16		16	0

Summary of FY 2007 Program Changes for International Conservation

Request Component	Amount	FTE
Program Changes		
• Caddo Lake RAMSAR Center	-296	0
• Wildlife Without Borders	+297	0
• Program Management Savings	-8	0
Total, Program Changes	-7	0

Justification of FY 2007 Program Changes

The FY 2007 budget request for International Conservation is \$4,338,000, a net program increase of \$1,000 and 0 FTEs from the 2006 enacted level. While this request is roughly equivalent to the 2006 enacted funding for the program as a whole, it includes critical funding (+\$297,000) for capacity building in Africa by decreasing funds for an earmark that does not contribute toward performance goals. This initiative contributes to the achievement of DOI Strategy 2.02, Manage Populations to Self-sustaining Levels for Specific Species, through Service Operating Plan Goal 10, Influence Sustainable Conservation of Species of International Concern and its component Critical Success Factors 10.1, Influence Sustainable Conservation of Species of International Concern through Bi-national and Multinational Initiatives, and 10.3, Facilitate the Conservation of Species through Federal Assistance Awards and Leveraged Funds or In-kind Resources. The latter CSF also reflects complementary activities implemented under the Multinational Species Conservation Funds. To achieve our goals, activity level targets are also established as to reflect specific international initiatives related to the Western Hemisphere Convention, the Ramsar Convention, and the U.S. Russia Agreement.

This initiative is directly related to the International Conservation subactivity's performance goals under the DOI and Service's performance goals outlined above. This increase will contribute toward the International Conservation subactivity's ability to meet the program's overall strategic goals, outcome measures and outputs by influencing and facilitating sustainment of species through capacity.

Wildlife Without Borders (+\$297,000)

The *Wildlife Without Borders* initiative complements existing activities within the International Conservation program designed to provide long-term sustainment of species and their habitats. This increase will be directed to the African continent, to provide environmental training to local people and increase their capacity for self-sufficiency in wildlife conservation and management. Wildlife Without Borders complements efforts supported with appropriations under the Multinational Species Conservation

Acts, which target specific endangered species, by providing funding mechanisms for underlying core conservation needs. Funding for this initiative in Africa will address these core conservation problems by filling a crucial niche left vacant by species-focused approaches and biodiversity conservation. Initiatives such as development and effective implementation of local laws and combating wildlife disease through education and intervention, especially addressing the bushmeat crisis, will reduce threats to wildlife. The abilities of host-country wildlife institutions and practitioners will be strengthened, with the goal of creating a more self-reliant and self-sustaining generation of local conservationists.

Caddo Lake RAMSAR Center (-\$296,000)

The Caddo Lake Ramsar Wetlands Science Center facility and program began 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. In FY 2006, Congress provided \$296,000 for Caddo Lake conservation and education programs and stipulated that the Caddo Lake Center should work with Texas A&M University to prepare a program of work for fiscal year 2006. The Service does not anticipate funding or providing further pass-through dollars for this project because its priorities are focused on global implementation of the Ramsar Convention.

Because 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 Service's ability to meet its overall strategic goals, outcome measures and outputs.

Program Management Savings (-\$8,000)

To enable the Service to address its highest priorities during constrained fiscal times, the Service proposes reducing program administrative funding by \$1,980,000. Using Activity Based Cost information and other budgetary analyses the Service anticipates achieving a savings of \$8,000 in International Wildlife Trade. These savings will be realized by streamlining program administrative support activities.

Program Overview

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* (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.

The International Conservation Program, which is complementary to the Multinational Species Conservation Funds, provides technical assistance and training related to projects funded for those specific species. The *Wildlife Without Borders* initiatives 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.

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 2001 through 2005, \$3.4 million in appropriations has leveraged over \$13.4 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 2005) this program has leveraged over \$16.5 million in matching and in-kind support, almost tripling the Service's investment of \$5.65 million.

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 \$950,000 (through 2005) to enhance law enforcement, education activities and infrastructure at federal nature reserves.

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 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

This initiative assists countries in this region of the world with development of wildlife management capacity through provision of technical assistance and equipment to partnering organizations. It provides support in the form of seed money, which influences the involvement of other organizations to begin significant conservation activities and facilitates development of wildlife conservation solutions through exchange of information. Significant threats to species continue in this region, including continued consumption of bushmeat and habitat destruction. The Service's participation as a partner in efforts to reduce these threats will increase the capacity of local people to manage and conserve species in their natural range habitats. Since inception of the program, more than 300 wildlife conservation projects have been supported. Projects include technical training and outreach activities, networks and partnerships, and similar capacity building activities.

2007 Program Performance Estimates

The increase provided for the Service's *Wildlife Without Borders* initiative will be used to strengthen capacity of people in Africa to manage and sustain native wildlife populations and their habitats in Africa. This increase will provide training and fund outreach activities to people in undeveloped nations of Africa about alternative approaches for self support and sustainment activities, which currently include wildlife habitat destruction and the consumption of bushmeat. These activities are significant threats to species conservation and sustainment and are destined to further reduce and possibly destroy the few remaining populations of species such as rhinoceros and elephant. The Service's focus is on conservation priorities with species sustainment outcomes. Proposals submitted to the Service for funding of projects with this focus are reviewed and funded on a competitive basis under federal assistance guidelines.

