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**FINAL REPORT ON
CITES IMPLEMENTATION WORKSHOPS FOR
INDIA, BANGLADESH, NEPAL, INDONESIA,
AND THE PHILIPPINES**

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**A PROGRAM OF THE OFFICE OF INTERNATIONAL AFFAIRS
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EXECUTIVE SUMMARY

From 1994-1996 USAID's United States - Asia Environmental Partnership (USAEP) and the U.S. Fish and Wildlife Service (FWS) joined together with the wildlife management agencies of Bangladesh, India, Nepal, Indonesia, and The Philippines in a series of training workshops. Improving the implementation and enforcement of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) in Asia was their purpose. CITES is an international treaty regulating trade and commerce in protected species of plants and animals. One hundred and thirty-three nations participate in this agreement, and are governed by a treaty council ("Secretariat") based in Switzerland.

After some initial negotiation between USAEP and FWS to develop a concept for cooperation, the program began with a meeting of the representatives of the USAEP, the FWS, and the delegates from India, Bangladesh, Nepal, Indonesia and The Philippines at the CITES Ninth Conference of Parties (COP, November 7-18, 1994, Fort Lauderdale, Florida). The purpose of this meeting was to solicit interest in joining a partnership which would facilitate training in CITES implementation in the delegates' countries.

Using an in-country workshop format, the training envisaged would be designed to provide basic and practical instruction in the provisions of CITES, the reasons why the provisions were developed, and their implementation. Daily actions to be undertaken in the implementation of CITES would be emphasized along with the law enforcement procedures and techniques required. The series of workshops utilized to present the training would be offered to personnel of agencies concerned with implementation of CITES (therefore management authorities, scientific authorities, customs departments, police, and border security forces). A major benefit of the workshops was anticipated to be the provision of an opportunity for the officials of concerned government agencies to meet and discuss the various problems related to the day-to-day implementation of CITES.

Following the Fort Lauderdale meeting, which resulted in an enthusiastic response to the training proposal, each of the five Asian countries was invited to nominate two high level officials involved in CITES implementation to participate in a U.S./West Coast study tour. The purpose of this introductory session, besides facilitating the personal familiarization process, was to develop a dialogue with the host countries' wildlife management agencies to assess abilities and capabilities for the proposed training, to identify specific training needs and to form the relationships and partnerships necessary to conduct the training in each of the countries.

During fall of 1994 and early winter of 1995, FWS Law Enforcement personnel developed student and trainer manuals to be used in the workshops. At about the same time, a draft agenda was developed by FWS's Law Enforcement Division, Office of Management Authority and Office of International Affairs and shared with the wildlife management agencies of the host countries via facsimile transmission for comment.

The study tour was carried out from January 28 to February 4, 1995. This included an overview of relevant topics such as air, passenger, mail and sea cargo inspection; use of local botanical and

zoological institutions as species identification and rescue center resources; and the domestic and international work of the National Wildlife Forensic Laboratory. The draft agenda developed for the workshops was also discussed and necessary adjustments were made.

By the time of the first workshop a model agenda focussing on CITES administration, wildlife inspection techniques, law enforcement techniques, and species identification was available. In addition to the main workshop outlined in the agenda, each country was invited to arrange meetings and lectures for additional groups and on-the-job meetings/training for field people not present at the main workshop.

The first workshop was carried out in India (February 20 - 24, 1995), followed by Bangladesh (April 22-26, 1995), Nepal (May 16-22, 1995), Indonesia (July 3-8, 1995) and The Philippines (February 19 -March 11, 1996). The accomplishments of this training workshop program are as follows.

- Training in CITES administration, law enforcement, and wildlife inspection presented to officials in India (46), Bangladesh (24), Nepal (40), Indonesia (50), and The Philippines (100).
- Promoted (and in some cases initiated) communication among various agencies within the host countries responsible for enforcing wildlife trade laws.
- Caused media to cover the CITES training activity prompting coverage of local CITES issues.
- Focussed attention of the national governments on the implementation of CITES from a multi-agency, integrated law enforcement perspective.
- Provided U.S. representatives insight in to the mechanisms utilized by the host countries to enforce CITES.
- Allowed U.S. representatives to address specific CITES enforcement issues posed by the participating agencies.
- Provided training materials which may serve as reference materials for future wildlife and CITES enforcement efforts.

This training workshop program was made possible through cost sharing which resulted from a series of cooperative funding combinations. Each of these combinations had unique features. But in every case the USAEP funded the transportation and per diem of two FWS instructors and the air freight for the training supplies; FWS funded the salaries of the FWS instructors, the development and reproduction of law enforcement handouts, audio visual materials and communications related to workshop preparation; and the host countries funded the salaries, transportation and per diem of their workshop participants and instructors, the rental of the training site and refreshments. For each of the three workshops in which the CITES Secretariat

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participated (India, Indonesia and The Philippines), they funded the salaries, transportation, and per diem of their instructors as well as the cost of training supplies provided by those instructors .

ACKNOWLEDGMENTS

The U.S. Fish and Wildlife Service thanks USAID's United States - Asia Environmental Partnership for their interest in advancing the effectiveness of CITES and for the funding provided for this series of workshops. The USAID Missions of India, Bangladesh, Nepal, Indonesia, and The Philippines are thanked for their cooperation in the presentation of the training.

Appreciation is expressed to the CITES Secretariat for joining in the training effort in India, Indonesia and The Philippines and for allowing the Service to use their training materials in the workshops in Nepal and Bangladesh.

The following host country partners are thanked for their efforts in making the training a success.

