

**Activity: International Affairs**

		2008 Actual	2009 Enacted	2010			Change from 2009 (+/-)
				Fixed Costs & Related Changes* (+/-)	Program Changes (+/-)	Budget Request	
International Conservation	(\$000)	5,450	6,515	+59	-150	6,424	-91
	FTE	19	19	0	0	19	0
International Wildlife Trade	(\$000)	6,105	6,689	-384	+500	6,805	+116
	FTE	38	38	-4	+4	38	0
<b>Total, International Affairs</b>	<b>(\$000)</b>	<b>11,555</b>	<b>13,204</b>	<b>-325</b>	<b>+350</b>	<b>13,229</b>	<b>+25</b>
	<b>FTE</b>	<b>57</b>	<b>57</b>	<b>0</b>	<b>0</b>	<b>57</b>	<b>0</b>

\*The FTE increases listed in the FY2010 "Fixed Cost & Related Changes" column represent FTE positions that were funded in FY2009, but due to the late enactment of the 2009 Appropriations Act, will not be filled until FY10. The savings realized in FY09 by not having to pay salaries will be used to fund one-time expenses, such as human capital recruitment costs, supplies, and equipment.

**Summary of 2010 Program Changes for International Affairs**

Request Component	(\$000)	FTE
• International Conservation	-150	0
• International Wildlife Trade	+500	+4
<b>Total, Program Changes</b>	<b>+350</b>	<b>+4</b>
Internal Transfer – NCTC Literature Search Service (Fixed Costs and Related Changes)	-4	0
Internal Transfer – Endangered Species (Fixed Costs and Related Changes)	-500	-4

**Justification of 2010 Program Changes**

The 2010 budget request for the International Affairs program is \$13,229,000 and 57 FTE, a net program change of +\$350,000 and +0 FTE from the 2009 Enacted Budget.

**International Conservation (-\$150,000/+0 FTE)** – A decrease of \$150,000 and 0 FTE in International Conservation is requested for the Caddo Lake RAMSAR Center. Since FY 2003, this Congressional earmark has, through the Service, provided funding to the Caddo Lake Institute for the development of wetlands. Since the activity is not directly related to International Affairs’ performance goals, this earmark is not being requested.

**International Wildlife Trade (+\$500,000/+4 FTE)** – An increase of \$500,000 and 4 FTE in International Wildlife Trade is requested for improving the administration of the Convention on International Trade in Endangered Species of Wild Flora and Fauna (CITES).

**International Wildlife Trade (-\$500,000/-4 FTE)** – The Service is transferring the functions under Section 4 of the ESA for international species from the International Affairs program to the Endangered Species Program. By placing all listing actions under one management team, the Service will achieve more efficient operation, better consistency between domestic and international listing rules, and stronger rules. It is important that the Service address this issue, as the number of listing actions for foreign species is expected to increase as there are 30 species for which listing has been determined to be warranted under the ESA and an additional 20 species for which listing has been determined to be warranted but precluded. In response to recent litigation, the Service has developed a schedule to review listings of foreign species with a listing priority

status number of 2 or 3 and make expeditious progress on addressing the remaining international species.

### **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 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 the management and scientific requirements of domestic laws and international treaties enacted or ratified by 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 develop policy 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 the Department of the Interior'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 African elephants, Asian elephants, rhinoceroses and tigers, great apes, and marine turtles. International Conservation also works closely with the Division of Bird Habitat Conservation to implement the Neotropical Migratory Bird Program. This function also supports the Department of the Interior's Resource Protection Goal as stated above, as well as by creating habitat conditions for biological communities to flourish.

