

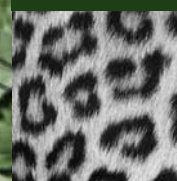
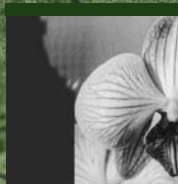


Environment
Canada

Environnement
Canada

WILD ANIMAL AND PLANT PROTECTION AND REGULATION OF INTERNATIONAL AND INTERPROVINCIAL TRADE ACT

2002, 2003, 2004 REPORT



© Her Majesty the Queen in Right of Canada, represented by the Minister of the Environment, 2006.

All Rights Reserved.

Catalogue No. CW70-5/2004

ISBN 0-662-68735-3

Online at www.cws-scf.ec.gc.ca

National Library of Canada cataloguing in publication

PDF CW70-5/2004E-PDF

ISBN 0-662-39401-1



CONTENTS

page

HIGHLIGHTS	1
INTRODUCTION	2
Purpose of WAPPRIITA	2
WAPPRIITA and the Convention on International Trade in Endangered Species of Wild Fauna and Flora	2
Responsibilities under WAPPRIITA	3
LEGISLATIVE AND REGULATORY AMENDMENTS	4
PERMIT SYSTEM	5
CITES Permits and Certificates	5
Other Permits	7
WILD ANIMALS AND PLANTS IN TRADE	8
Species being Exported	8
Species being Imported	10
ASSESSING THE RISK TO SPECIES FROM TRADE	11
Non-Detriment Findings	11
Additional Assessments Conducted by some Countries	12
COMPLIANCE PROMOTION AND ENFORCEMENT	13
Compliance Activities	13
Enforcement Activities	14
INTERNATIONAL COOPERATION	16
CITES Conference of the Parties	16
CITES Committees and Working Groups	18
FURTHER INFORMATION	20





Highlights

- Canada's participation in the successful 12th and 13th meetings of the Conference of the Parties to the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), in 2002 and 2004, respectively, included broad consultations with other federal, provincial and territorial agencies, non-governmental organizations, wildlife trade associations, industry representatives and others. Decisions made at the meetings resulted in changes to species listed in the appendices to the Convention. These included, in 2002, the addition of seahorses, of which one species occurs in Canadian waters, and, in 2004, the transfer of the bald eagle to a lower protection class, recognizing that efforts in North America have resulted in significant improvements to the conservation status of this species.
- The majority of export permits issued under WAPPRIITA/CITES in 2002, 2003 and 2004 were for cultivated plants, primarily cultivated ginseng, whose export accounts for over 50% of all permits issued; over 1.0 million kilograms of ginseng, at an approximate value of CAD\$33.00/kg, are exported from Canada annually.
- Wild bears (predominately American black bear specimens) are the most heavily exported Canadian animal species.
- In 2002, The *Wild Animal and Plant Protection and Regulation of International and Interprovincial Trade Act* was amended to provide for delegation of powers relative to permits under the act, as well as provisions for the Minister to take urgent action if a potentially harmful or invasive species not already included in Schedule II of the *Wild Animal and Plant Trade Regulations* is about to be imported.
- In 2002, several years of investigations on a special effort called *Bearnet*, led by Environment Canada's enforcement staff, resulted in successful prosecutions against individuals engaged in illegal trade of black bear parts.
- In 2003 and 2004, national CITES authorities agreed on a strategy for the development of standing non-detriment findings on threat from trade for key Canadian species and a federal/provincial/territorial working group was established to coordinate the development of these documents.
- On 1 July, 2004, Saskatchewan ceased to issue CITES export permits for items that leave its jurisdiction. The approximately 700 export permits issued by Saskatchewan annually for provincially managed wildlife species are now being issued by CITES authorities at Environment Canada.
- Total numbers of CITES/WAPPRIITA export permits issued by Canadian jurisdictions were fairly constant in 2002, 2003 and 2004, with total numbers issued being 28 826, 26 271 and 29 552, respectively.



Introduction

This report meets the Minister of the Environment's obligation, under section 28 of the *Wild Animal and Plant Protection and Regulation of International and Interprovincial Trade Act* (WAPPRIITA), to report annually on the administration of the Act. This report covers the annual administration of the Act for the years 2002, 2003 and 2004.

