

# Asian big cat conservation and trade control in selected range States: evaluating implementation and effectiveness of CITES Recommendations

**A TRAFFIC Report by Kristin Nowell**  
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## INTRODUCTION

In a report to the 54th meeting of the Standing Committee of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), in October 2006, the CITES Secretariat wrote:

*"If the number of Tigers (and other Asian big cats) in the wild is used as a performance indicator, it seems the efforts of governments, NGOs, the international community and CITES over recent decades have failed. Whilst there has been, and continues to be, good work taking place, the desired results of increases in population numbers and reductions in illicit activities have, overall, not been achieved, and the Secretariat sees little room for optimism."*<sup>33</sup>

At the same time, the USA called for an assessment of range State implementation of *Resolution Conf. 12.5*, echoing previous calls by the Parties for a performance review of Asian big cat trade control. CITES document SC45 25.2 calls for trade suspensions to be enacted for Parties with inadequate progress in implementing CITES recommendations. It also calls for CITES diplomatic missions.<sup>34</sup>

There is clear concern over whether CITES measures are failing to conserve Asian big cats. For the 14th meeting of the Conference of the Parties to CITES (CoP14), the CITES Secretariat concluded that it was unable to suggest how to improve CITES effectiveness because of insufficient information:

*"Since so few range States...had submitted reports on their implementation of Resolution Conf. 12.5, the Secretariat finds it difficult to offer suggestions regarding either general or country-specific measures that the Conference might consider to improve the conservation of Asian big cats and reduce illicit trade in specimens of these species."*<sup>35</sup>

There is a clear need for a performance review now to assess the effectiveness of range State efforts to conserve Asian big cats and control illegal trade. TRAFFIC undertook this assessment to assist the Parties to determine whether the Convention is being strengthened or undermined by range State action on its recommendations, and whether its recommendations are being effective for conservation of the Tiger and other Asian big cats.



## BACKGROUND

### The Asian big cats

CITES considers Asian big cats, or ABCs, to consist of four species: the Tiger *Panthera tigris*, Snow Leopard *Uncia uncia*, Leopard *Panthera pardus* and Clouded Leopard *Neofelis nebulosa*. A fifth cat, the Asiatic Lion *Panthera leo persica* subspecies, has been included in this review, owing to recent concerns that this Critically Endangered population is becoming subject to illegal trade.<sup>30, 59</sup> In the following discussion, each of these types of Asian big cat is briefly presented, along with information on its range, known consumer markets, and on range States where substantial commercial poaching pressure and domestic markets have been documented in recent years. "Substantial" in this context is used to indicate that poaching and illegal trade are considered likely to be at levels which pose a significant threat.

### Tiger *Panthera tigris*

**CITES:** Appendix I

**IUCN Red List:** Endangered

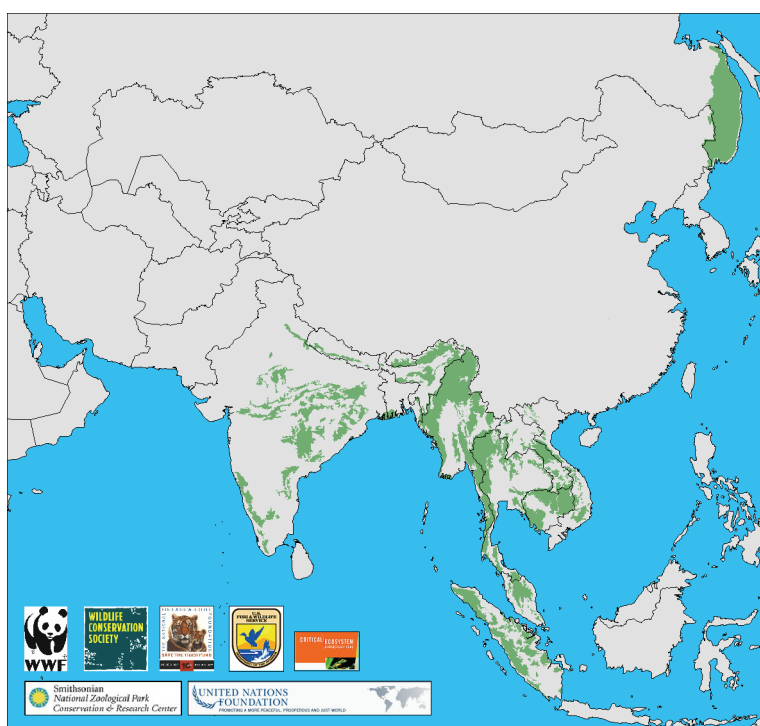
**Range States:** Bangladesh, Bhutan, Cambodia, China, India, Indonesia, Lao PDR, Malaysia, Myanmar, Nepal, the Democratic People's Republic of Korea (North Korea), Russian Federation, Thailand, Viet Nam (see **range map**).<sup>26</sup>

**Threats:** Lack of law enforcement, prey base depletion, habitat loss and fragmentation, conflict with local people, commercial poaching.<sup>26</sup>

**Consumer markets:** Illegal trade in Tiger bone for traditional Asian medicines and tonics; Tiger skins, claws and teeth for clothing, charms, and decorations; meat for dishes and penis for aphrodisiac.<sup>4,5,9,62,63,64,65</sup>

**Range States with substantial commercial poaching pressure in recent years:** India, Indonesia, Myanmar. Commercial poaching does occur at varying levels in all range States.<sup>27</sup>

**Range States with substantial domestic markets in recent years:** China (skins, Tiger bone wine)<sup>5</sup>; Indonesia (bones, skins, claws and teeth)<sup>9,14</sup>; Malaysia (Tiger meat and manufactured Tiger bone medicines)<sup>1,2,62,64</sup>; Myanmar (skins)<sup>65</sup>; Viet Nam (Tiger bone gel)<sup>2,4</sup>.





## Snow Leopard *Uncia uncia*

**CITES:** Appendix I

**IUCN Red List:** Endangered

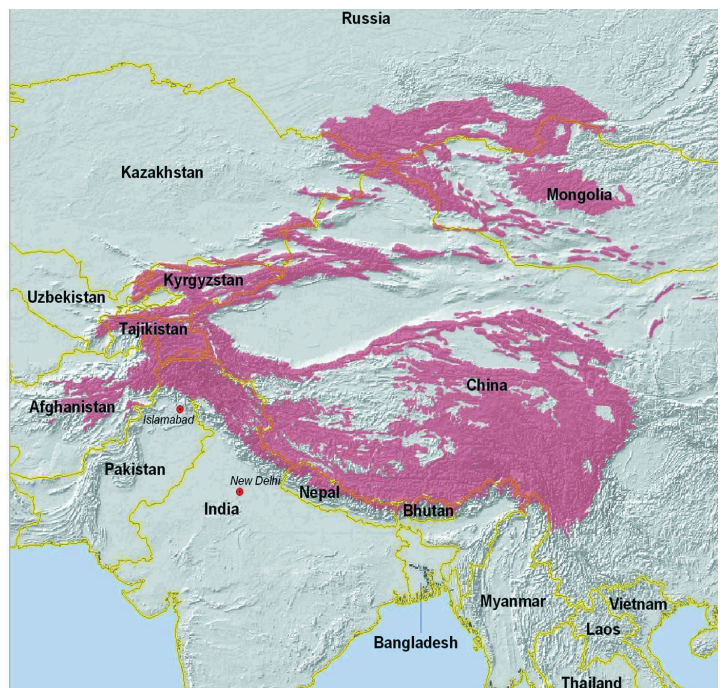
**Range States:** Afghanistan, Bhutan, China, India, Kazakhstan, Kyrgyzstan, Myanmar, Mongolia, Nepal, Pakistan, Russian Federation, Tajikistan, Uzbekistan (see **range map**).<sup>25</sup>

**Threats:** Prey base depletion, lack of law enforcement, conflict with local people, commercial poaching.<sup>25</sup>

**Consumer markets:** Skins for clothing and decoration, bones substitute for Tiger in traditional Chinese medicine (China)<sup>5</sup> and are used with other body parts for traditional medicine in other range states (Mongolia, Pakistan).<sup>24</sup>

**Range States with substantial commercial poaching pressure in recent years:** China, Kazakhstan, Kyrgyzstan, Mongolia, Russian Federation. Commercial poaching does occur at varying levels in all range States.<sup>24, 25, 49</sup>

**Range States with substantial domestic skin markets in recent years:** Afghanistan, China, Pakistan.<sup>2, 2, 24, 28, 48, 49</sup>



## Leopard *Panthera pardus*

**CITES:** Appendix I

**IUCN Red List:** The Leopard as a species is Least Concern; a number of Asian Leopard subspecies have been assessed as Endangered or Critically Endangered.