India's Ministry of Environment and Forests
The Bangladesh Office of the Chief Conservator of Forest
Nepal's Department of National Parks and Wildlife Conservation
Ministry of Forestry - Republic of Indonesia
The Philippines' Protected Areas and Wildlife Bureau
The Philippines' Bureau of Fisheries and Aquatic Resources

Environment Canada is recognized for providing their excellent publication, the *CITES Identification Guide to Birds* to each workshop participant. The World Conservation Union - Nepal Office and the World Wildlife Fund - Nepal are thanked for their contributions to support the workshop in Nepal.

Finally, the personnel of the U.S. Fish and Wildlife Service's Division of Law Enforcement and Office of Management Authority are thanked for their efforts in preparing workshop materials and for their participation in the workshops.

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**FINAL REPORT ON
CITES IMPLEMENTATION WORKSHOPS FOR
INDIA, BANGLADESH, NEPAL, INDONESIA,
AND THE PHILIPPINES**

WHAT IS CITES?

The Convention on International Trade In Endangered Species of Flora and Fauna (CITES) is a treaty with 133 party nations including the United States. Its goal is to prevent over-exploitation and endangerment of wildlife and plants due to trade in live specimens and their parts and products by monitoring that trade.

THE NEED FOR TRAINING

To be effective CITES requires a global network of cooperating, national authorities to implement its provisions. The development and maintenance of this international network requires that personnel within member countries who implement CITES be well trained. Although there have been previous successful training efforts on CITES implementation in Asia, the need for additional training on the country level, as opposed to the regional level, prompted this program.

The management of the CITES program by a country to produce an effective management authority, scientific authority and port enforcement capability is a challenging task. It requires vigilance to ensure that policies are consistent with the Convention, proper documentation is provided for permits and licenses and enforcement of CITES provisions are effectively carried out in the ports. This challenge can only be met, in any country, through training and frequent refresher training.

PROGRAM DEVELOPMENT

The CITES Ninth Conference of Parties (COP, November 7-18, 1994, Fort Lauderdale, Florida) provided the opportunity for representatives of the United States-Asia Environmental Partnership (USAEP) of the U.S. Agency for International Development (USAID), the Office of International Affairs of the U.S. Fish and Wildlife Service (FWS) and the delegates from India, Bangladesh, Nepal, Indonesia and The Philippines to meet and discuss interest in joining a partnership to address training in CITES implementation in the delegates' countries.

The training envisaged would be designed to provide basic and practical instruction in the provisions of CITES, the reasons why the provisions were developed, and their implementation. Daily actions to be undertaken in the implementation of CITES would be emphasized along with

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the law enforcement procedures and techniques required. The series of workshops utilized to present the training would be offered to personnel of agencies concerned with implementation of CITES (therefore management authorities, scientific authorities, customs departments, police, and border security forces). A major benefit of the workshops was anticipated to be the provision of an opportunity for the officials of concerned government agencies to meet and discuss the various problems related to the day-to-day implementation of CITES.

After the country representatives expressed strong interest in receiving CITES training, the USAEP and the FWS entered into an agreement on November 14, 1994, to present this training to Bangladesh, The Philippines, India, Indonesia, and Nepal.

In order to develop a dialogue with the host countries' wildlife management agencies, it was decided that USAEP would utilize its relationship with the World Environment Center to bring two officials from each of the five participating countries on a U.S. study tour. Aside from provision of training appropriate for high level officials, the objective would be to develop a relationship with the participants which would assist in presentation of the workshops.

The study tour was carried out from January 28 to February 4, 1995 at major ports and facilities on the U.S. West Coast. It provided an overview of relevant topics such as air, passenger, mail and sea cargo inspection; use of local botanical and zoological institutions as species identification and rescue center resources; and the domestic and international work of the National Wildlife Forensic Laboratory. Adequate time was provided to permit the Asian participants to discuss their country's need for CITES implementation training with the FWS Law Enforcement personnel who had been tentatively selected to participate in the workshops.

As a result of the Ninth COP meeting and the U.S. study tour, USAEP, FWS and the wildlife management agencies of India, Bangladesh, Nepal, Indonesia and The Philippines joined in a cooperative effort to facilitate CITES implementation training in each of these countries. The CITES Secretariat joined this effort in India, Indonesia and The Philippines. The regional TRAFFIC representatives for each country were invited to participate in the workshops and did so in India and Indonesia.

WORKSHOP MODEL

During fall of 1994, and early winter of 1995, FWS Law Enforcement personnel developed student and trainer manuals to be used in the workshops. At about the same time, a draft agenda was developed by the FWS's Law Enforcement Division, Office of Management Authority and Office of International Affairs and was shared with the wildlife management agencies of the host countries via facsimile transmission for comment. This agenda was discussed during the February 1995, U.S. study tour and necessary adjustments were made. By the time of the first workshop (India, February 20-24, 1995) a model agenda for the training program was available (see Appendix 1). This gave needed structure to the activity. To allow the program to adapt to needs

of the various countries, the instructors were made aware that they retained the flexibility to alter the agenda to meet those needs during actual workshop presentation.

The model called for the following program.

Day One: Training focussing on CITES administration including history, structure and objectives of CITES; global, regional and host country trade in CITES specimens; procedures for utilizing CITES Appendices I, II and III.

Day Two: Training focussing on control of trade in artificially propagated and wild collected plants; host country CITES implementing legislation; the permit process; the function of the management authority and the use of the Annual Report.

Day Three: Training emphasizing wildlife inspection techniques and including methods of document analysis; types of document fraud; types of inspection (e.g. passenger baggage, air/ocean cargo and land/border inspection); smugglers' techniques, safety techniques for inspectors; inhumane shipments; and disposition and use of confiscated specimens.

Day Four: Training focussing on law enforcement techniques and including an overview of an investigation program; conduct of a criminal investigation; investigative techniques; case profiles; the FWS's National Wildlife Forensic Laboratory and assistance it could provide to the host country; establishment of an international wildlife law enforcement program and discussions on international fraud.