Purpose of WAPPRIITA

The *Wild Animal and Plant Protection and Regulation of International and Interprovincial Trade Act* (WAPPRIITA) received royal assent on 17 December, 1992, and came into force on 14 May, 1996, when the *Wild Animal and Plant Trade Regulations* took effect. The purpose of WAPPRIITA is to protect Canadian and foreign species of animals and plants that may be at risk of overexploitation because of unsustainable or illegal trade and to safeguard Canadian ecosystems from the introduction of harmful species. It accomplishes these objectives by controlling the international trade in wild animals and plants, as well as their parts and derivatives, and by making it an offence to transport illegally obtained wildlife between provinces or territories or between Canada and other countries.


WAPPRIITA and the Convention on International Trade in Endangered Species of Wild Fauna and Flora

WAPPRIITA is the legislative vehicle through which Canada meets its obligations under the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES). WAPPRIITA provides authority in Canada for regulation of trade in wild species (import, export, re-export) based on a system of permits and certificates, as required by the Convention. These permits and certificates can be issued if certain conditions are met and they must be presented before consignments of specimens are allowed to leave or enter the country.

Canada was one of the original Parties to this international agreement in 1973; by the end of 2004, CITES had been adopted by 167 sovereign states. Eleven new Parties acceded to the Convention during the period 2002, 2003 and 2004: Albania, Bhutan, Ireland, Kuwait, Lao People's Democratic Republic, Lesotho, Libyan Arab Jamahiriya, Palau, Samoa, Serbia and Montenegro and the Syrian Arab Republic.

CITES sets controls on the trade and international movement of animal and plant species that have been, or may become, threatened with overexploitation as a result of trade pressures. Such species are identified by the Parties and are listed in one of three appendices to the Convention, according to the level of control considered necessary.

- Appendix I lists species that are threatened with extinction. Trade in these species is strictly regulated to ensure their survival, and trade for primarily commercial purposes is prohibited.

- 
- Appendix II lists species that are not currently threatened with extinction, but may become so unless trade is strictly regulated to avoid overexploitation.
 - Individual Parties may list species found within their borders in Appendix III in order to manage international trade in those species.

In Canada, all animals listed as fauna and plants listed as flora in the three Appendices to the Convention appear in Schedule I of the *Wild Animal and Plant Trade Regulations*. CITES permits are issued by the CITES management authorities under WAPPRIITA.

Responsibilities under WAPPRIITA

Environment Canada is the federal government department responsible for administering and enforcing WAPPRIITA. As required by the Convention on International Trade in Endangered Species of Wild Fauna and Flora, Canada has designated CITES management and scientific authorities who are responsible for issuing CITES permits (export, import, re-export). Management and scientific authorities are located in Environment Canada (which hosts the national CITES office), Fisheries and Oceans Canada (for fish and marine mammals), and Natural Resources Canada (for trees). In addition, management and scientific authorities designated in each province and territory (except Alberta, which withdrew in 1995, and Saskatchewan, which withdrew in 2004) are responsible for wild species leaving their jurisdiction.

As well, the Canadian Food Inspection Agency, which is designated a management authority, processes CITES documentation for the export of certain artificially propagated plants as an attachment to documents required under the *Plant Protection Act*, which it administers.

Memoranda of Understanding (MOUs) to support cooperative management, administration, and enforcement of WAPPRIITA have been established with Saskatchewan and Yukon (1997); Alberta, Manitoba, and the Northwest Territories (1998); British Columbia and Prince Edward Island (1999). Negotiations remain open to reach agreement on similar MOUs with the remaining jurisdictions. To provide for ticketing for WAPPRIITA offences under the *Contraventions Act*, the Department of Justice has reached agreements with Ontario (1996), Prince Edward Island and New Brunswick (1997), Manitoba (1998), and Nova Scotia and Quebec (2000). Within budget limits, negotiations remain open to reach similar ticketing agreements with other provinces and territories.

Enforcement of WAPPRIITA is overseen by Environment Canada and is carried out by five regional offices (Pacific and Yukon, Prairie and Northern, Ontario, Quebec, and Atlantic) in cooperation with other federal agencies as well as with provincial and territorial wildlife agencies. The federal agencies include the Canada Customs and Revenue Agency (now Canada Border Services), the Royal Canadian Mounted Police, and Fisheries and Oceans Canada. Customs officials play a key role at the international border by manually verifying and validating CITES permits; inspection by Environment Canada personnel is required, for example, for live or difficult-to-identify specimens.



Legislative and Regulatory Amendments

Two amendments to WAPPRIITA received royal assent in December 2002. The first amendment provides authority for the Minister of the Environment to delegate to any federal or provincial minister or any employee of the federal or provincial governments powers relating to permits (new subsection 10(4)). This amendment supports and will promote and enhance the strong level of cooperation that Environment Canada already has with other federal departments and agencies and with provincial and territorial governments.