**Range States:** Afghanistan, Armenia, Azerbaijan, Bangladesh, Bhutan, Cambodia, China, Georgia, India, Indonesia, Iran, Iraq, Israel, Jordan, North Korea, Lao PDR, Malaysia, Myanmar, Nepal, Oman, Pakistan, Russian Federation, Saudi Arabia, Sri Lanka, Tajikistan, Thailand, Turkey, Turkmenistan, Uzbekistan, Viet Nam, Yemen.<sup>46</sup>



**Threats:** Habitat loss, prey base depletion, small population size, conflict with local people, commercial poaching.<sup>27, 29</sup>

**Consumer markets:** Skins, claws and teeth for decoration and clothing<sup>5, 27, 28, 29</sup>; bones and substitute for Tiger in traditional Asian medicines and tonics.<sup>4, 5, 27</sup>

**Range States with substantial commercial poaching pressure in recent years:** India.<sup>28, 47</sup>  
Commercial poaching does occur at varying levels in all range States.<sup>2, 27</sup>

**Range States with substantial domestic skin markets in recent years:** Afghanistan (skins)<sup>2</sup>; China (skins and bones);<sup>5, 12, 28</sup> Malaysia (traditional medicines);<sup>2</sup> Myanmar;<sup>2, 47</sup> Pakistan<sup>2</sup>

## **Clouded Leopard *Neofelis nebulosa*\***

**CITES:** Appendix I

**IUCN Red List:** Vulnerable

**Range States:** Bangladesh, Bhutan, Brunei Darussalam, Cambodia, China, India, Indonesia, Lao PDR, Malaysia, Myanmar, Nepal, Thailand, Viet Nam.<sup>46</sup>



**Threats:** Habitat loss, commercial poaching<sup>27, 29</sup>

**Consumer markets:** Skins, claws and teeth for decoration and clothing<sup>2, 4, 29, 65</sup>; bones and meat substitute for Tiger in traditional Asian medicines and tonics<sup>4, 47</sup>; live animals for pet trade.<sup>2, 47</sup>

**Range States with substantial commercial poaching pressure in recent years:** Few documented poaching incidents, but all range States believed to have some degree of commercial poaching.<sup>2, 29</sup>

**Range States with substantial domestic markets in recent years:** Indonesia, Myanmar, Viet Nam.<sup>2, 47</sup>

\* Scientists have proposed this taxon be treated as two separate species: mainland Asia (*Neofelis nebulosa*) and the island of Borneo (Indonesia and Malaysia) (*Neofelis diardi*)<sup>31</sup>

## **Asiatic Lion *Panthera leo persica***

**CITES:** Appendix I

**IUCN Red List:** Critically Endangered

**Range States:** India<sup>46</sup>

**Threats:** Small single population in the Gir Forest, predation on livestock leading to conflict with local people, commercial poaching.<sup>2, 29</sup>



**Consumer markets:** None documented, but potential skin market for decoration and bones to substitute for Tiger in traditional Chinese medicine.<sup>5, 30, 59</sup>



## CITES and Asian big cats

By acceding to CITES, Parties agree to prohibit international commercial trade in Asian big cats, which are all listed on CITES Appendix I. Since the early 1990s, CITES Parties have endorsed, by consensus, through Resolutions and Decisions, a series of additional measures to control illegal trade and promote species conservation.

### Resolution Conf. 12.5

The current main set of CITES-recommended measures for Asian big cat conservation is contained in *Resolution Conf. 12.5, Conservation of and trade in tigers and other Appendix-I Asian big cat species* (see **Annex 1**).

Many of these measures were originally adopted for the Tiger, beginning in 1994, with *Resolution Conf. 9.13*<sup>32</sup>. A review in 1997 of the response to *Resolution Conf. 9.13* within 14 Tiger range States and 15 consumer States and found "generally speaking, the response....[had] been poor".<sup>3</sup> This Resolution was modified and expanded to include all Asian big cat species in 2002, becoming *Resolution Conf. 12.5*. At that time, it was assessed that progress had "been made in some areas", specifically in terms of "strengthening domestic legislation, increasing awareness amongst user groups, convening training workshops and establishing anti-poaching initiatives".<sup>47</sup> In 2006, the CITES Standing Committee asked range States to report to the CITES Secretariat on their implementation of the measures recommended by this Resolution but, for CoP14, only six have done so: China, India, Kazakhstan, Malaysia, Myanmar, and Thailand.<sup>35</sup>

### CITES Tiger missions

The CITES Standing Committee recommended technical and political missions in 1993, but they did not take place until after the call was reinforced by the Parties' adoption of *Decision 10.66* in 1997.<sup>32</sup> Both CITES Tiger missions made many recommendations to the governments of countries visited (**Table 1**). In general, these recommendations tailor the measures endorsed by *Resolution Conf. 12.5* to the specific national situations.

One important international development following the mission reports was the creation of the CITES Tiger Enforcement Task Force, in 2000. *Resolution Conf. 12.5* expanded the Task Force's remit to include all Asian big cats. In 2004, the Parties adopted *Decision 13.22*, which calls upon the Task Force "to examine, in particular, the issue of illicit trade in Asian big cat skins", reflecting the growth of these consumer markets.<sup>54</sup>

**Table 1: CITES Tiger missions**

	Countries visited	Year	Report
The CITES Tiger High-Level Political Missions	China, India, Japan	2000	CITES document Doc. 11.30 Annex 2 (Rev. 1) <sup>37</sup>
The CITES Tiger Technical Missions	Cambodia, Canada, China, India, Indonesia, Japan, Malaysia, Myanmar, Nepal, The Netherlands, Russia, UK, USA, Vietnam	1999	CITES document Doc SC42 10.4 <sup>38</sup>

## METHODOLOGY

A literature search and information review was conducted in order to inform grading of the performance of 13 Asian big cat range States on their actions on CITES recommendations. Recommendations in *Resolution Conf. 12.5* were summarized (**Table 3**), and range State

progress was graded for each recommended measure in a scorecard. There are three possible grades for progress: Good, Fair and Poor. Grades are based on implementation effort, which includes both policy and practice (**Table 2**). For example, establishing a specialized wildlife crime unit does not result in a Good grade if it is not actively investigating reports of wildlife crime.

**Table 2: Grades used for range State performance**

Progress Grade	Basis	Point score
Good	Substantial implementation effort	3
Fair	Partial implementation effort	2
Poor	Low implementation effort	1

Implementation effort in range States is measured not only by government action, but also actions by NGOs, which play a major supporting role for governments.

The documentation upon which the performance grades are based is referenced by number in **Annex 2** of this report, and include reports by range State governments as well as NGOs and other organizations and scientists. There is some subjectivity involved in determining whether effort has been substantial, partial or low, but evidence-based consistency was striven for.

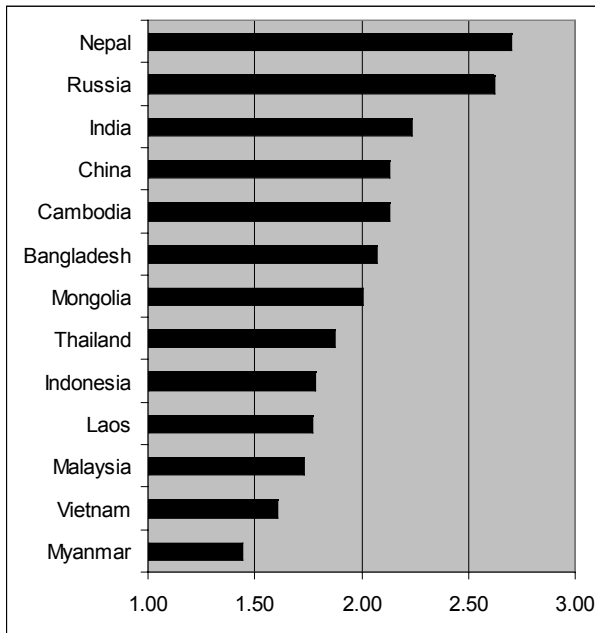
Grades were averaged to give an overall assessment of the implementation of each recommended CITES measure as well as an overall progress score for each range State.

Range States were also assessed for substantial levels of commercial poaching and illegal trade in Asian big cats through literature and information review. "Substantial" in this context is used to indicate that poaching and illegal trade are considered likely to be at levels which pose a significant threat.

## RESULTS: RANGE STATE IMPLEMENTATION AND EFFECTIVENESS OF RESOLUTION CONF. 12.5

No range State was found to be in non-compliance with any CITES recommendation; there has been some implementation effort for all measures in all the countries studied. However, implementation effort has been uneven. About half of the range States scored Fair to Good for progress; the other half scored Fair to Poor (**Figure 1**). The full scorecard is given in Annex 3 of this report.