Day Five: Training emphasizing species identification and including use of the Canadian CITES Bird Identification Guide; use of the CITES identification manuals; and identification of key species of concern to the host country.

In addition to the main workshop, each country would be invited to arrange meetings and lectures for additional groups and on-the-job meetings/training for field people not present at the main workshop.

MATERIALS

In each workshop the FWS instructors provided a bound manual to each student including detailed inspection and investigative materials for further study. They also provided each student a copy of the CITES Identification Guide to Birds created by Environment Canada's Canadian Wildlife Service.

At those workshops in which the CITES Secretariat staff participated (India, Indonesia and The Philippines), each student received a copy of the CITES treaty, the current listing of protected species and a student participation manual relating to the basic topics of CITES principles. The

Secretariat allowed FWS personnel to provide these same materials to students at those workshops which the Secretariat representatives were not able to attend (Nepal and Bangladesh).

WORKSHOP SUMMARIES

In India the partnership for training was formed with the Ministry of the Environment and Forests. The workshop was conducted by three officers of the CITES Secretariat and two FWS employees. The FWS instructors arrived in India for the workshop on February 14, 1995. Their initial days in India were spent in meetings with officials of the Government of India involved with CITES administration and in workshop preparation. It was decided that the model agenda (Appendix I) would be utilized.

The workshop itself was held at the Vigyan Bhavan (conference center), New Delhi, from February 20 to 24, 1995. It was opened by Minister of Environment and Forests Shri Kamal Nath, Ministry Secretary Shri N. R. Krishnan and Additional Inspector General of Forests (Wildlife) and Director Wildlife Preservation Shri S. C. Dey. Forty-six persons drawn from the Ministry, Customs, Police, Coast Guard, Border Security Forces, TRAFFIC-India, Zoological Survey of India, Botanical Survey of India, Central Marine Fisheries Research Institute, Wildlife Institute of India, and the National Zoological Park attended the workshop.

In Bangladesh the training partnership was formed with the Ministry of Environment and Forest. The three person FWS instructor team arrived in Bangladesh on April 17, 1995. The days preceding the workshop were spent in meetings with officials of the Government of Bangladesh in which CITES issues were discussed and in preparation for the workshop. The model agenda was utilized with minor revisions.

The workshop was held at the Bana Bhaban, Mohakhali, Dhaka from April 22 to 26, 1995. It was conducted in English by the U.S. representatives, but much of the host country presentations were in the native language. Twenty-four participants drawn from the Office of the Chief Conservator of Forest, Police, Customs, and one member of a non-governmental organization attended. Dr. Shamsur Rahman, Chief Conservator of Forest In-charge chaired the workshop with Mr. Syed Amir-ul-Mulk, Additional Secretary In-charge. Mr. Amir-ul-Mulk also led the closing ceremonies. The days following the workshop were spent meeting with government and non-government officials and visiting sites relevant to conservation of CITES listed species (a crocodile farming facility and a private garden which conserves certain CITES listed plants).

In Nepal the partnership was formed with the Department of National Parks and Wildlife Conservation (DNPWC). The workshop was held May 16-22, 1995, at the Hotel Himalaya, Lalitpur, Kathmandu, Nepal. It was conducted by three FWS instructors. Valuable presentations were made by personnel of the Government of Nepal. Over 40 individuals participated in the workshop representing 14 government agencies plus NGO's and the media.

The agenda for the workshop emphasized law enforcement, inspection, and identification techniques. CITES administration received less emphasis than in workshops conducted under this program in some other countries. This was appropriate as Nepal is involved in very little permitted wildlife trade but does experience cross border smuggling of wildlife parts and products.

In Indonesia the training partnership was formed with the Ministry of Forestry, Directorate General of Forest Protection and Nature Conservation (Perlindungan Hutan dan Pelestarian Alam-PHPA). The workshop was held July 3-8, 1995, at the Safari Garden Hotel, Cisarua, Bogor, Indonesia. It was conducted by two FWS instructors from the Division of Law Enforcement, two instructors from the CITES Secretariat, an instructor from the U.S. Department of Agriculture's Animal and Plant Health Inspections Service (USDA/APHIS) and officials of the Government of Indonesia. The model agenda was utilized with minor revisions.

Approximately 50 individuals participated in the workshop, representing nine government agencies, non-government organizations and trade representatives from tropical fish, coral and reptile associations. The government agencies participating included the Ministries of Forestry, Trade, Finance, Communications, Agriculture, and Justice as well as representatives of the Office of the Attorney General, the National Police Department and the faculty of Forestry, Bogor Agricultural University.

In The Philippines the training partnership was formed with the two CITES management authorities of The Philippines. These are:

The Protected Areas and Wildlife Bureau (PAWB) of the Department of Environment and Natural Resources (DENR) which is responsible for the management of terrestrial natural resources; and

The Bureau of Fisheries and Aquatic Resources (BFAR) of the Department of Agriculture (DA), responsible for the management of maritime resources.

The program in The Philippines was held from February 19, 1996 to March 11, 1996, and consisted of a workshop in Manila for central office personnel and workshops in Cebu City, Davao, and Subic Bay for field personnel.

Over 100 individuals participated in the workshops, representing 20 different agencies and bureaus, all of whom are directly or indirectly involved with CITES administration and wildlife law enforcement in The Philippines. In addition, a number of observers from non-government organizations and industry attended at various points during the sessions when practicable and permissible.

ACCOMPLISHMENTS

The accomplishments of this program of workshops are as follows.

- Training in CITES administration, law enforcement, and wildlife inspection presented to officials in India (46), Bangladesh (24), Nepal (40), Indonesia (50), and The Philippines (100).
- Promoted (and in some cases initiated) communication among various agencies within the host countries responsible for enforcing wildlife trade laws.
- Caused media to cover the CITES training activity prompting coverage of local CITES issues.
- Focussed attention of the national governments on the implementation of CITES from a multi-agency, integrated law enforcement perspective.
- Provided U.S. representatives insight in to the mechanisms utilized by the host countries to enforce CITES.
- Allowed U.S. representatives to address specific CITES enforcement issues posed by the participating agencies.
- Provided training materials which may serve as reference materials for future wildlife and CITES enforcement efforts.