Under the second set of amendments, provisions were added to the Act regarding protection of Canadian ecosystems or species. Under this new authority (new section 21.1), the Minister of the Environment may recommend that an order be made to add a species to the list of species requiring an import permit (Schedule II of the *Wild Animal and Plant Trade Regulations*). This power will allow the Minister to take urgent action if a potentially harmful or invasive species not already included in Schedule II is about to be imported. Both of these amendments came into force in June 2003.

Following changes in the CITES Appendices approved at each CITES Conference of the Parties, work was initiated to amend Schedule I of the *Wild Animal and Plant Trade Regulations* to bring the Schedule in line with the CITES Appendices. Changes adopted at the 12th CITES Conference of the Parties in October 2002 came into force March 30, 2004. As of December 2004, work was well underway to update the regulations to reflect the decisions taken at the 13th Conference of the Parties held in November 2004. With improved efficiency in the amendment process, these updates came into effect early in 2005, within 90 days of 12 January 2005, thus meeting the provisions of the Convention.



Permit System

CITES Permits and Certificates

CITES depends on international cooperation to regulate cross-border flows of wildlife through a global system of permits checked at international borders. In Canada, CITES permits and certificates are issued under the authority of the *Wild Animal and Plant Protection and Regulation of International and Inteprovincial Trade Act*. There are different permit requirements depending on the Appendix in which a species is listed. For example, an Appendix I species requires both an export permit from the exporting country and an import permit from the importing country, while an Appendix II species only requires an export permit. Permits are issued by federal, provincial and territorial agencies.

Environment Canada issues:

- all CITES import permits;
- temporary movement permits for live animals (e.g., travelling circuses, pets);
- scientific certificates (e.g., blood or tissue samples for biomedical research);
- CITES export permits for multiple shipments, by certain nurseries, of artificially propagated plants (e.g., ginseng, orchids, cacti);
- all export permits on behalf of Alberta (e.g., black bear, other furbearers);
- all export permits on behalf of Saskatchewan as of 1 July 2004 (e.g., black bear, other furbearers); and
- all export permits for exotic species for British Columbia.

Fisheries and Oceans Canada issues:

- all CITES export permits for fish and marine mammals.

The Canadian Food Inspection Agency processes:

- CITES documentation for the export of those artificially propagated plants that are exported under a document under the *Plant Protection Act* (e.g., orchids, cacti).

The provinces and territories (except as noted above for Alberta, Saskatchewan and exotics for British Columbia) issue:

- all CITES export permits for species leaving their jurisdiction (e.g., bear, wolf and other furbearers).

Most permits and certificates issued under WAPPRIITA for the period 2002, 2003 and 2004 were to allow species listed in the CITES Appendices/Schedule I of the *Wild Animal and Plant Trade Regulations* to be imported, exported, or re-exported (see Table 1 and Table 2). In addition, those specimens being imported into Canada under CITES Appendix II or III are supported only by a foreign country export permit; no corresponding Canadian permit is required (see Table 3). Permit numbers in the tables are based on validated (used) permits that are returned to Environment Canada for data capture.

Table 1. CITES permits and certificates issued by Canada in 2001, 2002, 2003 and 2004 (based on numbers of permits returned to Environment Canada)

Year	Import ¹				Export				Temporary Export/Import ¹				Scientific ¹			
	2001	2002	2003	2004	2001	2002	2003	2004	2001	2002	2003	2004	2001	2002	2003	2004
Federal agencies	160	159	226	172	7 039	21 821	19 730	22 959	180	187	148	89	36	36	21	21
Provincial agencies ²					6 548	7 005	6 641	6 593								
TOTAL	160	159	226	172	13 587	28 826	26 371	29 552	180	187	148	89	36	36	21	21

¹ The federal government issues all import permits, temporary export/import permits and scientific certificates.

² Alberta (as of 1995) and Saskatchewan (as of 1 July 2004) do not issue CITES permits; these are issued by Environment Canada and are included in the Federal Agencies total.