**Figure 1: Range state progress scores for implementation of CITES recommendations for Asian big cats**



Implementation of the individual recommendations of *Resolution Conf. 12.5* has also been uneven: more than half of the measures have seen Poor to Fair progress (**Table 3**).

■ 3 = Good; 2 = Fair; 1 = Poor

**Table 3: Progress on implementation of individual CITES recommendations directed at the range States from Resolution Conf. 12.5**

Implementation Fair to Good	Ave point score**	Implementation Fair to Poor*	Ave point score**
Join and implement CITES (1g)	2.69	Multilateral, bilateral and transboundary cooperation for trade control (2e)	1.92
Prevent illegal trade from <i>ex situ</i> sources (1d)	2.38	Regional wildlife trade control workshops (2f)	1.92
Public awareness and education campaigns for conservation	2.31	Legislative bans prohibiting international and national trade, including derivatives, with deterrent penalties (1b)	1.85
Establish anti-poaching units and share intelligence with relevant enforcement agencies (2b)	2.23	Prohibit medicinal use and promote substitutes (4b)	1.83
Support and participate in international ABC conservation (1f)	2.15	Defined administrative trade control responsibilities (1a)	1.77
Research into poaching motives and solutions (2g)	2.0	Strengthened and innovative enforcement (1c)	1.77
		Public awareness and education targeting skin markets (4c)	1.67
		Prioritize prosecution of wildlife crimes (2d)	1.62
		Consolidate, control and destroy stockpiles (1e)	1.54
		Partner with traditional medicine communities to eliminate use of Asian big cat parts and derivatives (4a)	1.33

\* *Resolution Conf. 12.5* recommendation number follows summarized recommendation in parentheses; see Annex 1 for full text of the Resolution \*\* Grade points: 3 = Good; 2 = Fair; 1 = Poor

Countries which scored Fair to Good for CITES implementation effort tended to have seen a recent reduction in commercial poaching and illegal trade. Also, those which scored Poor to Fair on implementation have substantial commercial poaching and illegal trade problems (**Table 4** and see **Examples** below). This indicates that CITES recommendations are effective for trade control when well implemented. The exception was India, which scored relatively high for implementation effort but still suffers substantial trade control problems. The Government of India has begun a massive overhaul of its Tiger conservation program, in particular, and better results for Asian big cat conservation are expected if implementation effort remains high.

**Table 4: Correlation between Range State implementation of CITES recommendations and control of poaching and illegal trade\***

Range State	Implementation grade
<b>Range States which have seen a reduction in commercial poaching and illegal trade in recent years</b>	
Cambodia	Fair to Good
China	Fair to Good
Nepal	Fair to Good
Russian Federation	Fair to Good
<b>Range States with some commercial poaching and illegal trade</b>	
Bangladesh,	Fair to Good
Mongolia	Fair
<b>Range States with continued substantial commercial poaching and illegal trade</b>	
India	Fair to Good
Indonesia	Poor to Fair
Laos	Poor to Fair
Malaysia	Poor to Fair
Mongolia	Fair
Myanmar	Poor to Fair
Thailand	Poor to Fair
Vietnam	Poor to Fair

\* "Substantial" is a level of poaching and illegal trade which is likely to threaten the target species; see Species Account section for the references used to make this classification.

## EXAMPLES OF RANGE STATE PERFORMANCE ON KEY MEASURES

### Domestic trade bans

*Domestic markets must be shut down in order for CITES international commercial trade ban to be effective.*

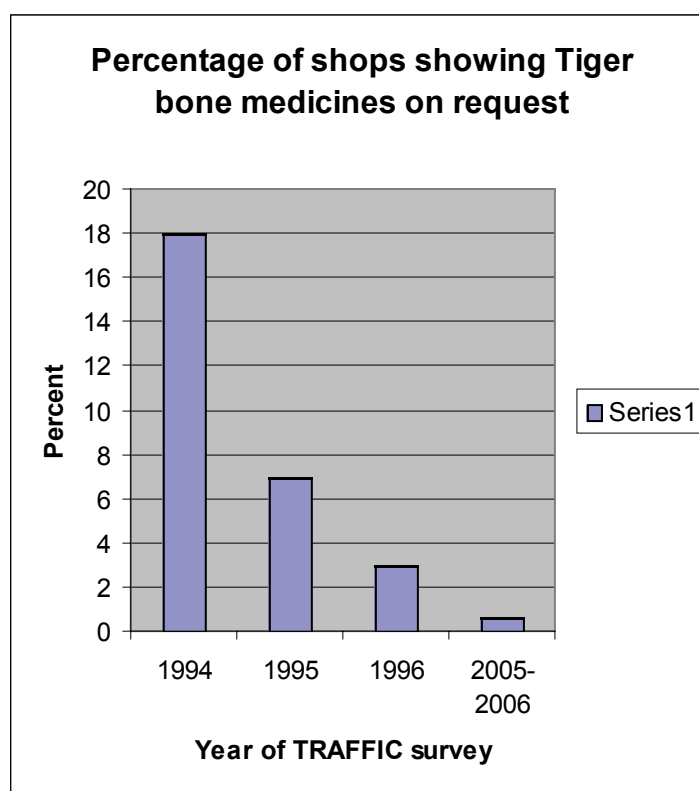
The effectiveness of the CITES international commercial trade ban on Asian big cats depends upon the prohibition of domestic trade. If domestic trade is legal, international trade will be difficult to stop. Yet only a few range States received good progress scores for implementation effort on the recommendation for "legislative bans prohibiting international and national trade, including derivatives, with deterrent penalties."

One country which received a Good score was **China** (see **Figure 2**). China has undertaken considerable effort to promote development and adoption of substitutes for Tiger bone medicine. One company is even manufacturing, with government approval, artificial Tiger bone pills, with a



laboratory-synthesized amino acid profile similar to that of Tiger bone, that was found in a controlled, double-blind trial to replicate the effects of the real bone.<sup>5</sup> China's domestic trade ban has virtually eliminated two very significant consumer markets: for Tiger bone medicines and for cat skin cloaks (*chubas*) in Tibet.<sup>5, 48</sup> This is a major achievement, given the size of these two markets-in the early 1990s, over 200 companies were manufacturing some type of Tiger bone medicine; and in the period 2004-2005, hundreds of people were wearing Asian big cat skin cloaks at Tibetan festivals.<sup>4, 5, 28</sup> However, skins of Asian big cats are still on the market in western China;<sup>28, 48</sup> the use of stockpiles of Leopard bone is still permitted by the government by medicinal manufacturers, despite the domestic trade ban;<sup>12</sup> and there is evidence that Tiger farms are also engaging in illegal trade (see section **Captive-bred Tiger products**).<sup>5</sup> If China had not achieved such good results with the Tiger bone medicine and skin *chuba* markets, its score would have been lower.

**Figure 2: China's declining availability of Tiger bone medicines** <sup>5</sup>



**Nepal** also received a Good progress score for its penalties for illegal trade, which include a minimum of five years imprisonment and a minimum financial penalty of NPR50,000 (USD \$790 at current exchange rates, but more than three times the average annual per capita income in Nepal).<sup>2</sup>

An example of a country which received a Poor score for trade ban implementation effort is **Malaysia** (see **Table 5**). Trade in derivatives of Tiger and other Asian big cats (not readily recognizable parts and products, such as meat and processed medicines) remains legal, with little progress on draft legislative amendments to prohibit such trade. TRAFFIC market surveys have documented continued open widespread availability of manufactured traditional Chinese medicines claiming to contain Tiger in Malaysian markets, and this trade has persisted over at least a decade.<sup>2,64</sup>

**Table 5: Ten shops in Peninsular Malaysia that offered various forms of medicine claiming to contain Tiger over a ten-year period** <sup>64</sup>

Shop number and location	Tiger-bone medicines for sale during three surveys (1995, 1999, 2005)
Shop 1, Kuala Lumpur	plasters: 2004, 1999, 1995; oil 2004; pills: 1995
Shop 2, Kuala Lumpur	oil: 2004; pills: 1999, 1995
Shop 3, Kuala Lumpur	oil: 2004; plaster: 1999; pills: 1995
Shop 4, Kuala Lumpur	wine: 2004, 1999; oil: 2004; plaster: 2004, 1995; pills: 1999, 1995; oil: 1995
Shop 5, Kota Bahru	plaster: 2004; wine: 2004; pills: 1999; oil: 1995
Shop 6, Kota Bahru	plaster: 2004; pills: 2004, 1999, 1995
Shop 7, Ipoh	pills: 2004, 1995; wine: 2004, 1999; plaster: 1995; oil: 1995
Shop 8, Ipoh	gelatin: 2004; plaster: 1999, 1995; pills: 1999, 1995
Shop 9, Penang	wine: 2004, 1999, 1995
Shop 10, Penang	pills: 2004, 1999, 1995