### Use of Cost and Performance Information

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

- The Service influenced the conservation of 33 species listed in Appendix I of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) through activities that promote and sustain the species. Among the species benefiting from conservation action are Lemurs, Giant Pandas, tigers, Asian elephants, and orchids.
- The Service influenced the conservation of 22 species through activities that promote and sustain species of international concern relative to the provisions of the Endangered Species Act. Among the species benefitting from the conservation activities are 6 species of endangered foreign birds: black stilt, caerulean paradise flycatcher, giant ibis, Gurney's pitta, long-legged thicketbird, and Socorro mockingbird.
- The Service influenced the conservation of 179 species of international concern through the wildlife trade permitting program. These species, listed in Appendix I and II of CITES, as well as under the Endangered Species Act and the Marine Mammal Protection Act, are traded internationally for commercial and noncommercial purposes. The activities carried out by the Service, through the wildlife trade permitting program, ensures that specimens in trade were legally obtained and that the international movement of listed specimens would not be detrimental to the survival of the species. In addition, the wildlife trade permitting program determines if the international movement of those species listed under the Endangered Species Act and/or the Marine Mammal Protection Act meet the issuance criteria under the various acts to ensure that the activity will enhance or benefit the species in the wild.
- The Service influenced the conservation of 33 species through activities that promote and sustain species of international concern relative to the provisions of CITES. Among the species benefiting from conservation action were American ginseng, map turtles, American paddlefish, and those species included in the CITES Appendix II export program, for which 761,851 export tags were issued to the States and Tribes to demonstrate legal acquisition.
- For the past five years (2004 through 2008) the Wildlife Without Borders programs have leveraged over \$19.8 million in partner matching and in-kind support from \$7.9 million in appropriations for ongoing capacity building projects including: 1) a project to train personnel from eleven nature reserves in Northwestern Mexico in natural resource conservation and management; 2) a project to work with indigenous peoples in the Sierra Tarahumara by developing the skills of environmental educators focusing on the Sierra Tarahumara, one of Mexico's top biodiversity hotspots; and 3) a project in Costa Rica to support a participatory bird biodiversity monitoring program led by the Center for Agricultural Research and Teaching in the Tropics (Centro Agronómico Tropical de Investigación y Enseñanza), which trains 60 residents on methods of monitoring bird biodiversity through a series of workshops on avian conservation, including structural and functional connectivity models based on bird population data from the corridor.
- During 2008, the Service received 188 proposals for Wildlife Without Borders funding and awarded 59 grants for a variety of capacity building activities, leveraging \$4.2 million in matching resources from \$2.2 million in appropriations. Projects included support of activities to manage and conserve quetzal and prong-horned antelope in Mexico; the guanaco and the Brazilian merganser in Latin America and the Caribbean; and the osprey in Russia.
- International Conservation will continue development of a **strategic plan** designed to evaluate all aspects of operations and staffing consistent with Departmental and Service mission goals.

**Program Performance Overview**

Performance Goal	2005 Actual	2006 Actual	2007 Actual	2008 Plan	2008 Actual	2009 Plan	2010 President's Budget	Change from 2009 Plan to 2010	Long-term Target 2013
<b>Sustaining Biological Communities</b>									
CSF 10.1 Number of international species of management concern whose status has been improved in cooperation with affected countries (GPRA)	55	60	60	60	60	87	60	-27 ( - 31.0% )	60
CSF Total Actual/Projected Expenditures(\$000)	unk	\$6,907	\$6,550	unk	\$9,632	\$7,434	\$5,245	(\$2,189)	\$5,615
CSF Program Total Actual/Projected Expenditures(\$000)	unk	\$3,772	\$4,024	unk	\$4,510	\$5,050	\$5,166	\$116	\$5,530
Actual/Projected Cost Per Species (whole dollars)	unk	\$115,123	\$109,172	unk	\$160,536	\$85,449	\$87,415	\$1,965	\$93,584
Comments:	The decrease in performance is not related to funding. In 2009, the Service will finalize listing actions including findings on 24 ESA species. This will reduce the number of species that will need to be addressed in FY 2010.								
10.1.1 Number of international species of management concern whose status has been improved in cooperation with affected countries (GPRA)	55	60	60	60	60	87	60	-27 ( - 45.0% )	60
10.1.2 Influence the conservation of X species through activities that promote and sustain species of international concern relative to the provisions of the Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere. (GPRA)	2	2	2	2	2	2	2	0	2