FUNDING SOURCES AND COST SHARING SUMMARY

This program of workshops was made possible through cost sharing (see Table 1) which resulted from a series of cooperative funding combinations. Each of these combinations had unique features. But in every case the USAEP funded the transportation and per diem of two FWS instructors and the air freight for the training supplies; FWS funded the salaries of its instructors, the development and reproduction of law enforcement handouts, audio visual materials and communications related to workshop preparation; and the host countries funded the salaries, transportation and per diem of their workshop participants and instructors, the rental of the training site and refreshments. For each of the three workshops in which the CITES Secretariat participated (India, Indonesia and The Philippines), the Secretariat funded the salaries, transportation, and per diem of their instructors as well as the cost of training supplies provided by those instructors. Exceptions to this strategy were as follows:

Bangladesh - The FWS (Office of Management Authority) funded the travel, per diem and salary of a third FWS instructor.

Nepal - The Department of National Parks and Wildlife Conservation joined with the World Wildlife Fund, the USAID/Nepal Mission and the World Conservation Union (IUCN) in providing for rental of the workshop site, travel and per diem of participants and other costs incurred in Nepal for presentation of the workshop. The FWS (Office of Management Authority) funded the travel, per diem and salary of a third FWS instructor.

Indonesia - The USAEP funded the travel and living expenses of one instructor from the USDA/APHIS and that organization funded the salary of its employee.

TABLE 1
COST SHARING SUMMARY FOR PRESENTATION OF
CITES IMPLEMENTATION WORKSHOPS IN
INDIA, BANGLADESH, NEPAL, INDONESIA AND THE PHILIPPINES
(U.S. DOLLARS)

Item	United States-Asia Environmental Partnership	U.S. Fish and Wildlife Service*	CITES Secretariat	Host Countries
Salaries		72,588.00	XXXX	XXXX
Airline tickets and per diem	52,285.49	9,229.00	XXXX	
Air freight	8,650.04			
Training supplies	1,250.00	11,001.80	XXXX	
Training site rental and domestic travel of workshop participants				XXXX
Copying/Communications		7,500.00		
Totals	\$62,185.53	\$100,318.80	XXXX	XXXX

* Includes salary of one USDA/APHIS employee provided by that agency (\$3,400).

XXXX indicates that the identified agency assumed responsibility for these expenses.

LESSONS LEARNED AND NEEDS IDENTIFIED

India - Although national level representatives were present from all the different agencies potentially responsible for wildlife enforcement, it was clear that additional training is needed for personnel at other levels. Training with emphasis on the Wildlife Protection Act and wildlife identification is particularly needed for Customs personnel who enforce laws regulating imports and exports. Training at the state level for top law enforcement agency personnel is needed to raise their awareness and support for efforts to combat illegal wildlife trade. Of equal importance is training needed to assist field level law enforcement personnel in developing their capacity to make stronger cases that can be successfully prosecuted in the courts against violators. Such a training program could cover proper identification of wildlife products, standardizing and enhancing the process of recording wildlife violations, legal procedures for filing court cases against wildlife criminals, and implementation and follow-up of legal cases.

Bangladesh - Legislation surrounding the wildlife trade issue should be analyzed for possible changes. Currently, Bangladesh cannot fulfill its obligations under CITES with respect to the plant trade. There is no legislation that addresses plants whether CITES or not. In addition, the schedules under the Wildlife Protection Act should be updated to reflect species prohibited from trade by CITES.

It is especially important for officials of the government's wildlife conservation agency to meet frequently with customs officials who are ultimately responsible for overseeing any wildlife imports or exports. These meetings are needed for coordination and training purposes. Much more coordination between the two agencies must be established in order to crack down on any illegal activity. A great deal of additional training in identification and legal authority must be given to customs officials, as well as to other police agencies responsible for the wildlife trade.

Although the Ministry's current wildlife conservation education program will be helpful in increasing support for conservation among the general public, domestic enforcement of the wildlife laws should not be overlooked. Because so much of the illegal domestic trade is geared toward tourists, it is strongly recommended that incoming and outgoing tourist and customs information state the wildlife prohibitions clearly.

Due to Bangladesh's concerns with cross border smuggling it is recommended that some kind of a joint regional meeting or event be held to facilitate interaction with the countries of the Indian subcontinent (India, Bangladesh, Nepal, Pakistan, Sri Lanka and Bhutan). The purpose of such a meeting could be to discuss common border wildlife trade problems and find solutions to prevent large scale smuggling operations.

Future workshops or sessions carried out in Bangladesh on this subject should have an English translator present. Some of the participants of this workshop did not receive the full benefit of some portions of the training due to language difficulties. In addition, the English speaking instructors were not able to participate in some discussions or ceremonies carried out in the local

language.

Stronger interagency coordination is needed and additional opportunities to reinforce the training of personnel and implementation of the CITES procedures should be encouraged both within Bangladesh and between Bangladesh and neighboring countries.

Nepal - Despite the underdeveloped nature of the country, Nepal is far ahead of many countries in recognizing the need for wildlife conservation and taking steps to protect its wildlife.

The National Parks and Wildlife Conservation Act of 1973 is an excellent document that affords protection to Nepal's wildlife. The workshop identified several areas where the law could be improved. These include providing cross-credentials to officers from other agencies, addressing vagueness in jurisdictional responsibilities, directing money from fines to go to rewards rather than the general treasury, extending authority to carry firearms and enforce other laws associated with wildlife crime, paying informants for information that does not directly lead to a conviction, and disposition of seized/forfeited wildlife.