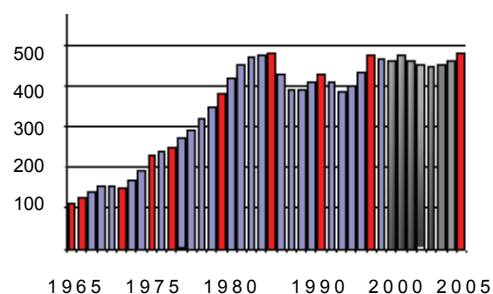
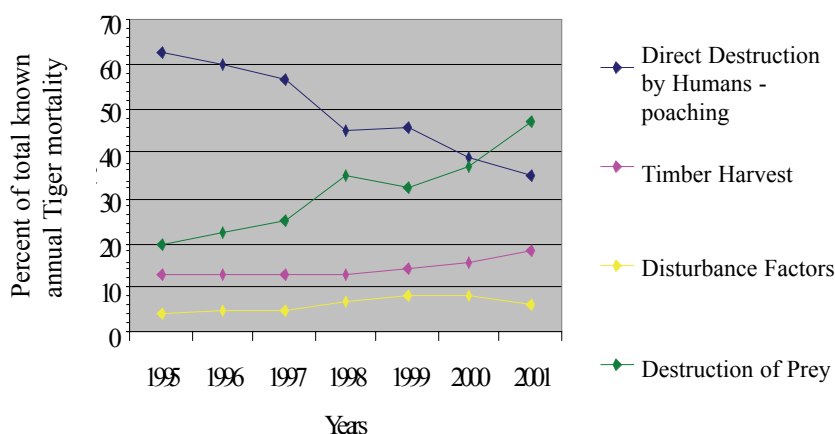
## Law enforcement

### *Law enforcement is necessary to prevent illegal trade*

Lack of law enforcement is considered a leading conservation problem for both Tigers and Snow Leopards according to recent threat assessments.<sup>25, 26</sup> Range States had better implementation of the recommendation to "establish anti-poaching units and share intelligence" than for that to establish strengthened wildlife crime enforcement units, which was a major recommendation of the CITES Tiger missions as well as of *Resolution Conf. 12.5*. Performance on other aspects of law enforcement, including prioritization of wildlife crime prosecution, was also relatively Poor.

An example of a country that scored well for implementation of anti-poaching and trade intelligence collecting patrols was **Russia** (see **Figures 3 and 4**). Such units have been operational in the Russian Far East for over ten years, and have helped the Tiger population to increase and the rate of commercial poaching to decline.<sup>15, 45</sup>

**Figures 3 and 4: Growth of the Tiger population in the Russian Federation and decline of the threat of commercial poaching** <sup>15</sup>



**Graph:** Population estimates of Amur Tigers in the Russian Far East

**Key:** dark grey = data from censuses conducted by different researchers; light grey = calculated indicators; medium grey = according to monitoring data

**Source:** Kucherenko, 2001, as adapted by Miquelle, 2004 <sup>15</sup>.

An example of a range State which received a Poor score for anti-poaching effort is **Malaysia**. Although the Department of Wildlife and National Parks has cooperated with the Malaysian Armed Forces and arrested 71 foreign poachers since 2001,<sup>23</sup> TRAFFIC's interview surveys of hunters and traders indicate that Tiger poaching is nonetheless increasing to substantial and serious levels. The surveys collected consistent and numerous reports of Tiger poaching in recent years in Malaysia, with Thailand the most frequently reported trade destination.<sup>62</sup>

An example of a range State which received a Good score for both anti-poaching and specialized law enforcement effort is **Cambodia**. Government-NGO partnerships in Cambodia have converted many former Tiger hunters to wildlife rangers, put local police components in ranger anti-poaching patrols, set up high-level and very active specialized wildlife crime units, and been diligent in pursuing and prosecuting several infamous tiger hunters and traders.<sup>44, 61, 67</sup>

Two examples of range States which received a Poor score for law enforcement efforts are **Myanmar** (see **Table 6**) and **Indonesia** (see **Table 7**). For many years there has been continued open availability of Asian big cat skins in Myanmar's notorious Tachilek market as well as other locations.<sup>64</sup> Although a Wildlife Police Force has been formed around the Hukuang Wildlife Sanctuary area, the Government of Myanmar in its report to CITES states that more support is needed to increase efforts to combat illegal trade in Tiger parts.<sup>69</sup>

**Table 6: Number of Clouded Leopard skins (1992-2002) and skulls (2006) seen for sale during**

	Whole Skins				Skulls and Heads
Survey year	1992	1998	1999	2002	2006
Number of items seen	20	51	97	23	22

#### **TRAFFIC surveys of Myanmar's Tachilek market<sup>65</sup>**

Although Indonesia has considerable enforcement resources,<sup>68</sup> they have not been well used to address illegal Tiger trade. TRAFFIC surveys have documented open and widespread availability of a variety of Tiger parts in Sumatran markets.<sup>9, 63</sup> Detailed information on illegal traders provided to the government have not been acted on.<sup>2</sup>

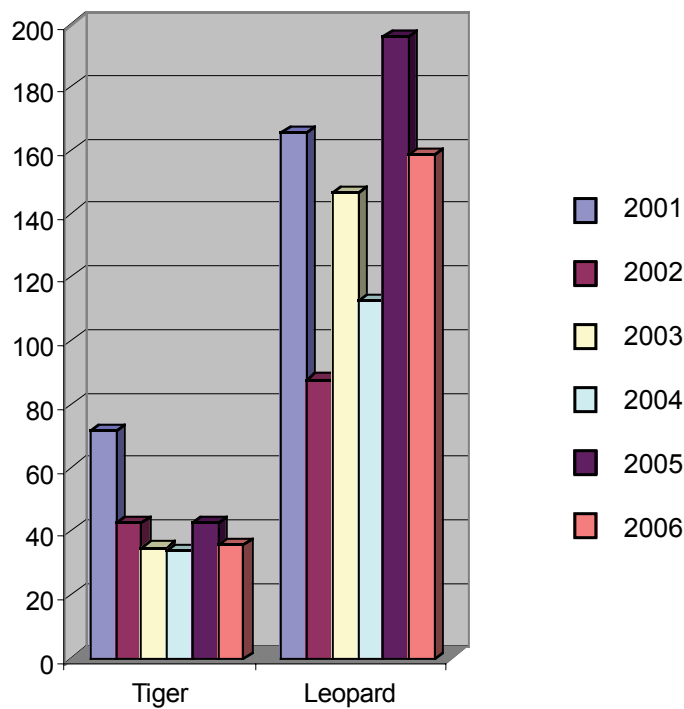
<b>Tiger parts seen for sale in Sumatra</b>	<b>2002</b>	<b>2006</b>
Claw	189+	43+
Canine	106+	84
Whisker	80+	2
Whole skin	24+	1
Piece of skin	24	37+
Bone	36 kg	32 kg
Stuffed Tiger	5	2

**Table 7: Indonesia's continued availability of Tiger products<sup>9, 63</sup>**



**India** received a Fair score for having recently (June 2007) established a Wildlife Crime Bureau.<sup>70</sup> This has been a longstanding recommendation of the CITES Tiger Missions<sup>36, 37</sup> and the Tiger conservation community, in particular. It is hoped that this unit will help combat poaching of Asian big cats in the country. According to a database maintained by the Wildlife Protection Society of India, killing of Tigers and Leopards continued unabated and at high levels in recent years (see **Figure 5**).<sup>55</sup>

**Figure 5: Estimated number of Tigers and Leopards killed in India<sup>55</sup>**



Source: Wildlife Protection Society of India (2007)<sup>55</sup>

## Public awareness

### *Public awareness about wildlife conservation and substitutes reduces consumer demand*

Public awareness is a critical tool for illegal trade control. Illegal trade is driven by consumer demand, which is driven by consumer choice. If consumers change their preferences, this effectively reduces commercial poaching pressure. There are several examples of the success of this approach from big cat conservation.

In the 1960s and 1970s, there was a fashion trend among Western women for fur coats made from spotted cat species. Concern over the level of trade was one of the primary motivations for the establishment of CITES.<sup>29</sup> While law enforcement plays an important role, the changing of public tastes away from real big cat furs was the major factor reducing pressure on wild populations. Spotted cat fashions are still popular in the West, but the vast consumer preference is for prints which mimic cat patterns and the genuine item is shunned.