Performance Goal	2005 Actual	2006 Actual	2007 Actual	2008 Plan	2008 Actual	2009 Plan	2010 President's Budget	Change from 2009 Plan to 2010	Long-term Target 2013
10.1.3 Influence the conservation of X species through 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). (GPRA)	2	2	2	2	2	2	2	0	2
10.1.4 Influence the conservation of X species through activities that promote and sustain species of international concern relative to the provisions of the U.S. - Russia Agreement in the Field of Protection of the Environment and Natural Resources. (GPRA)	1	1	1	1	1	1	1	0	1
Comments:	The decrease in performance is not related to funding. In 2009, the Service will finalize listing actions including findings on 24 ESA species. This will reduce the number of species that will need to be addressed in FY 2010.								
10.1.5 Influence the conservation of X species through activities that promote and sustain species of international concern relative to the provisions of the Convention on International Trade in Endangered Species. (GPRA)	30	33	33	33	33	33	33	0	33
10.1.6 Influence the conservation of X species through activities that promote and sustain species of international concern relative to the provisions of the Endangered Species Act.(GPRA)	20	22	22	22	22	49	22	-27 ( - 122.7% )	22
Comments:	The decrease in performance is not related to funding. In 2009, the Service will finalize listing actions including findings on 24 ESA species. This will reduce the number of species that will need to be addressed in FY 2010.								

Performance Goal	2005 Actual	2006 Actual	2007 Actual	2008 Plan	2008 Actual	2009 Plan	2010 President's Budget	Change from 2009 Plan to 2010	Long-term Target 2013
CSF 10.2 Influence the conservation of X species of international concern through the wildlife trade permitting program	163	179	179	179	179	179	179	0	179
CSF Total Actual/Projected Expenditures(\$000)	unk	\$2,863	\$2,085	unk	\$1,794	\$2,150	\$2,199	\$49	\$2,354
CSF Program Total Actual/Projected Expenditures(\$000)	unk	\$2,033	\$1,650	unk	\$1,549	\$1,956	\$2,001	\$45	\$2,142
Actual/Projected Cost Per Species (whole dollars)	unk	\$15,996	\$11,646	unk	\$10,020	\$12,009	\$12,285	\$276	\$13,152
10.2.1 Influence the conservation of X species of international concern through the wildlife trade permitting program	163	179	179	179	179	179	179	0	179
10.2.2 Influence the conservation of X species, through wildlife trade permitting activities required for species listed on Appendix I of the Convention on International Trade in Endangered Species.	30	33	33	33	33	33	33	0	33
10.2.3 Influence the conservation of X species, through wildlife trade permitting activities required for species listed on App. II of the Convention on International Trade in Endangered Species.	100	110	110	110	110	110	110	0	110
10.2.4 Influence the conservation of X species, through wildlife trade permitting activities required for species listed as endangered or threatened under the Endangered Species Act.	30	33	33	33	33	33	33	0	33

Performance Goal	2005 Actual	2006 Actual	2007 Actual	2008 Plan	2008 Actual	2009 Plan	2010 President's Budget	Change from 2009 Plan to 2010	Long-term Target 2013
10.2.5 Influence the conservation of X species, through wildlife trade permitting activities required under the Marine Mammal Protection Act.	3	3	3	3	3	3	3	0	3
CSF 10.3 Facilitate the conservation of X species through federal assistance awards and leveraged funds or in-kind resources	31	32	32	32	32	32	32	0	32
CSF Total Actual/Projected Expenditures(\$000)	unk	\$1,997	\$11,531	unk	\$11,915	\$20,303	\$20,770	\$467	\$22,236
CSF Program Total Actual/Projected Expenditures(\$000)	unk	\$1,424	\$10,636	unk	\$10,987	\$19,224	\$19,666	\$442	\$21,054
Actual/Projected Cost Per Species (whole dollars)	unk	\$62,407	\$360,355	unk	\$372,342	\$634,467	\$649,060	\$14,593	\$694,868
10.3.1 Facilitate the conservation of X species through federal assistance awards and leveraged funds or in-kind resources.	31	32	32	32	32	32	32	0	32