Jurisdictional issues are a major concern, primarily when wildlife violations are detected outside of national parks. The workshop identified the need for a better understanding of various agencies' jurisdiction and authority to enforce laws.

There is a need for continued and enhanced interagency coordination to address wildlife law enforcement issues. There is no central CITES law enforcement coordinator. Many agencies do not know to whom they should turn for assistance and/or direction when dealing with CITES issues. Also, there is a need to expand coordination with other countries whose wildlife trade impacts Nepal.

There needs to be an increased emphasis on equipping law enforcement personnel with the tools necessary to do the job. This includes radios, night vision equipment, vehicles, surveillance equipment, firearms, and forensics equipment.

There was a strong desire for more training in the traditional law enforcement techniques as opposed to the CITES permit procedures and import/export techniques. Training in species identification is also highly desired by the Nepal personnel.

Due in part to the limited funds for government agencies, NGO's play a significant role in the ability of the government to accomplish wildlife enforcement work. They provide substantial supplemental funding, without which many enforcement activities could not be accomplished. These groups need to be recognized, and when possible included in projects involving protection of wildlife.

Indonesia - Indonesia acceded to the CITES Convention on March 28, 1979, but does not currently have legislation that specifically implements CITES. Although CITES member nations

do function from an enforcement perspective without CITES implementing legislation, it is not an optimum legislative framework. Generally, when a CITES violation is detected, these nations must structure the infraction to fit within existing legislation that was not established to address such matters. Frequently, such legislation pertains to customs, agricultural or commerce matters that are used to accommodate trade in protected wildlife. In these circumstances, CITES violations become grouped within generic prohibitions that may or may not withstand judicial scrutiny. All CITES member nations should be urged to adopt implementing legislation and specific regulations in order to alleviate this problem. Such specific legislation also elevates the significance of illegal wildlife trafficking within the judicial community and provides legal doctrine that is usually better understood by the general public and those involved in the judicial process.

The unique relationship that existed between PHPA officials, specifically those involved with CITES matters, and the various wildlife, fish and plant traders was noted. For example, the Ministry officials used various traders to provide transportation for the training team. On several occasions various trade groups hosted luncheons for the instructors. These luncheons were attended by Ministry officials. Also, traders were invited to attend the training program. These personal relationships likely cloud permit issuance and CITES enforcement efforts and probably hamper effective CITES enforcement and oversight. It is therefore recommended that these relationships and their impacts to effective CITES implementation be reconsidered.

Training sessions presented to audiences for whom English is a second language should not contain more than thirty participants. This is necessary because of the difficulty of communicating to a large audience of this type. It would be appropriate to utilize translators at these sessions. Although most host countries seem to indicate that the participants do understand the English language, it has become apparent that a workshop of this length is very tiring for participants who speak English as a second language and their ability to learn may decline in the later portions of the program. Translators should also be provided when host country participants make presentations in their own language. This is necessary to maximize the learning process for international instructors.

The Philippines - Additional training should be provided for Bureau of Customs personnel. As the first line of detection for wildlife entering the Philippines, and the last domestic defense for wildlife illegally exiting the Philippines, it is crucial for the Bureau of Customs to take a lead role in the active enforcement and implementation of the CITES treaty.

A "Train The Trainers" workshop should be presented so that both PAWB and BFAR can continue to present and reinforce this material on their own to their hundreds of staff members.

REGIONAL IMPACT

Each of the five countries participating in the training program was requested to identify impacts to CITES implementation resulting from this training program. Responses were received from

Nepal and The Philippines and additional communication with Indian and Bangladeshi officials have provided some insights from those countries.

Nepal reported that communication and coordination among their agencies responsible for CITES implementation (including law enforcement) has been increased. It is the understanding of FWS that few seizures took place prior to the workshop. Nepal's officials attribute the following accomplishments to this improved cooperation and therefore to the workshop (Appendix II):

Three live clouded leopards and one leopard cub seized in Kathmandu by DNPWC and Nepal Police;

Taropani Customs Office on the Nepal-China Border seized 117 kilograms of "shahtoosh" (Tibetan antelope fur);

Tribhuvan International Airport Custom Office banned the export of birds not accompanied by proper DNPWC permits;

Nepal Police apprehended several individuals possessing rhino horn at Darbar Margh, Kathmandu;

Twenty-two grams of musk seized in Langtang National Park;

Eight musk pods seized in Dolkha District by the District Forest Office;

One musk pod seized in Khaptad National Park; and

Twelve kilograms of tiger bone seized in Royal Chitwan National Park.

PAWB officials of **The Philippines** attribute the following impacts to the workshop (Appendix II).

Lawyers have been assigned to assist wildlife officers in interdiction and prosecution of illegal wildlife traders.

A memo-directive has been issued to PAWB regional offices for the creation or strengthening of Wildlife Traffic Monitoring Teams to be placed in all air and sea ports. For example, the DENR regional office in Cebu City has been authorized to hire 3 additional technical people to complement their Monitoring Team at Cebu International Airport.

Both PAWB and BFAR have conducted a seminar for 8 field offices to benefit technical and enforcement personnel who were not accommodated in the national workshop. Two additional seminars were scheduled in December, 1996, for regional offices in Northern

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Luzon.

The Philippine Bureau of Customs has carried out a CITES workshop for 45 of their Customs Agents. This activity was initiated and carried out by the 4 Customs Officials who attended the national workshop.

Active cooperation has become more prevalent among the agencies that participated in the workshop. It is easier for PAWB to interface with other law enforcement agencies in its mission to enforce the inspection of wildlife shipments.

The Bureau of Customs has become more enthusiastic in carrying out CITES enforcement. This is demonstrated by their attendance at their own expense at the Asian Regional CITES Law Enforcement Workshop held in Hongkong in November, 1996.