There is also recent evidence from the Tibetan region of **China** for the effectiveness of public awareness as a conservation tool. In the early 2000s, a fashion trend arose among consumers there for cloaks made of Tiger and Leopard skin. These were seen in large numbers at traditional festivals in 2005.<sup>28</sup> In early 2006, there were strong efforts made by traditional religious leaders, conservation NGOs, and the Government of China to raise public awareness against this practice. Since then, surveys have documented a decline in the number of big cat skin coats sold in markets in Lhasa and a huge change in consumer attitudes away from wearing big cat furs.<sup>5,48</sup> For this reason, although skin trade persists in Lhasa as well as other parts of China,<sup>28,48</sup> China receives a Good score for progress with the recommendation to implement "public awareness and education campaigns for conservation" and its effectiveness in this regard has led to a rapid reduction in a significant illegal market (see **Table 8**).

**Table 8: Disappearance of Asian big cat skin cloaks as festival garb in Tibet, following a strong public awareness campaign in 2006** <sup>28, 48</sup>

	2005	2007
Percentage of people seen wearing Asian big cat skin clothing at festivals	50%	0%

Only **China** received a Good score for the CITES recommendation to partner with traditional medicine communities to eliminate demand.<sup>5</sup> Other range States with traditional medicine markets - **Cambodia, Malaysia, Myanmar, Thailand** and **Viet Nam**<sup>2,64</sup> - all received Poor scores, resulting in this measure receiving the lowest implementation score.

## Captive-bred Tiger products

### *"Farmed" products sustain consumer demand and undermine efforts to eliminate it*

Implementation of the CITES recommendation to prevent illegal trade from *ex situ*, or farmed, sources has been Good in most range States. However, **China** received a Poor score. Although China has not allowed any commercial *ex situ* trade in Tiger parts, and is implementing a sophisticated micro-chip identification system to track its captive Tigers (now reportedly numbering over 5000, with the population growing rapidly)<sup>57</sup> government management is failing to achieve the result of preventing illegal trade, as there is disturbing evidence that China's Tiger breeding centres are selling Tiger bone wine and Tiger meat.<sup>5, 42, 43</sup>

China has recently announced that it is undertaking a review of its domestic trade policy for Tigers and other Asian big cats. The government has been petitioned to legalize domestic trade in products derived from captive-bred animals. The basic principle being used by the Government of China in its decision-making is that it must be demonstrated that policy change would have a positive effect on wild Tiger populations outside China.<sup>12,16</sup> The proponents of policy change argue that satisfying demand with a captive-bred source will relieve poaching pressure on wild Tigers.<sup>5,38</sup> CITES has already considered, and rejected, this argument. The CITES Secretariat Asian big cat report for CoP14, document CoP14 Doc. 52, summarizes the reasons why, as follows:

*[Both the CITES High-Level Political Missions and Technical Team] also considered the trade in Tiger parts and derivatives from captive breeding operations. This was excluded [as an alternative approach] for a number of reasons, including: doubts as to whether there was sufficient information available to assess the demand for products derived from the species; whether there was sufficient captive breeding to meet demand; whether captive breeding of Tigers would be financially viable; concerns that captive breeding operations might be used to "launder" animals taken illegally from the wild; and concern that any legal trade in Tiger and parts and derivatives thereof would motivate poaching of wild Tigers, whose numbers were already worryingly low. However, what both the Technical and Political Mission teams regarded as being of almost primary importance was the fact that the international community, and many countries acting on their own, had spent considerable resources in education campaigns to discourage the traditional medicine community and consumers from using products containing Appendix-I species, especially the Tiger. Both teams felt that to reverse this approach would send conflicting messages to consumers and others. The teams also noted comments made by persons in the traditional medicine community that use of Tigers in medicine was not essential and several alternatives existed.<sup>35</sup>*

The CITES Standing Committee, in its study of the relationship between *ex situ* production and *in situ* conservation, was concerned that trade in captive-bred products could act as an incentive for illegal trade in wild products, stating,

*"For highly desirable species with high market value, the existence of a legitimate source of ex situ specimens can act as an incentive for illegal trade (through laundering of wild-caught specimens)...Under Resolution Conf. 12.5, trade in tiger parts and derivatives even from captive-bred specimens is discouraged, [demonstrating] the concern that this risk can outweigh any conservation benefits."<sup>39</sup>*

CITES is not the only international body to endorse the trade ban approach and reject captive-breeding to sustain consumer markets for Tiger products. The Global Tiger Forum, an international body in which most Tiger range States participate, has adopted a resolution which opposes:

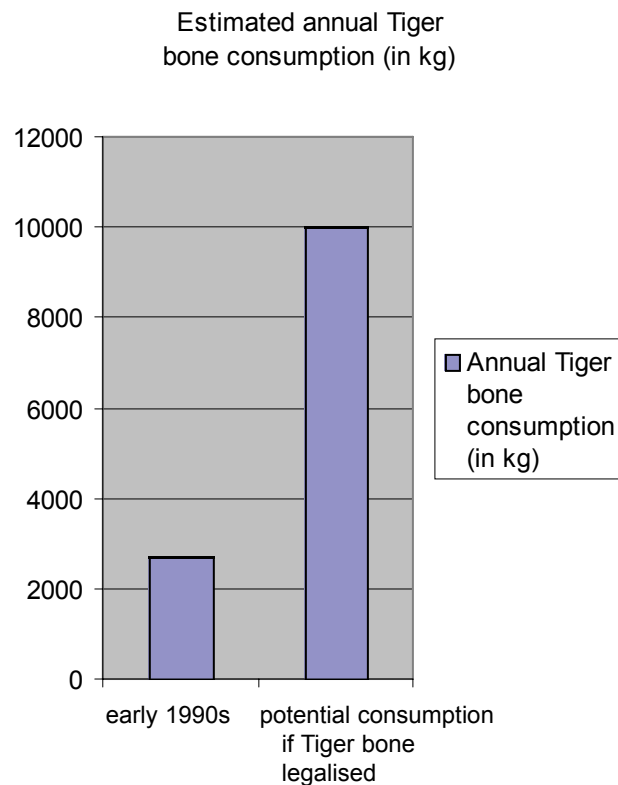
*"any move to legitimize trade in captive bred specimens, parts and derivatives of tigers except those involving exchange, gifts or making available live specimens between institutions that are recognized by the World Zoo Organisation".<sup>6,58</sup>*

A recent review of China's markets for wild and captive Tiger products since the 1993 domestic trade ban found that the ban had demonstrably benefited wild Tiger populations and concluded that the Government of China should institute a moratorium on Tiger breeding and strengthen its trade ban.<sup>5</sup> Consumption of Tiger bone medicines in China has been virtually eliminated, surveys show most pharmacies are complying with the trade ban and there are numerous Tiger medicine substitutes available backed up by research in Chinese universities.<sup>5</sup>



Two sets of attitude surveys in China indicate that most potential consumers of Tiger bone medicines are complying with the trade ban policy, but would use Tiger bone products again if trade in medicines from captive-bred Tigers were legalized.<sup>40, 41</sup> Demand could be huge: Chinese researchers have predicted that if Tiger bone were legalized, demand would quadruple from levels in the early 1990s, when over 200 Chinese companies were manufacturing Tiger bone medicines (see **Figure 6**).<sup>41</sup> Even if only a small number of Chinese consumers would continue to seek out illegal wild products (and there is a strong belief among consumers of traditional medicines that wild products have superior qualities to farmed products), this would be likely to result in increased consumption of wild Tiger products in China and increased commercial poaching of Tigers outside China to meet the new demand. This would have high costs for range States as well as enforcement costs in China, and jeopardize the successes achieved so far in Asian big cat conservation and trade control. As noted in the CITES Secretariat's verification mission report (COP14 Doc 52 Annex 7); it would also put China in non-compliance with *Resolution Conf. 12.5* which recommends the elimination of domestic markets for Asian big cat parts and derivatives.<sup>57</sup>

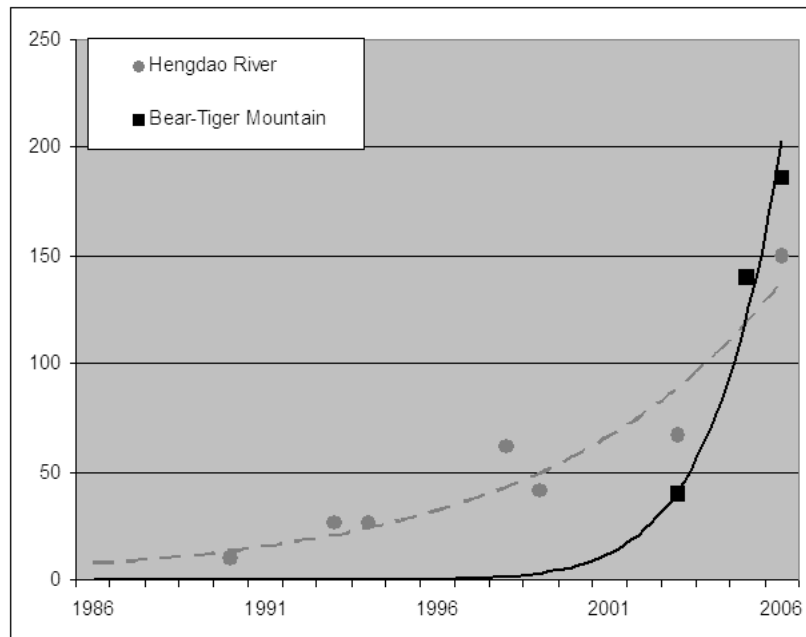
**Figure 6: Projected growth in consumption of Tiger medicines in China if domestic trade were to be legalized** <sup>41</sup>