The priority needs for conservation in countries of this region continue to outpace current funding levels. Particularly in African countries, 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, they will continue to spread disease and destroy the habitats which they and the species with which they coexist need for long-term survival.

Capacity building provides local people with the ability to change activities, which are threats to species. Work related to capacity building can be directly attributed to implementation of binational and multinational agreements, which contain provisions directed to wildlife management and conservation but do not target specific species as do the Multinational Species Conservation Funds. Performance results from these activities reflect the ancillary impact of our capacity building work as well as our direct influence on species tied to our binational and multinational agreements.

International conservation efforts maximize matching funds and in-kind resources from these entities, using appropriated funds as leverage. The 2007 funding increase for the *Wildlife Without Borders* initiative will increase the availability of leveraged matching resources as a direct result of stronger appropriations leverage. Although partner and collaborator matching funds or in-kind resources are also influenced by economic, financial, social, and environmental (i.e., weather) conditions in range countries, the Service has a solid record of obtaining collaborator support even under less than ideal conditions.

Additional efficiency measures will be implemented as far as practical for grants processing. The implementation of ABC cost analysis will also provide an additional tool for discovery of cost inefficiencies that can be reduced or eliminated. Additional efficiencies may be limited by significant technological barriers in the undeveloped countries where funded projects are implemented. Administrative work that can be automated domestically is not likely to be completely automated in international operations because of limited or nonexistent capabilities of foreign entities and financial institutions. Full implementation of the Department of Interior's FBMS financial system will reduce some of these barriers but they are largely a product of the operating environment under which international federal assistance is provided.

2006 Planned Program Performance

In FY 2006, as a result of Congressional adjustments, the *Wildlife Without Borders* initiatives were funded by an additional \$98,000 in appropriations. Performance goals remained steady, recognizing that the number of species influenced by binational and multinational initiatives and facilitated through federal assistance awards (complementing the species focus of the Multinational Species Funds) is frequently contingent on factors outside the control of the Service. The Service cannot influence every species through its efforts given political and cultural boundaries and conditions and, thus, focuses on those species which are deemed especially important to the American public and the range countries where these species have their habitats. The species goals for binational and multinational initiatives reflect recognition by the Service that the effort needed to impact these species requires long-term commitment and, thus, must be focused on those species with the greatest probability for successful conservation sustainment.

In 2006, *Wildlife Without Borders* projects will continue to create viable long-term solutions to conservation efforts in undeveloped countries 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 2006 will include:

- Continuing 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;

- Continuing to 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.
- Fulfilling statutory responsibilities and protect migratory species through joint surveys and other activities with Russian collaborators to conserve marine mammals, waterfowl, seabirds, and shorebirds.
- Assisting 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.
- Facilitating exchange of information between Indian and Bangladeshi forest officers on tiger assessment methodology for use in the Sundarban of each country.
- Continuing support of vulture recovery efforts and support an invasive species workshop in India.
- Assisting African entities with educational and conservation initiatives designed to combat bushmeat consumption and the resultant spread of disease through its use, ultimately impacting species sustainment on that continent.

Established performance measures may be 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, its supporting Service Operating Plan Goal 10, Influence Sustainable Conservation of Species of International Concern, and the two Critical Success Factors related to bi-national and multinational initiatives and federal assistance awards.

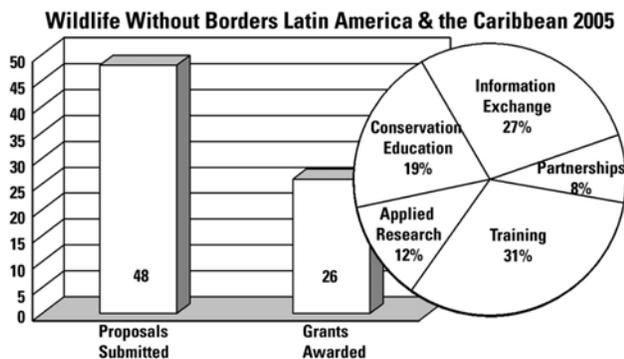
2005 Program Performance Accomplishments

In 2005 performance measures were refined to more adequately capture the results of program activities. The international agreements implemented are tied to species sustainment by project work that supports training and education of local people in developing countries. Each individual trained or working in a conservation field is a reflection 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. intervention. Through capacity building, DOI and Service goals related to sustainment of biological communities is an achievable goal, by active participation of local people who positively influence species in their natural domains.

In FY 2005, major accomplishments for the *Wildlife Without Borders* programs included the projects described below.

Wildlife Without Borders – Latin America and the Caribbean (\$518,995)

During FY 2005, the Service received 48 proposals and awarded 26 grants for a variety of conservation support activities, leveraging \$2.2 million in matching resources. Projects supported in 2005 included provision of training and information to local people about management and conservation of species and their habitats including the West Indian whistling duck, Andean spectacled bear, Azuero painted parakeet, neotropical migratory songbirds, migratory bats and migratory shorebirds.