PAWB is now developing educational materials for tourists to be posted at the airports and tourism offices concerning the collection and import/export of CITES listed wildlife.

Although **India** did not respond directly to the FWS request for information on impacts of the workshop, officials of TRAFFIC-India have stated that their manual titled "*Identification Manual For Indian Wildlife*" was prompted by the workshop. Also, the workshop instruction and materials have strengthened the Wildlife Institute of India's annual workshop on CITES implementation.

Officials of **Bangladesh** have made clear their appreciation of the training through conversations with FWS officials. However, little evidence is available indicating the application of that training. This is at least in part due to lack of funding.

No response to requests for information on impacts of the workshop was received from **Indonesia**.

APPENDIX I

APPENDIX I - AGENDA

CITES IMPLEMENTATION WORKSHOP (WILDLIFE INSPECTION)

FIRST DAY (Presented by CITES Secretariat except as noted otherwise)

I. Introduction

A. Opening; presented by Host Country, CITES Secretariat and FWS (30 minutes).

B. Presentation of the seminar, objectives, methodology; presented by CITES Secretariat and FWS (20 minutes).

C. CITES, history and objectives (20 minutes).

Video tape - "CITES, TRADE AND SURVIVAL"
Optional for CITES Secretariat use.

D. Global, regional and Host Country trade in CITES specimens; presented by TRAFFIC representative (1 hour).

E. CITES in the Host Country, history, overview of the structures; presented by Host Country (10 minutes).

II. CITES Administration

A. Definition of a species and a specimen in CITES (10 minutes).

B. Presentation of the species included in the appendices (including slides, 20 minutes).

C. How to read the CITES appendices (20 minutes).

Exercise No. 1 on the appendices, correction
(1 hour).

D. Main principles of the different appendices (20 minutes).

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- E. Procedure for Appendices I, II and III in general (40 minutes).
- F. Procedure for Appendices I, II and III in Host Country; presented by Host Country (30 minutes).

Exercise No. 2 (40 minutes).

- G. Pre-Convention specimens (15 minutes).

Exercise No. 3, correction (30 minutes).

- H. Specimens bred in captivity, definition, procedures (30 minutes).
- I. Control of breeding operations (20 minutes).

SECOND DAY (Presented by CITES Secretariat except as noted otherwise)

III. CITES Administration (Continued)

Correction of exercise No. 2 (20 minutes).

Exercise No. 4, correction (30 minutes).

- J. Matters relating to the trade in plants. Definition of "artificially propagated". Control of artificially propagated and wild collected plants. Control of nurseries (70 minutes).

Exercise No. 5, correction (30 minutes).

- K. National legislation in Host Country; presented by Host Country (20 minutes).
- L. Quotas (20 minutes).
- M. Re-export (20 minutes).

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- N. Personal effects (10 minutes).

Exercise No. 6, correction (30 minutes).

O. The permit process and how to read a CITES document (30 minutes).

P. Presentation of the CITES document of the Host Country; presented by Host Country (10 minutes).

Exercise No. 7, correction (30 minutes).

Q. Function of the Management Authority (20 minutes).

R. The Annual Report and how to use it (20 minutes).

S. Functioning of the Management Authority of the Host Country; presented by Host Country (20 minutes).

T. Function of the Scientific Authority (15 minutes).

U. The Scientific Authority in the Host Country; presented by the Host Country (15 minutes).

V. CITES structure and CITES projects (15 minutes).

Exercise No. 8; (30 minutes).

THIRD DAY (Presented by U.S. Fish and Wildlife Service):

I. Introduction To Law Enforcement And The Inspection Program - Overview of U.S. Agent and Inspector Programs. Interagency cooperation with other Federal inspection agencies, and the U.S. Management Authority (30 minutes).

II. Methods Of Document Analysis - overheads, slides (1 hour)

A. Verification and identification of contents, quantities, and values using supporting documents [Invoices, packing lists, permits (CITES), shipping documents].

B. Review of air and ocean cargo manifests for potential undeclared wildlife and for targeting suspect commodities and random inspections.

Exercise No. 9 - document analysis

II. Types Of Document Fraud - overheads, slides (1 hour)

A. Alteration of Documents - erasures, additions, corrections, stamps, signatures

1. Permits
2. Invoices
3. Shipping documents

B. Creation of False Documents

1. Permits-copies
2. Stolen permits and stamps

Exercise No. 10 - fraud detection

Document fraud video (30 minutes)

III. Types Of Inspections - slides (30 minutes)

- A. Passenger Baggage - Techniques of baggage inspection and passenger interview.
- B. Air/Ocean Cargo - Techniques of declared and undeclared cargo including postal and in-transit shipments.
- C. Land/Border Inspection - Vehicle inspection.

IV. Smuggling - slides (1 hour)

- A. Passenger Baggage - Slides depicting the methods of baggage and on-person smuggling of wildlife.
- B. Air/Ocean Cargo - Slides depicting false compartments in crates, altered appearances of wildlife, mixing illegal wildlife with look-a-like legal wildlife, false declaration, intentional false labeling or intentional mixing with dangerous wildlife.
- C. Vehicle Inspection (auto, boat, and plane) - Slides depicting examples of concealed wildlife.

Optional role playing exercises dependent upon group size.