**Activity: International Affairs**  
**Subactivity: International Conservation**

		2008 Actual	2009 Enacted	2010			Change from 2009 (+/-)
				Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
Wildlife Without Borders (\$000)		5,302	6,365	+59	0	6,424	+59
Caddo Lake Ramsar Center (\$000)		148	150	0	-150	0	-150
<b>Total, International Conservation (\$000)</b>		<b>5,450</b>	<b>6,515</b>	<b>+59</b>	<b>-150</b>	<b>6,424</b>	<b>-91</b>
<b>FTE</b>		<b>19</b>	<b>19</b>	<b>0</b>	<b>0</b>	<b>19</b>	<b>0</b>

**Summary of 2010 Program Changes for International Conservation**

Request Component	(\$000)	FTE
• Caddo Lake Ramsar Center	-150	0
<b>Total, Program Changes</b>	<b>-150</b>	<b>0</b>

**Justification of 2010 Program Changes**

The 2010 budget request for the International Conservation program is \$6,424,000 and 19 FTE, a program change of -\$150,000 and 0 FTE from the 2009 Enacted Budget.

**Caddo Lake Ramsar Center (-\$150,000/+0 FTE)** – The 2010 budget request discontinues funding for The Caddo Lake Ramsar Wetlands Science Center. This earmark, which sends funds to the Caddo Lake 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 Service proposes to redirect these funds to other higher priority activities including enhancing the Service’s participation in and implementation of the Convention on International Trade in Endangered Species (CITES).

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

**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 twenty years the Service’s International Conservation program, through its “Wildlife without Borders” initiatives, has developed projects for training wildlife managers and conserving species of international concern. This program, aimed at sustaining biological communities, manages populations to self-sustaining levels for specific species and creates habitat conditions for biological communities to flourish. These goals are achieved through projects that provide for habitat management training, education, information and technology exchange, networks and partnerships. The International Conservation Program administers

several international conventions including 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, which contain provisions related to the conservation of 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 (African elephant, Asian elephant, rhinoceros and tiger, great apes, and marine turtles). The Wildlife without Borders initiatives bridge the gap between projects that are funded by the Multinational Species Conservation Funds, and long-term viability of larger ecosystems, which are dependent upon the knowledge and skills of local conservation managers and the advice and ongoing support of Service project managers through training and outreach. More information can be found in the Multinational Species Conservation Funds 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 2004 through 2008, \$3.2 million in appropriations has leveraged over \$11.8 million in matching and in-kind support from a wide range of partner organizations. Trainees from these programs now manage some of the most important protected areas all over Latin America, helping protect numerous endangered and migratory species of priority to the United States.

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

In 1994 the Service and the Mexican Secretariat for the Environment, Natural Resources and Fisheries created this initiative to assist in capacity building for natural resource management in Mexico, ecosystem management via sustainable resource use, and information exchange to promote better management and understanding of conservation issues. Wildlife Without Borders-Mexico grants promote sustainable conservation practices through academic and technical training, conservation education, information exchange and technology transfer, networks and partnerships, and informed citizen participation in natural resource issues. For the past five years (2004 through 2008) this program leveraged over \$6.6 million in matching and in-kind support, more than doubling the Service's investment of \$3.2 million over that period.

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

The Service cooperates with Russia to conserve shared species and populations of wildlife, such as sea otters, walrus, polar bears, sturgeon, emperor geese, and eider ducks under the 1972 U.S. - Russia Environmental Agreement and the 1976 U.S. - Russia Migratory Bird Convention. A grants program instituted in 1995 has provided needed support to enhance law enforcement, education activities and infrastructure at federal nature reserves. For the past five years, this program has provided \$461,000 for these activities.

With its unique wildlife, plant species and landscapes, some of which are found nowhere else in the world, China's biodiversity has long been of interest to the American people. The U.S. Department of the Interior and China's Ministry of Forestry signed the Protocol on Cooperation and Exchanges in the Field of Conservation of Nature in 1986. Since then, the Service has encouraged China to better safeguard its wildlife resources through conservation education,

improved management of wildlife trade and enforcement, and protection of rivers and wetland habitat.