### Consolidation and destruction of stockpiles

CITES has recommended that stockpiles of Asian big cat parts and products be consolidated and where possible, destroyed. A few range States have destroyed stocks, including **Indonesia**<sup>9, 14</sup> and **Laos**.<sup>2</sup> However, **China** received a Poor score, as its earlier practice of consolidating and destroying stockpiles is being undermined by allowing large Tiger breeding centres to keep their stockpiles on site, where they are difficult to monitor. Large stores of Tiger parts building up (**Figure 7**); keeping, rather than destroying, such stockpiles creates a public perception that these parts are valuable and someday destined for market. In a recent case in China, officials stole from government stockpiles and tried to sell the bones on the black market.<sup>5</sup>

**Figure 7: Growth of stockpiled Tiger carcasses at China's two major Tiger farms<sup>5</sup>**



## CONCLUSIONS

Range States have shown they value CITES recommendations, and this assessment finds overall compliance with *Resolution Conf. 12.5*. - on paper, although implementation of these measures has been uneven. Half of the 13 assessed Range states scored Poor to Fair on progress, and all have substantial trade control problems. On the other hand, Fair to Good progress is correlated with better poaching and trade control. Key measures for trade control include domestic trade bans, law enforcement, anti-poaching and public awareness. Overall, there has been less implementation of trade control measures in comparison to anti-poaching and public awareness, showing the importance of increasing investment in law enforcement.

That Nepal, a developing country, received the best implementation score of all the assessed range States is testimony that good results can be achieved despite a lack of resources. NGOs have made significant investments in Tiger conservation in Nepal,<sup>75</sup> but Nepal's success is primarily due to having made Asian big cat conservation a conservation priority for the country, with strong political will and commitment on the part of the government and active support and participation of the community and NGO sectors.

Asia's largest countries - Russia, India and China - also scored Fair to Good on progress. Russia's efforts have paid off with an increasing Amur Tiger population<sup>15</sup> India has invested substantial efforts, but these have yet to receive a good result, and new census figures indicate the situation there is dire, with far fewer Tigers estimated by a recent scientific census than were previously thought to inhabit central India.<sup>71</sup> Although illegal trade is still going to China, as evidenced by seizures,<sup>12</sup> there have been major reductions in key consumer markets in China.<sup>5, 48</sup> However, China's progress is threatened by its consideration of legalizing trade in *ex situ* Tiger parts.<sup>12</sup> Legalization could reignite consumer demand and, with no guarantee that illegal trade could be controlled, poses a huge risk to already endangered wild Tiger populations.<sup>5, 35, 72, 73, 74</sup> This would also make China the only range State (of those assessed in this report) in non-compliance with CITES recommendations.<sup>57</sup>

A number of countries have made excellent progress on paper but implementation effort has been poor: India, Indonesia, Malaysia, and Thailand. All have now established wildlife crime units (India just recently) but there has been a lack of enforcement action. NGOs have documented much higher levels of illegal trade than have been prosecuted by the authorities.

Many Range states have not made much progress in either policy or practice largely due to a lack of capacity and resources: Bangladesh, Laos, Mongolia, Myanmar and Viet Nam. One recommendation of Resolution Conf. 12.5 (not covered here as it is directed at the international conservation community) “CALLS UPON all governments and intergovernmental organizations, international aid agencies, and non-governmental organizations to provide, as a matter of urgency, funds and other assistance to stop illegal trade in specimens of Asian big cat species, and to ensure the long-term survival of the Asian big cat species in the wild.” There has been substantial support in ABC conservation, particularly for Tigers, but more support is needed in these countries in particular to help improve CITES effectiveness.

Although the Tiger is the Asian big cat species of greatest conservation concern, numerous sources have documented substantial illegal trade in the Snow Leopard, Leopard and Clouded Leopard. More effort must be directed toward trade controls for these species.

The CITES Secretariat has said that if Asian big cat population estimates are used as performance indicator then CITES conservation efforts have failed.<sup>33</sup> However, this assessment has found that measures recommended by CITES work well when well implemented. Asian big cats will always be a conservation challenge, and face numerous threats in addition to illegal trade. These threats compound the danger of illegal trade by increasing vulnerability to poaching. This shows the urgency of better implementation of measures which have found to be effective at reducing illegal trade.

## RECOMMENDATIONS

### Recommendations regarding Resolution Conf. 12.5

CITES *Decision 13.21*, adopted by the Parties at the 13th meeting of the Conference of the Parties to CITES (CoP13) in 2004, calls for the CITES Secretariat to prepare text for a Resolution to consolidate recommendations for trade control measures for key Appendix-I species, for consideration at CoP14 in 2007.<sup>50</sup> The Secretariat's draft resolution (contained in document *CoP14 Doc. 20.1 Annex 3*) subsumes *Resolution Conf. 12.5* on Asian big cats into a text that also contains recommendations for rhinoceroses, great apes and the Tibetan Antelope *Pantholops hodgsoni*.<sup>51</sup>

**\* CITES Parties should reject consolidation of resolutions for Appendix I species (COP14 Doc. 20.1), and retain *Resolution Conf. 12.5* for the conservation of and trade in Appendix-I Asian big cats.** A separate Resolution for Asian big cats has helped promote focus on their conservation. Resolution Conf. 12.5 dates back to 1994 and has been modified and acted on at most CITES meetings since (COPs, Standing Committee meetings, Animals Committee meetings). A stand-alone Asian big cats resolution will be easier for Parties to work with as the basis for future CITES actions concerning these threatened felids.

**\* Implementation of Resolution Conf. 12.5 should be monitored and strengthened by a CITES Decision to request regular progress reports from all range States, as well as independent performance assessments, on the focal areas of the Resolution: domestic trade bans, law enforcement, public awareness, prevention of illegal trade from *ex situ* sources and destruction of stockpiles.**



## Recommendations for range States

- \* **China should remain in full compliance with Resolution Conf. 12.5 by retaining its 1993 State Council domestic trade ban and strengthening enforcement to prevent illegal trade in captive-bred Tiger products and products claiming to contain Tiger. A moratorium on Tiger breeding should be adopted and implemented**, working with experts, particularly from IUCN and others in the conservation and zoological communities, to deal with live tigers that are surplus to *in situ* conservation efforts.
- \* **TRAFFIC supports the CITES Secretariat recommendation that China continue to report to CITES on its implementation of Resolution Conf. 12.5, with a review of China's progress at the 57th Standing Committee meeting.**<sup>57</sup>
- \* **All range States should increase efforts to control the Asian big cat skin trade, for all Asian big cats, but especially the Leopard and Clouded Leopard.**
- \* **Efforts towards strengthened, specialized law enforcement have shown good results for Asian big cats in some range States, and these should be strengthened**, particularly in China, India, Indonesia, Malaysia and Thailand, and support for law enforcement capacity-building is urgently needed in Bangladesh, Lao PDR, Mongolia, Myanmar, and Viet Nam.
- \* **As international cooperation is essential to conservation of Tigers in particular, there should be a "Tiger Summit" meeting, as has been called for by the CITES Secretariat,**<sup>33, 35, 57</sup> **as well as the Global Tiger Forum**<sup>2,8</sup> **and Save the Tiger Fund.**<sup>26</sup> IUCN's international conservation strategy development workshops, which have been held for other species of CITES concern, should be part of this process.
- \* **To enhance multilateral cooperation, all range States should join the Global Tiger Forum and participate in the Snow Leopard Network.** This assessment found only Fair progress on implementation effort for the recommendation in Resolution Conf. 12.5 for range States to support and participate in international Asian big cat conservation (**Table 3**).
- \* **Range and consumer States should partner with NGOs to lend their authority to public awareness messages promoting conservation of Asian big cats. Public awareness should be strengthened** particularly in Cambodia, Indonesia, Lao PDR, Malaysia, Thailand and Viet Nam.
- \* **Range States should adopt a policy of consolidating and destroying stocks of Asian big cat parts, after the details have been logged and they have been used as evidence in any resulting criminal prosecution.** Most stocks are derived from seizures and represent important data points about illegal trade, but they are perishable, difficult and expensive to preserve, and vulnerable to theft.
- \* **NGOs have a valuable role to play in Asian big cat conservation. Although they have fewer resources than governments, they have a sharper focus. They provide funding support, capacity building, and independent sources of information on illegal wildlife trade. Range States should increase their cooperation with relevant NGOs in Asian big cat conservation and trade control.**

### **Recommendations for the conservation community**

Resolution Conf. 12.5 "CALLS UPON all governments and intergovernmental organizations, international aid agencies, and non-governmental organizations to provide, as a matter of urgency, funds and other assistance to stop illegal trade in specimens of Asian big cat species, and to ensure the long-term survival of the Asian big cat species in the wild." (**Annex 1**). **The international community considers Asian big cat conservation and trade control a global priority, and should increase their support to assist range States to conserve their wild populations and control illegal trade.**

### **Recommendation regarding the CITES Tiger Enforcement Task Force**

The CITES Tiger Enforcement Task Force has only occasionally been convened as an ad hoc Task Force since its establishment in 2000. It should convene more regularly in conjunction with the CITES Enforcement Experts Group to help support efforts to improve law enforcement for Asian big cat trade control.