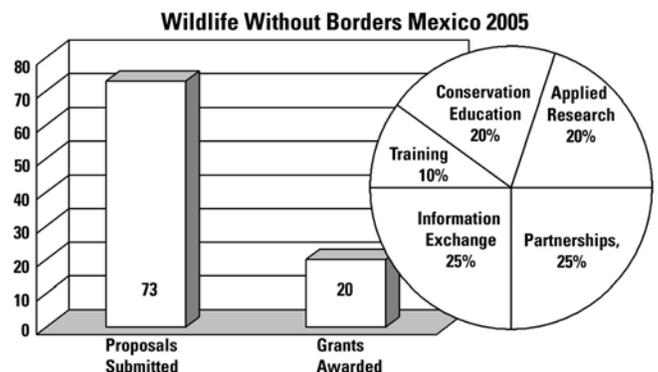
This program provided funding for ongoing projects that train wildlife management professionals in natural protected areas within countries in the region. This training provides participants with information about ecological principles, biodiversity conservation, environmental law, fire-fighting techniques, 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. Other projects

provided funding for community-based education and outreach to local people increasing their capacity for conservation management and sustainment.

Wildlife Without Borders – Mexico (\$667,924)

During 2005, the Service received 73 proposals and awarded 20 grants for a variety of capacity building activities, leveraging \$1.8 million in matching resources. Projects supported in 2005 under the Mexico initiative included activities to manage and conserve monarch butterfly, leatherback turtles, migratory bats, and pronghorn sheep.

The success of this program is demonstrated by Service funding of four federal assistance awards made to a group of peasant farmers residing in the central forest of Sierra Gorda, Mexico. In 1995, these farmers recognized the importance of the forest for its biodiversity and asked for sustainable natural resource use training. After receipt of the training this core group of farmers subsequently trained others on the importance of the forest. Over 1,000 local peasant farmers are currently involved with this project, conducting activities, which include soil and water conservation, reforestation, construction of adobe stoves and houses to reduce dependency on firewood, and environmental education and outreach. The forest was also acknowledged by the Government of Mexico as one of Mexico's biodiversity "hot spots" and was declared a Biosphere Reserve, with species such as black bear, jaguar, the military macaw, and the bearded wood partridge as well as 127 neotropical migratory species found. International recognition of this Reserve's importance has resulted in its growth with substantial donations from other entities. These donations have reduced reliance upon the Service for support, such that only a small amount of funding for training is now provided. The goal to provide a mechanism for self-reliance in countries where these projects are supported is demonstrated by the results of this project, furthering species sustainment goals through local conservation initiatives.



Wildlife Without Borders - Russia & East Asia (\$54,878)

During FY 2005, the Service provided funding for 6 grants, for the enhancement of law enforcement and conservation training at Russian federal nature reserves and national parks. These projects support initiatives in conjunction with provisions included in treaties and other accords with Russia and other countries in the East Asian continent.

In 2005 efforts focused on saiga antelope conservation by providing equipment for tracking and monitoring and informational materials for the education of visitors to the biosphere reserve where this species is found.

Wildlife Without Borders - Near East, South Asia and Africa (\$0)

This initiative continued to support six on-going projects in India that focus on the survival of such species as the cranes, Adjutant storks, white-backed vulture, slender-billed and long-billed vultures, sea turtles, Indian wolf, and primates. Although no federal assistance funding was provided for specific projects in 2005, the Service did provide technical assistance on projects already funded. To date, \$50,000 in funding for these activities has been provided. This kind of support has also focused on two major habitat types – wetlands and grasslands with their associated fauna. Cooperative efforts in Pakistan resulted in activities to train zoo managers, develop community outreach programs on wildlife, and to conserve the three species of previously named vultures. These efforts supported the U.S.-Pakistan Science and Technology Agreement. Efforts continued to facilitate training of Afghan wildlife personnel and distribution of a book about mammals in Afghanistan. In Africa, preliminary discussions were held regarding capacity-building to support human-wildlife conflict; wildlife disease; the illegal commercial bushmeat trade; and neglected, threatened wildlife species. Contacts have been made with Tanzanian representatives including NGO Partners to plan the first phase of this initiative.

Program Performance Overview

	2005 Plan	2005 Actual	Change from 2005 Plan	2006 Enacted	2007 Request	2007 Change from 2006
10.3 **Number of species of international concern facilitated through conservation by federal assistance awards and leveraged funds or in-kind resources (BUR)	30	30	0	32	30	-2
10.1.1 Number of species influenced through conservation 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 (BUR)	2	2	0	2	2	0
10.1.2 Number of species influenced through conservation activities that promote and sustain species of international concern relative to the provisions of the Convention on Wetlands of International Importance Especially as Waterfowl Habitat (Ramsar) (BUR)	2	2	0	2	2	0
10.1.3 Number of species influenced through conservation 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 (BUR)	1	1	0	1	1	0

** Performance data also reflects complementary activities performed under the Multinational Species Conservation Funds, narrated in a separate section.