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

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

In 2008, the Service successfully continued the Africa program on this key continent to replicate wildlife successes in the developed countries. In its initial two years, the Service provided over \$1,000,000 to implement a mentoring program, designed to assist countries in this region of the world with development of wildlife management capacity. Support in the form of seed money influences the involvement of other organizations to begin significant conservation activities and facilitate development of innovative wildlife conservation solutions. The focus of this initiative is to develop the human and institutional capacity of African nations for biodiversity conservation and management in and around protected areas. By raising human and institutional capacity, a growing demand for non-traditional skills and approaches to conservation can be met and the impact of illegal hunting of animals for "bushmeat," will be mitigated. The Service's leadership in efforts to build capacity of local people to manage and conserve species in their natural range habitats also influences the results of other global issues such as climate change and human/wildlife conflict.

#### **Wildlife without Borders - Near East and South Asia**

This program, which previously included Africa, has supported wildlife conservation projects focusing on technical training and outreach activities, networks and partnerships, and similar capacity building activities in countries such as India, Viet Nam, and Cambodia/Indonesia.

#### **2010 Program Performance**

The Service's "Wildlife without Borders" initiative will continue to strengthen the capacity of people in regions throughout the globe to manage and sustain native wildlife populations and their habitats. These activities provide training and fund outreach activities to people in undeveloped nations about alternative approaches for self-support and sustainment activities, which currently include information about 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 affected by them. The Service's focus is on conservation priorities with species sustainment outcomes. Project proposals submitted to the Service for funding with this focus are reviewed and funded on a competitive basis under federal assistance guidelines.

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

Capacity building provides local people with the ability to change actions or behavior that threaten 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 like 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 partners and collaborators, using appropriated funds as 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.

Efficiency measures have been implemented to the maximum extent possible using existing electronic systems. The pending implementation of the Department of the Interior's FBMS financial system will provide some additional efficiencies but 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. The implementation of Activity Based Costing (ABC) cost analysis has also provided an additional tool for discovery of cost inefficiencies that can be reduced or eliminated.

The Service cannot influence every species through its efforts given political and cultural boundaries and conditions and thus, focuses on those species that 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.

Sample projects funded by the Service in FY 2008 included the following: 1) a project to strengthen protection of Andean Tapir habitat in Ecuador (Llanganates National Park and Sangay National Park) by training park administrators and rangers, as well as local government officials and community leaders, in identification techniques, tracking, extinction risks, addressing dominant threats to the Andean Tapir, and potential tourism value; 2) a project to support protection of the Bolivian Pilon Lajas Biosphere Reserve and Indigenous Territory by building capacity among administrators and managers; and forming alliances with and between the indigenous population, the protected area administration, and local and regional participants for the implementation of the area's management plan; 3) a project to train reserve personnel and local communities in the identification, conservation, and sustainable use of Cycads in the Tehuacan-Culiacan Biosphere Reserve, in the state of Oaxaca, Mexico.

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 the conservation commitments of the United States outlined in international treaties and statutorily mandated by Section 8 of the Endangered Species Act.

Significant planned accomplishments in 2009 and 2010 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 facilitation of international cooperation related 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; the Ramsar Convention on Wetlands of International Importance; the Western Hemisphere Migratory Species Initiative; and other bi-national and multi-lateral initiatives.

- Continuing support of academic and technical programs related to protected areas management training in the Western Hemisphere
- Continuing support for training initiatives aimed at building capacity of African wildlife managers to address threats from extractive industries, climate change, human/wildlife conflict, wildlife disease, and the illegal bushmeat trade.

Established performance measures were set focusing on only the highest priority species. These target measures establish a framework under which the Service can monitor its international obligations to further the Service strategic goal of influencing sustainable conservation of species of international concern, and the four Critical Success Factors related to bi-national and multinational initiatives and federal assistance awards.