**\* The CITES Tiger Enforcement Task Force should establish an Asian Big Cat Database (ABCD) to improve intelligence on poaching and trade.** This database will only be effective if Parties participate and database management is funded.

CITES has long expressed interest in improving intelligence on Tiger poaching and trade in specific, in addition to wildlife trade in general. For example, to gain a better understanding of the illegal trade, the Tiger Enforcement Task Force recommended at the 53rd meeting of the CITES Standing Committee that a professional crime analysis be undertaken. Many NGOs submitted data, as did several range and consumer States (Bangladesh, China, South Korea, the Russian Federation, Thailand and Viet Nam). The Canadian Wildlife Service volunteered to conduct the analysis, but completion of the analysis has been hampered by lack of data.<sup>33</sup> Active provision of information to an Asian Big Cat Database would enhance analysis for intelligence-led enforcement.

The CITES Tiger High-Level Political Mission recommended that *"every consumer and range State that seizes an illicit shipment of tiger parts or derivatives, or any Party who intercepts such a shipment, should communicate the details of such action to each country of origin/export/re-export that can be determined and, in any case, to the CITES Secretariat. Any country so advised should conduct an appropriate investigation and report the result to the State of seizure/interception and to the Secretariat. The Conference of the Parties should direct the Secretariat to communicate to ICPO-Interpol and the World Customs Organization the importance of such exchanges of information and to request their participation in facilitating this. The mission noted the continuing intelligence that China remains a primary destination for Tiger parts and derivatives and suggests, therefore, that China should especially be prepared to participate."*<sup>36</sup>

The CITES Secretariat recently announced it would discontinue its ten year old database TIGERS (Trade Infraction and Global Enforcement Recording System), due to a lack of Party contributions and maintenance resources within the Secretariat.<sup>56</sup> Although these previous attempts have failed, TRAFFIC notes the evident success of an international database approach used for elephant ivory (ETIS),<sup>53</sup> and feels that a similar system is feasible for Asian big cats.

**Annex 1: Text of Resolution Conf. 12.5**

(Individual measures recommended in this Resolution are numbered below for ease of reference to Table 3).

***Resolution Conf. 12.5 Conservation of and trade in tigers and other Appendix-I Asian big cat species***

RECALLING Resolution Conf. 11.5, adopted by the Conference of the Parties at its 11th meeting (Gigiri, 2000), relating to conservation of and trade in tigers;

NOTING that wild populations of tigers and other Asian big cat species (snow leopard, *Uncia uncia*, clouded leopard, *Neofelis nebulosa*, all subspecies of leopard *Panthera pardus* within its Asian range, and Asiatic lion, *Panthera leo persica*) are threatened by the combined effects of poaching and habitat loss caused by disturbance, fragmentation and destruction;

AWARE that all tigers and other Asian big cat species are included in Appendix I, and that commercial international trade in Asian big cat species and their parts and derivatives has been prohibited by the Convention since 1975 (with the exception of the Asiatic lion and the Amur tiger *Panthera tigris altaica*, which were included in 1977 and 1987, respectively);

CONSCIOUS that three subspecies of tiger, *Panthera tigris*, have become extinct within the last 50 years and noting with concern that, despite inclusion of Asian big cat species in Appendix I, illegal trade in specimens of nearly all these species has escalated and further threatens their long-term survival in the wild;

CONCERNED that the use of medicines and products containing parts and derivatives from the tiger and other Asian big cat species continues in many countries around the world and that the bones of some of these species may be used in traditional medicine systems as a substitute for tiger bone;

CONCERNED further that trade in skins from the tiger and other Asian big cat species appears to be escalating again, and that this trend could fuel poaching that could lead to extinction in the wild;

NOTING that the Standing Committee has called upon all Parties and non-Parties to the Convention to take such measures as are required to halt the illegal trade in tigers and tiger parts and derivatives;

COMMENDING the positive actions taken by some range and consumer States to address the illegal trade in tiger and tiger parts and derivatives and to facilitate cooperation with other Parties, but noting that measures are required to address illegal trade in specimens of all Appendix-I Asian big cat species;

CONSCIOUS that the driving forces behind the illegal killing of tigers and other Asian big cats and the illegal trade in specimens from them vary from region to region and may include financial gain from the sale of live specimens, parts and derivatives, protection of people living in Asian big cat habitats and protection against or response to the predation of livestock;

RECOGNIZING that strengthened technical cooperation between range and non-range States and financial support, would contribute to more effective conservation of tigers and other Asian big cat species;

ACKNOWLEDGING that increased political commitment, financial resources and expertise in some range and consumer States will significantly improve control of the illegal killing of Asian big cat species, trade in their parts and derivatives and protection of their habitats;

ACKNOWLEDGING the progress made through the CITES Tiger Enforcement Task Force, including the enforcement training course conducted in India, but noting that the causes of conservation problems could be relevant to other Asian big cat species and that the solutions to reduce illegal trade in tiger specimens could be applied to benefit these species;



ACKNOWLEDGING further the actions and reports of members of the Snow Leopard Network and of the Global Tiger Forum in reviewing the threats to the long-term survival of the species in the wild and the recommended measures to address those threats;

RECOGNIZING also that long-term solutions to the protection, conservation and management of tigers and other Asian big cat species and their habitats requires the adoption of bold and innovative actions based on a sound base of information;

## **THE CONFERENCE OF THE PARTIES TO THE CONVENTION**

### **URGES:**

1a) all Parties and non-Parties, especially range and consumer States of Asian big cat species, to adopt comprehensive legislation and enforcement controls which clearly define the administrative responsibilities of the various government agencies responsible for regulating trade within and outside of protected areas and in outlets for parts and derivatives such as in wildlife markets and shops, etc., as a matter of urgency;

1b) all Parties seeking to improve their legislation prohibiting international commercial trade in specimens of tiger and other Asian big cat species, and products labelled as, or claiming to contain, their parts and derivatives, to adopt such legislation, to include penalties adequate to deter illegal trade and to consider introducing national measures to facilitate implementation of CITES, such as voluntarily prohibiting internal trade in such parts, derivatives and products, as provided for in Resolution Conf. 9.6 (Rev.);

1c) all Parties, especially range and consumer States, to introduce innovative enforcement methods and, as a matter of priority, strengthen enforcement efforts in key border regions;

1d) those Parties and non-Parties in whose territory tigers and other Asian big cat species are bred in captivity to ensure that adequate management practices and controls are in place to prevent parts and derivatives from entering illegal trade from or through such facilities;

1e) those Parties and non-Parties in whose countries there exist stocks of parts and derivatives of tiger and other Asian big cat species (such as tiger bone stocks), but not including pre-Convention specimens, to consolidate and ensure adequate control of such stocks, and where possible destroy the same, with the exception of those used for educational and scientific purposes;

1f) range and non-range States of the tiger and other Asian big cat species to support and participate in international conservation programmes, such as the Global Tiger Forum and the Snow Leopard Network; and

1g) all range and consumer States that are not party to CITES to accede to the Convention at the earliest possible date in order to improve control of international trade in parts and derivatives of tiger and other Asian big cat species;

### **RECOMMENDS that:**

2a) the CITES Secretariat expand the remit of the CITES Tiger Enforcement Task Force to include all Asian big cat species;

2b) the range States of the tiger and other Asian big cat species ensure that anti-poaching teams and enforcement units are established and effectively resourced to counter the illegal killing of and trade in Asian big cat species, and that intelligence is shared between relevant enforcement agencies to counter illegal killing and trade;

2c) range States of the tiger and other Asian big cat species carry out appropriate education and awareness campaigns directed at urban and rural communities and other targeted groups, on the ecological and cultural significance and the significance for ecotourism of Asian big cats, their prey and habitats;

2d) all range and consumer States take measures to increase awareness of wildlife crime and illicit wildlife trade among their enforcement, prosecution and judicial authorities;