Smuggling video (30 minutes)

V. Safety - Slides of equipment and techniques (30 minutes)
Concentration on air cargo safety topics which include:

- A. Reptile handling including disease vectors.
 - B. Primate disease safety.
 - C. Trophy shipments- pesticide and fumigant safety.
 - D. Miscellaneous- bird diseases, venomous invertebrates and fish, rodent diseases, product precautions (cobra fangs, anthrax, and residual biological material, mammals (rabies, etc).
- VI. Inhumane Shipments - Slides depicting mortality and improper shipping methods. Requirements under CITES (30 minutes).
- VII. Disposition And Use Of Confiscated Specimen - slides (30 minutes)
- A. Products:
 - 1. Donation to museums and research.
 - 2. Donations to schools for education.
 - 3. Storage (lab and in-house uses such as training and public outreach).
 - 4. Destruction.
 - 5. Sale- CITES Appendix II and III only.
 - B. Live Wildlife:
 - 1. Return to origin - control by CITES authorities
 - 2. Transfer to a rescue center
 - a. Zoo - for breeding and education.
 - b. NGO - education (i.e. schools, nature centers, etc.).
 - 3. Sale - limited to Appendix II and III.
 - 4. Euthanasia/destruction - last resort.

Discussion and question/answer period (1 hour)

FOURTH DAY (Presentation by U.S. Fish and Wildlife Service)

I. Overview Of An Investigative Program (30 minutes)

Through the use of a video, lecture and group discussion this program will provide the participants with an introduction to the responsibilities, laws and training involved in a wildlife law enforcement program.

- A. Wildlife legislation - Handout and lecture will summarize relevant wildlife statutes (10

minutes).

B. Training - (FLETC Center of Excellence video - 20 minutes):

1. The importance of training.
2. Types of training needed.
3. How FWS/LE can help with your training needs.

II. Conducting A Criminal Investigation (5 hours)

Through the use of a video, handouts, slides, lecture and group discussion, this program will give the participants an introduction to the phases, techniques and tools of an investigation. The participants will also "walk through" the basic elements of conducting an investigation.

A. Phases of an investigation (30 minutes)

1. Receive information.
2. Decision is made to conduct an investigation.
3. Plan the investigation (Establish your goals).
4. Implement your plan.
5. Evaluate your results.
6. Stay flexible.
7. Close the case.

B. Investigative tools - (30 minutes)

1. Authority to conduct investigations.
2. Agency/organization support.
3. Personnel.
4. Procedural guidelines.
5. Reporting system.
6. Equipment.
7. Forensic capabilities.

C. Investigative techniques - (2 hours)

1. Intelligence.
2. Surveillance (ABC's of surveillance/rural surveillance video).
3. Use of informants, witnesses.
4. Undercover operations.
5. Interviewing.

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D. Conducting an investigation - (2 hours)

Decision is made to initiate an investigation - The investigating officer will then be expected to:

1. Determine and record the facts about the suspected offense.
2. Determine if an overt or undercover investigation will be used.
3. Identify the criminal(s), the accomplice(s), and witness(es).
4. Locate, collect, preserve and analyze evidence.
5. Prepare a report about the results of the investigation.
6. Evaluate the results of the investigation.
7. Present the reports and evidence to the prosecutor.
8. Conclusion.

III. Case Profiles - (Operation Wise Guy Composite Video - 45 minutes)

Through the use of videos, slides, lecture and group discussion this program will examine a major international investigation that demonstrates the above principles.

IV. Overview Of The USFWS/LE Forensics Laboratory - (45 minutes)

Through the use of slides, video and lecture this program will present the function and capabilities of the National Forensic Laboratory.

V. Establishing An International Wildlife Law Enforcement Program - (1 hour)

Through the use of video and lecture this presentation will describe:

1. Past cooperative international investigations and prosecutions.
2. The benefits of inter-agency cooperation within a country and region.
3. The benefits of international investigative cooperation.

4. Description and function of the INTERPOL Wildlife Crimes Sub-Group (Interpol video).

VI. International fraud; presentation of cases by CITES Secretariat (1 hour).

FIFTH DAY (8 hours)

I. Species Identification

- A. Use of the CITES Identification Guide-Birds produced by Environment Canada; presented by FWS/LE (2 hours).
- B. Use of the CITES identification manuals with an emphasis on the products portion; presented by CITES Secretariat or FWS/LE (2 hours).
- C. Identification of key species of host country concern; presented by local resource persons (2 hours-Depending upon desires of the Host Country and availability of local resource people, this session could be developed into a sixth day of the workshop).

II. Question And Answer Session: presented by host country officials, CITES Secretariat, and FWS/LE (1 hour)

Final exercise (1 hour)

Port Operations Review - Following the five day workshop and at the invitation of the host country, FWS/LE will conduct a review of procedures used in wildlife inspections of cargo and baggage at one of the country's major ports. Up to three days of time will be dedicated to this purpose.

APPENDIX II



His Majesty's Government

Phone: (977)-1-220912
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Department of National Parks and Wildlife Conservation

4 November, 1996

Mr. Fred Bagley
 US Fish and Wildlife Service
 Office of International Affairs
 4401 North, Fairfax Drive, Suite 860
 Arlington, VA 22203-1622
 Fax: 703 358 2849

P.O. Box 860
 Kathmandu, Nepal
 Date:-

Sub: Impact of CITES Implementation Workshop.

Dear Mr. Bagley,

As per our telephone conversation, I am giving you a progress after the CITES Implementation Workshop held in May 1995. Really exciting achievement was made after the workshop. The agencies involved in workshop are fully cooperating, as for example.

- Taropani Custom Office (Nepal China Border) had seized 117 kg. of "shahtoosh" (Tibetan antelope fur).
- Tribhuvan International Airport Custom Office banned the export of birds without permission from DNPWC.
- Nepal Police confiscated few people with rhino horn at the Darbar Mauhi, Kathmandu.

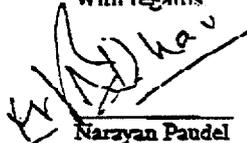
Beside this some other confiscation has made which is as follows:

- 22 gms. of musk in Langtang National Park
- Eight musk pod in Dolkha district by District Forest Office
- One musk pod in Khaptad National Park
- 12 kg. of tiger bone in Royal Chitwan National Park.