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

**Activity: International Affairs**  
**Subactivity: International Wildlife Trade**

	2008 Actual	2009 Enacted	2010			Change from 2009 (+/-)
			Fixed Costs & Related Changes* (+/-)	Program Changes (+/-)	Budget Request	
International Wildlife Trade (\$000)	6,105	6,689	-384	+500	6,805	+116
FTE	38	38	-4	+4	38	0

\*The FTE increases listed in the FY2010 "Fixed Cost & Related Changes" column represent FTE positions that were funded in FY2009, but due to the late enactment of the 2009 Appropriations Act, will not be filled until FY10. The savings realized in FY09 by not having to pay salaries will be used to fund one-time expenses, such as human capital recruitment costs, supplies, and equipment.

**Summary of 2010 Program Changes for International Wildlife Trade**

Request Component	(\$000)	FTE
• International Wildlife Trade	+500	+4
<b>Total, Program Changes</b>	<b>+500</b>	<b>+4</b>
Internal Transfer – <b>NCTC Literature Search Service</b> (Fixed Costs and Related Changes)	-4	0
Internal Transfer – <b>Endangered Species</b> (Fixed Costs and Related Changes)	-500	-4

**Justification of 2010 Program Changes**

The 2010 budget request for the International Wildlife Trade program is \$6,805,000 and 38 FTE, a program change of +\$500,000 and +4 FTE from the 2009 Enacted Budget.

**International Wildlife Trade (+\$500,000/+4 FTE)** – An increase of \$500,000 and 4 FTE in International Wildlife Trade is requested. These funds will allow the Service to maintain and grow strong U.S. involvement in the Convention on International Trade in Endangered Species of Wild Flora and Fauna (CITES). The Service has thirty years of history of implementing CITES, the only international treaty designed specifically to conserve certain animal and plant species that are now or may become potentially threatened with extinction due to trade. CITES is one of the most effective forces in the world today for conservation of fauna and flora, both in halting the trade in species threatened with extinction and in fostering sustainable use of other vulnerable species.

**International Wildlife Trade (-\$500,000/-4 FTE)** – \$500,000 and 4 FTE transferred to Endangered Species.

Historically, two programs in the Fish and Wildlife Service have administered Section 4 of the Endangered Species Act (ESA): the Endangered Species Program for domestic species and the International Affairs Program for foreign species. The International Affairs Program’s involvement in Section 4 evolved because it has the responsibility for implementation of the Convention on International Trade in Endangered Species of Wild Flora and Fauna (CITES) and species that are subject to international trade may be protected under the provisions of both, CITES and the ESA. As such, the International Affairs Program’s Section 4 responsibilities have been funded under International Wildlife Trade.

The Service has 30 foreign species for which listing has been determined to be warranted under the Endangered Species Act (ESA) and for 20 “warranted but precluded” species. Some of the listing work is related to petitions that the Service received as far back as 1980. These backlogged foreign species listings were the subject of litigation by the Center for Biological Diversity. In response to this lawsuit, the Service developed a schedule that was submitted to the Court to address the listing of status priority 2 and 3 foreign species. The schedule also addressed the pending number of species listings that were warranted but precluded. Significant progress was made in FY 2009 in publishing proposed and final rules for several species. The Service has made the remaining rules a priority.

Because of the importance of these rules, the Service is transferring the functions under Section 4 of the ESA for foreign species from the International Affairs program to the Endangered Species Program. By placing all listing actions under one management, the Service will achieve more efficient operation, better consistency between domestic and foreign listing rules, and stronger rules.

**Program Performance Change**

In FY 2010, 60 international species of management concern will be improved in cooperation with affected countries, which is a reduction in the planned FY 2009 target of 87.

The FY 2010 performance changes are not related to FY 2010 program funding. In FY2009, the Service will finalize listing actions, which includes findings on 27 Endangered Species Act (ESA) species. This will reduce the number of species that will need to be addressed in FY 2010.