Table 2. CITES Export Permits issued by Provincial/Territorial jurisdictions in 2001, 2002, 2003 and 2004

Jurisdiction	Export			
	2001	2002	2003	2004
British Columbia	1 524	1 461	1 073	1 344
Alberta ¹				
Saskatchewan ¹	726	717	793	599
Manitoba	1 099	1 237	1 212	1 258
Ontario	1 155	1 064	1 173	1 082
Quebec	1 300	1 631	1 399	1 469
New Brunswick	259	344	356	357
Nova Scotia	30	28	28	26
Prince Edward Island	0	0	1	1
Newfoundland and Labrador	116	180	239	186
North West Territories	140	139	139	123
Yukon	196	203	225	143
Nunavut	3	1	3	5
TOTAL	6 548	7 005	6 641	6 593

¹ Alberta (as of 1995) and Saskatchewan (as of 1 July 2004) do not issue CITES permits.

Table 3. Number of foreign country export permits collected for specimens being imported into Canada

Year	Export Permits
2001	2 021
2002	2 679
2003	3 176
2004	3 096

In 2002, following targeted compliance promotion measures with permit holders, particularly those with multiple-use export permits, there was a much improved rate of return of permits. This is reflected in the much higher number shown for CITES export permits issued by federal agencies in 2002, 2003 and 2004 relative to the number from 2001 (see Table 1). Most of the permits in question related to artificially propagated ginseng shipments from specific nurseries.

Since 2000, the *Wild Animal and Plant Trade Regulations* have provided certain permit exemptions under the Personal Effects and Household Effects exemption. Accordingly, exports and imports of specimens qualifying for the exemption move across the Canadian border without CITES permits. For example, American hunters visiting Canada may take their fresh black bear hunting trophies back to the USA using the Canadian hunting licence as the export document.

Other Permits

The importation of any living specimens of species listed in Schedule II of the *Wild Animal and Plant Trade Regulations* that may be harmful to Canadian species or ecosystems requires an import permit under subsection 6(2) of WAPPRIITA. In 2002, one permit was issued to authorize the importation of two meerkats (*Suricata suricatta*), a controlled species listed in Schedule II of the Regulations. The meerkats were imported by a zoological institution for breeding and other zoo purposes.

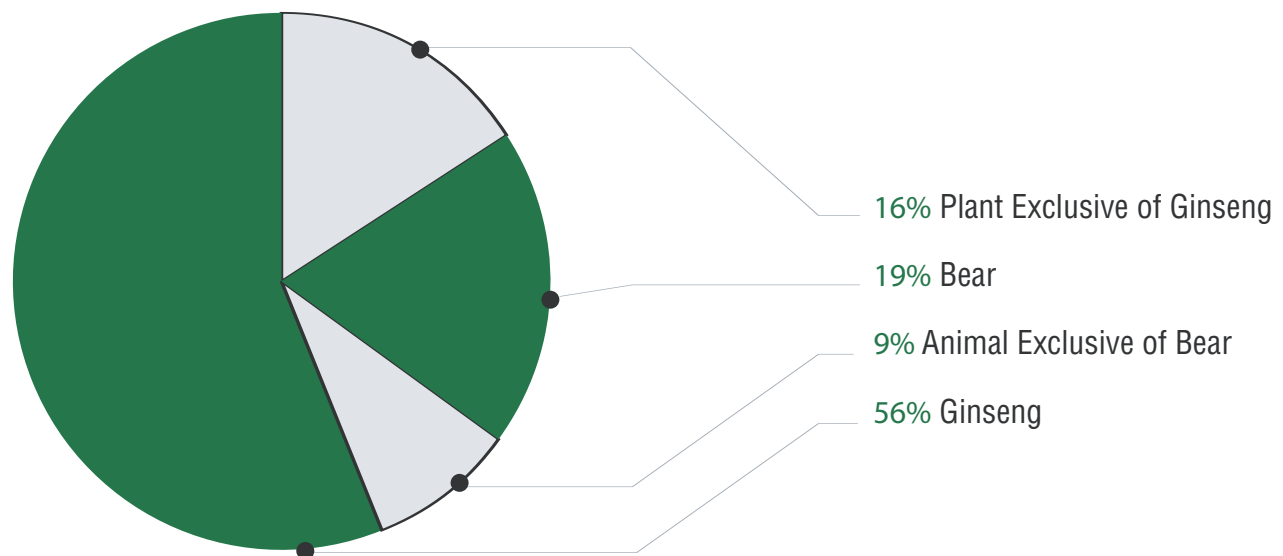
Wild Animals and Plants in Trade

Analysis of specimens recorded on CITES permits for 2002, 2003 and 2004 shows that Canada's wildlife exports were primarily wild-harvested native animals and artificially propagated specimens of native plant species, while imports were generally foreign species.