2e) the enforcement agencies in range and consumer States of the tiger and other Asian big cat species establish cooperative bilateral and multilateral arrangements, especially for the management of shared wildlife species and protected habitats with common boundaries, in order to achieve more effective control of illegal international trade in specimens of Asian big cat species;

2f) Parties and non-Parties convene regional workshops on law enforcement needs associated with illegal cross-border movement of specimens of Asian big cat species, including the extent of the trade, smuggling routes, methods and final consumer markets for live specimens and parts and derivatives, with technical assistance from the CITES Secretariat and, where available, financial support from interested governments and organizations; and

2g) the range States of Asian big cat species conduct, where appropriate, studies to examine the motivation behind the illegal killing of these species and to recommend appropriate measures to address such motivation;

**REQUESTS:**

3a) countries and organizations with the relevant expertise to encourage and support range and consumer States, as a matter of urgency, in the development of practical identification manuals to aid the detection and accurate identification of parts and derivatives of Asian big cats; and

3b) that, since biological and distribution data are essential for the implementation of the Convention, donor nations assist in funding the infrastructure and the provision of expertise to develop computer databases and mapping as well as any other necessary conservation management techniques;

**RECOMMENDS** that the consumer States of specimens from the tiger and other Asian big cat species:

4a) work with traditional medicine communities and industries to develop strategies for gradually reducing and eventually eliminating the use of Asian big cat parts and derivatives;

4b) where necessary and appropriate, remove references to parts and derivatives of Appendix-I Asian big cats from the official pharmacopoeia and include acceptable substitute products that do not endanger other wild species, and introduce programmes to educate the industry and user groups in order to eliminate the use of substances derived from Appendix-I Asian big cats and promote the adoption of appropriate alternatives; and

4c) carry out appropriate education and awareness campaigns to eliminate illegal trade in and use of Asian big cat skins as trophies, ornaments and items of clothing or for the production of other materials;

5) **CALLS UPON** all governments and intergovernmental organizations, international aid agencies, and non-governmental organizations to provide, as a matter of urgency, funds and other assistance to stop illegal trade in specimens of Asian big cat species, and to ensure the long-term survival of the Asian big cat species in the wild; and

**REPEALS** Resolution Conf. 11.5 (Gigiri, 2000) - Conservation of and trade in tigers.

## Annex 2. Key to References Used in Scoring Range State Performance

Resolution Conf. 12.5 Recommendation												
	BD	KH	CN	IN	ID	LA	MY	MN	MM	NP	RU	VN
1a Defined administrative trade control responsibilities	2	1,2	2,57	2	2,69	2	2,23,64	2, 10	2,65,69	2,19	2	2,21
1b Ban international and national trade, including derivatives, with deterrent penalties	3,7,8	1,2,44	3,5,8,12,16,57	3,8,13	2,3,8,9,14,63	2,8	2,3,4,23,62,64	2,10,47	2,60,65,69	2,3,18,19	3,455	2,21
1c Strengthened and innovative enforcement	7,8	1,2,44,61,67	1,12,57	1,13	1,2,9,14,63,69	2,8	2,23,62,64	2,10	1,2,65,69	2,18,19	15,45	1,2,21
1d Prevent illegal trade from ex situ sources	A	2	5,16,57	2,6	2,9	2,6	2,23	2	2	2	8	1,2
1e Consolidate, control and destroy stockpiles	6	2	5,12,57	2	9,14	6	2	2	2	2,19	2,45,152	2,7
1f Support and participate in international ABC conservation	2,6,7	2,6,7	2,8,12	2,6,7,13	2,8	2,6,7,8	2,8	2	2,6,7,8	2,8	2,8	2,8,21
1g Join CITES	2	2	2	2	2	2	2	2	2	2	2	2
2b Establish anti-poaching units and share intelligence	2,7,8	1,2,44,61	2,12,15,17	2,13	1,2,9,14,69	2,8	2,23,62	2	1,2,65,69	2,19	2,45,15	1,2,21,22
2c Public awareness and education campaigns for conservation	2	1,2,44	2,5,8,12,17,57	2,13	2,9,14	2,8	2,23,62,64	2	2	2,19	2,15	2,21,22
2d Prioritize prosecution of wildlife crimes	2,8	1,2,44,61	2,12,57	2,13	1,2,14,69	2,8	2,23,62	2,10	1,2	2,19	2,45,15	1,11,21
2e Multilateral, bilateral and transboundary cooperation	8,20	1,2,3,1,24,25	2,3,12,17,2,20,24,25,57	2,3,13,20,24,25	2,3,11	2,3,11,20	2,3,11,23	2,10,24,25	2,60	2,3,19,20	2,3,15,20	1,3,8,11,21
2f Regional wildlife trade control workshops	2	2,44	2,12,57	2,8,13	2	2,11	2,11,23	2	2	2,8,19	2,15	1,2,11,21
2g Research into poaching motives and solutions	2,8	1,44	2	2	2	2	2	2	2	2	2,45,152	2,22
4a Partner with TCM communities to eliminate demand		1,2	3,5,12,16				2,4,23,64					2
4b Prohibit medicinal use and promote substitutes		1,2	5,12,57				2,23,64	2,10				2,21
4c Public awareness and education targeting skin markets			5,12,57		2,9,14,63							

Key to country codes: BD = Bangladesh, KH = Cambodia, CN = China, IN = India, ID = Indonesia, LA = Laos, MY = Malaysia, MN = Mongolia, MM = Myanmar, NP = Nepal, RU = Russian Federation, TH = Thailand, VN = Vietnam

### Annex 3. Range State Progress Scorecard

Resolution Conf. 12.5 Recommendation	BD	KH	CN	IN	ID	LA	MY	MN	MM	NP	RU	TH	VN
1a Defined administrative trade control responsibilities	Fair	Fair	Poor	Fair	Poor	Poor	Fair	Fair	Poor	Good	Good	Fair	Fair
1b Ban international and national trade, including derivatives, with deterrent penalties	Fair	Fair	Good	Fair	Fair	Poor	Poor	Fair	Fair	Good	Fair	Fair	Poor
1c Strengthened and innovative enforcement	Fair	Good	Fair	Fair	Poor	Poor	Fair	Poor	Poor	Fair	Good	Fair	Poor
1d Prevent illegal trade from ex situ sources	Good	Fair	Poor	Good	Fair	Good	Good	Good	Good	Good	Good	Poor	Poor
1e Consolidate, control and destroy stockpiles	Fair	Poor	Poor	Poor	Fair	Fair	Poor	Poor	Poor	Fair	Good	Poor	Poor
1f Support and participate in international ABC conservation	Fair	Fair	Fair	Good	Fair	Fair	Fair	Fair	Fair	Good	Fair	Fair	Fair
1g Join CITES	Fair	Fair	Good	Good	Good	Good	Good	Good	Fair	Good	Good	Good	Good
2b Establish anti-poaching units and share intelligence	Fair	Good	Fair	Fair	Fair	Fair	Fair	Fair	Fair	Good	Good	Fair	Fair
2c Public awareness and education campaigns for	Good	Fair	Good	Good	Fair	Fair	Fair	Fair	Poor	Good	Good	Fair	Fair
2d Prioritize prosecution of wildlife crimes	Fair	Good	Fair	Fair	Fair	Poor	Poor	Poor	Poor	Good	Fair	Fair	Poor
2e Multilateral, bilateral and transboundary cooperation	Fair	Fair	Fair	Fair	Fair	Fair	Fair	Fair	Poor	Fair	Fair	Fair	Fair
2f Regional wildlife trade control workshops	Poor	Fair	Fair	Fair	Fair	Fair	Fair	Fair	Fair	Fair	Fair	Fair	Fair
2g Research into poaching motives and solutions	Fair	Good	Poor	Fair	Fair	Fair	Poor	Good	Poor	Good	Good	Fair	Poor
4a Partner with TCM communities to eliminate demand		Poor	Good				Poor		Poor			Poor	Poor
4b Prohibit medicinal use and promote substitutes			Good				Poor		Poor			Poor	Poor
4c Public awareness and education targeting skin markets			Good		Poor				Poor				
<b>Country Score</b>	<b>2.08</b>	<b>2.13</b>	<b>2.13</b>	<b>2.23</b>	<b>1.86</b>	<b>1.77</b>	<b>1.73</b>	<b>2.00</b>	<b>1.44</b>	<b>2.69</b>	<b>2.62</b>	<b>1.87</b>	<b>1.60</b>

Key to country codes: BD = Bangladesh, KH = Cambodia, CN = China, IN = India, ID = Indonesia, LA = Laos, MY = Malaysia, MN = Mongolia, MM = Myanmar, NP = Nepal, RU = Russian Federation, TH = Thailand, VN = Vietnam



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