**Program Performance Change**

Performance Goal	2006 Actual	2007 Actual	2008 Actual	2009 Plan	2010 Base Budget (2009 Plan + Fixed Costs)	2010 President's Budget	Program Change Accruing in 2010	Program Change Accruing in Out-years
<b>Sustaining Biological Communities</b>								
CSF 10.1 Number of international species of management concern whose status has been improved in cooperation with affected countries (GPRA)	60	60	60	87	87	60	-27 ( -31.0% )	
CSF Total Actual/Projected Expenditures(\$000)	\$6,907	\$6,550	\$9,632	\$7,434	\$7,434	\$5,245	(\$2,189)	
CSF Program Total Actual/Projected Expenditures(\$000)	\$3,772	\$4,024	\$4,510	\$5,050	\$5,050	\$5,166	\$116	
Actual/Projected Cost Per Species (whole \$)	\$115,123	\$109,172	\$160,536	\$85,449	\$85,449	\$87,415	\$1,965	

Performance Goal	2006 Actual	2007 Actual	2008 Actual	2009 Plan	2010 Base Budget (2009 Plan + Fixed Costs)	2010 President's Budget	Program Change Accruing in 2010	Program Change Accruing in Out-years
10.1.1 Number of international species of management concern whose status has been improved in cooperation with affected countries (GPRA)	60	60	60	87	87	60	-27 ( -45.0% )	
Comments:	The decrease in performance is not related to funding. In 2009, the Service will finalize listing actions including findings on 27 ESA species. This will reduce the number of species that will need to be addressed in FY 2010.							
10.1.6 Influence the conservation of X species through activities that promote and sustain species of international concern relative to the provisions of the Endangered Species Act. (GPRA)	22	22	22	49	49	22	-27 ( -122.7% )	
Comments:	The decrease in performance is not related to funding. In 2009, the Service will finalize listing actions including findings on 27 ESA species. This will reduce the number of species that will need to be addressed in FY 2010.							

\*\*Performance data also reflects the contributions of activities accomplished under the Multinational Species Conservation Funds.

**Program Overview**

As the world’s largest importer and exporter of wildlife (animals and plants) and their products, the United States plays a significant role in the global wildlife trade, which is currently valued in billions of dollars annually. An efficient, responsive permits system to regulate this trade is critical to ensure international trade in listed wildlife and plants is legal, and will not adversely affect the biological status of the species in the wild. Strong Service participation in international meetings and negotiations that result in decisions on the listing of species and on policies and procedures for international wildlife trade is essential to meeting U.S. conservation priorities.

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

**IWTP Partnerships & Activities**



**Conservation Partnerships**

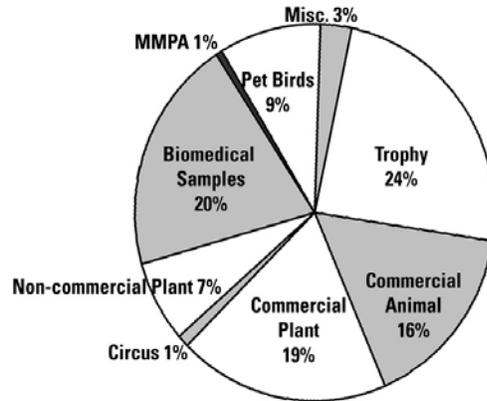
The Service’s International Wildlife Trade Program (IWTP) works with private citizens, local communities, state and federal agencies, foreign governments, and nongovernmental organizations to promote a coordinated domestic and international strategy to protect, restore, and enhance the world’s diverse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

In response to ever-increasing pressures of wildlife trade and habitat loss affecting species worldwide, the IWTP makes critical decisions on the status of species, on wildlife trade policy, and on individual imports and exports through its permit program. These activities support the achievement of outcome measures related to influencing the conservation of species of

international concern through wildlife trade permitting activities and through bi-national and multinational initiatives under CITES, the ESA, the MMPA, and the WBCA.