All these events were happened after the workshop meeting. The coordination among the various agencies responsible for the CITES implementation has been increased and it helped to build up new communication between various law enforcement agencies. All this achievement has been occurred due to this workshop, therefore we think that we have to arrange this type of workshop regularly for better implementation of CITES regulation.

Thank you.

With regards


 Narayan Paudel
 Ecologist



Republic of the Philippines
 Department of Environment and Natural Resources
PROTECTED AREAS AND WILDLIFE BUREAU
 Quezon Avenue, Diliman, Quezon City
 Telephones: 924-60-31 to 35 / FAX # 924-01-09



FAX MESSAGE FOR TRANSMISSION

TO: Mr. Fred Bagley
 4401 North Fairfax Drive
 Suite 860, Arlington
 U. S. A.

FROM: Ms. Alma R. Ballesfin
 Quezon City, Philippines

Fax No. 703-358-2849

Fax No. (632) 924-65-23

SUBJECT: Impacts of CITES Impelementation

Dear Mr. Bagley:

Your fax of November 4 was passed on to me (actually brought to my residence) today by Ms. Fernando.

I was out on travel until October 1, 1996 and currently on vacation for medical reason. Apparently, your fax of 24 September was misplaced somewhere in my Office while I'm away. Nonetheless, thank you for communicating again and my apologies for the delay in replying to you.

As I'm sending this from my residence, I can only enumerate in brief some positive effects of the training workshop, to wit:

1. Top officials of both DENR-PAWB and DA-BFAR reaffirmed their support to elevate the effectiveness of CITES in the Philippines through:
 - a). Approval of funds to carry-out a sequel training workshop on CITES enforcement for other field offices;
 - b) Assigning of lawyers which will assist Wildlife Officers in the interdiction and prosecution of illegal wildlife traders;
 - c) Issuance of memo-directive to Regional Offices for the creation of and/or strengthening of existing Wildlife Traffic Monitoring Team in all air and sea ports. For example, DENR Regional Office in Cebu City was authorized to hire 3 additional technical people to complement the Monitoring Team at Cebu International Airport.
2. Prompted by the effectiveness of the workshop, both PAWB and BFAR conducted a "re-echo" seminar in 8 field offices for the benefit of all technical and enforcement personnel who were not accommodated in the

December to be held in 2 Regional Offices in Northern Luzon.



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3. The Philippine Bureau of Customs likewise undertook an In-House Workshop on CITES participated by 45 Customs Agents. Said activity was initiated and handled by the 4 Customs Officials who attended the National Workshop.
4. Active cooperation has become more prevalent among the agencies (PAWB, BFAR, Customs, Airport Police, Department of Agriculture, Airline authorities, etc.) that were brought together by the workshop. It is easier for PAWB to interface with other law enforcement agencies its mission to enforce rigidly the inspection of wildlife shipments.
5. The Bureau of Customs has become more enthusiastic in operationalizing CITES enforcement as exemplified by its gesture of sending of 2 representatives (at Customs expense) to the Asian Regional CITES Law Enforcement Workshop to be held in Hongkong on November 11-15, 1996. This will provide them, together with BFAR and PAWE representatives, the opportunity to interact with representatives from international community on the country's resource laws and enforcement efforts.
6. Educational materials for tourists/foreign travellers to be posted at the airports and Tourism Offices concerning the collection and transport (export and import) of CITES listed wildlife are now being designed and targeted for printing in first quarter of 1997.
7. The international law enforcement cooperation was definitely intensified by the workshop, particularly with the USFWS and the Secretariat. Contact persons were identified from each of the Philippine CITES enforcement agencies for purposes of achieving direct access and quick response whenever assistance is needed and avoiding the bureaucratic procedures.

I hope these information are useful. Also, I'm furnishing a copy of the April 26, 1996 letter from PAWB Director Pollisco as the second paragraph is related to your concern.

Should you have a questions, I can be reached at my home phone/fax no. (632) 924-65-23.

Regards.


ALMA R. BALLESTIN

BEST AVAILABLE COPY

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Republic of the Philippines
 Department of Environment and Natural Resources
PROTECTED AREAS AND WILDLIFE BUREAU
 Quezon Avenue, Diliman, Quezon City
 Telephones 924-80-31 to 35

APR 26 1996

MS. MOLLIE BEATTIE
 Director
 U.S. Fish & Wildlife Service
 Dept. of the Interior
 1849 C. Street, NW
 Washington, DC 20240

Dear Director Beattie :

The Protected Areas and Wildlife Bureau (PAWB), the Philippine CITES Management Authority for Terrestrial Species extends its highest regard and appreciation to the USFWS on its support to the success of the collaborative project on CITES Enforcement Workshop recently held in the Philippines.

We are pleased to apprise you that the training-workshop conducted both in Manila and in the 2 major Regions (Cebu and Davao cities) has resulted in a stronger and fruitful partnership among the CITES Authorities, Customs officers, airport police and other law enforcement agencies. The exemplified vigilance now practiced by Customs Officers in checking shipments of wildlife and the strict review of export/import documents are just but few signs of success gained from the training-workshop. This active support by Customs to PAWB would surely elevate the effectiveness of CITES enforcement in the Philippines.

PAWB commends the efforts of USFWS Special Agent George Phocas who handled the training-workshop professionally. His excellent knowledge of Philippine culture and language provided an added benefit of allowing better understanding and interaction among the training participants.

Again, please accept our sincerest thanks to the USFWS for its kind support.

Very truly yours,

W. S. Pollisco
 WILFRIDO S. POLLISCO
 Director

COPY FURNISHED :

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 Int'l. Affairs Office
 USFWS, Arlington, VA
 FAX No. (703) 358-2849

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2. Larry Farrington
 USFEWS, Law Enforcement Div.

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arbp/beattie (4.17.96)

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