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

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



The Service is also responsible for consideration of new species listings and whether a change in a species’ listing status under CITES is warranted. Depending on the Appendix (list) in which a species is listed or for which it is being considered for listing, changes in a species’ listing status under CITES may require a two-thirds majority of CITES Parties to vote in favor of the change, although an Appendix III listing can be done unilaterally. Listing proposals by the United States may originate from various sources. Some proposals are based on recommendations from the public in response to our requests for information leading up to one of the biennial meetings of the CITES Parties. As part of their regular review of the CITES Appendices, the CITES Animals and Plants Committees may, after determining that a listing change is warranted, ask the United States to prepare a proposal. Consultations with the States and Tribes on native species subject to international trade may result in a proposal, as may 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. Finally, a proposal may arise as a consequence of new information received by the Service at any time that indicates that a species should be considered for listing, delisting, or transfer from one Appendix to another. Any proposed listing action is subject to public notification and comment, to ensure that the Service has the best available information on which to base CITES listing decisions.

The Service collaborates with States and Tribes to support their implementation of management programs for native species listed under CITES that are commercially traded in high numbers, including American ginseng, American alligator, bobcat, Alaska lynx, and river otter, to appropriately control and monitor the export of these species and support improved conservation efforts for species of international concern. The IWTP oversees and monitors approved export programs for 49 states and 11 tribes. These programs are designed to apply an appropriate level of control while streamlining procedures so as not to impede trade that is legal and not detrimental to the species involved.

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

In addition to processing permits and furthering U.S. international wildlife trade policy, the IWTP compiles and maintains trade records for U.S. imports and exports for the purpose of monitoring trends in trade over time. Our 2007 compilation, which includes data of the United State's trade with the rest of the world in specimens, parts, and products of CITES-listed species of animals and plants during the calendar year, contains 152,033 data records, a 0.2% increase over 2006. Of these 152,033 records, 133,826 represent CITES animal trade, a 0.05% increase over 2006, and 18,207 represent CITES plant trade, a 1.3% increase over 2006. Data records from fiscal year 2007 will be available early in fiscal year 2009. The records form the basis of the U.S. CITES annual report required by the Convention. In conjunction with data from other CITES Parties, they are used to determine trends in trade and to help ensure that significant trade in plants and animals is sustainable. The Service also provides technical assistance and training to encourage effective implementation and enforcement of CITES in collaboration with other CITES Parties. The Service works with range countries and permit holders to generate funding for conservation of high-visibility species in the wild, such as giant pandas in China and argali sheep in Asia.

### **2010 Program Performance**

Essentially level funding in this program will allow performance targets to remain steady through Fiscal Year 2010. The International Wildlife Trade Program will be able to achieve goals as a result of restructuring some elements of its program to gain management efficiencies and maximizing contributions from other countries and partners.

Significant planned accomplishments in 2010 include:

In FY 2010, the Service will implement and reach out to U.S. importers and exporters, the States, and the general public on the results of the Fifteenth Meeting of the Conference of the Parties to CITES (COP15), tentatively scheduled for March 2010 in Doha, Qatar. CITES Regulations and internal procedures will be revised as needed in coordination with affected government and State agencies.

The Service will continue to take an active role in advancing CITES policy initiatives internationally and actively work on issues in the CITES North American Region, the CITES Animals and Plants Committees, and the Standing Committee. In FY 2010, meetings of the CITES Animals, Plants and Standing Committees will be held. The Service will be responsible for the preparation and submission of documents for consideration at these meetings, as well as evaluation of other submissions to develop U.S. positions and negotiating strategies.

The Service will work with our State partners and focus on the conservation of native species that are subject to international trade, in particular native freshwater aquatic species that may be at risk due to impacts of trade such as hellbenders, paddlefish, shovelnose sturgeon, and freshwater turtles.

The Service will work with U.S. breeders of birds and reptiles to assess what species are commonly bred in captivity and meet the CITES requirements for "bred in captivity." These assessments will help facilitate the issuance of permits in a timely and efficient manner.

The Service will continue to improve the permitting process through improved computer database/permit processing software and restructuring of staff roles to ensure timely and accurate

review of permit applications for otherwise prohibited activities. As part of this ongoing effort, the Service will continue to make electronic submission of permit applications available on the internet. Three to five new electronic applications will be implemented, improving customer service and facilitating a more timely response to requests.

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