Species Being Exported

Based on the total number of permits issued, the majority of Canadian exports of CITES listed species are of plants. Overall, plants accounted for over 70% of all Canadian CITES export permits issued in any given year. While plant specimens being exported were primarily cultivated (artificially propagated), exported animals specimens are mostly from individuals harvested from the wild. These statistics using total numbers of permits give a general idea of permit trade activity; however, one permit may list more than one specimen, including their parts or derivatives, or specimens of more than one species.

Figure 1: Canadian export permits for plant and animal species (2002, 2003 and 2004)





Plant Exports

In 2002, 2003 and 2004, the export permits issued for cultivated (artificially propagated) plants consistently fell into three main groupings:

- Approximately 8% annually were for cactus or cactus-like plants being exported to the USA.
- Approximately 7% were for orchid species being exported to the USA.
- The bulk of plant export permits (almost 75% of all plant permits annually or over 10 000 permits) were for American ginseng, mostly (over 90%) being exported to Hong Kong and mainland China. Ginseng thus accounts for at least half of all Canadian CITES export permits issued in 2002, 2003 and 2004. Over 1.0 million kilograms, and as high as 2.9 million kilograms (in 2002), of ginseng are exported from Canada annually. With an estimated value of CAD\$33/kg, ginseng is a significant wildlife product in trade. Only cultivated ginseng is exported; Canada does not allow export of wild ginseng.

Animal Exports

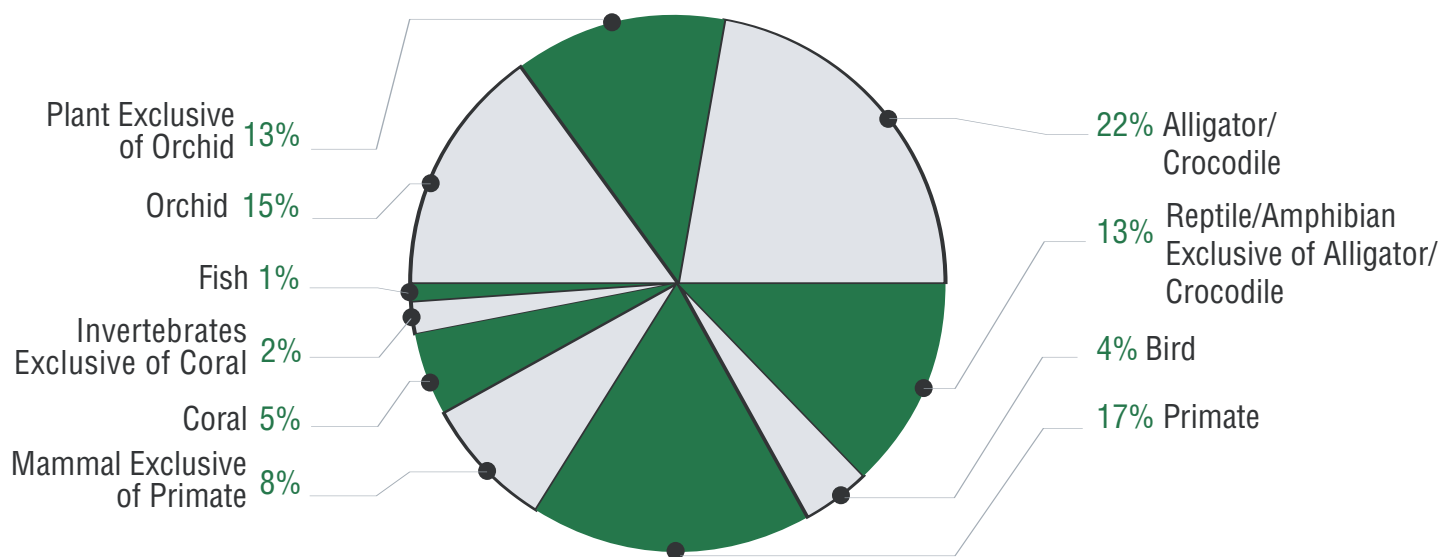
In 2002, 2003 and 2004, export permits were issued for a number of mammal, bird, reptile, amphibian, invertebrate and fish species. However, of Canadian animal export permits issued, the majority (over 90%) annually are for bear, wolf or felid (wild cat) species, and bear alone accounts for over 60% of all animal export permits:

- While all three of Canada's bear species — American black bear, polar bear and grizzly bear — are hunted, the black bear is the most often traded, making up approximately 90% of all Canadian bear exports.
- British Columbia and Manitoba account for the majority of all bear export permits (up to 40% of all bear permits issued annually) issued, with Manitoba generally issuing the greatest number of black bear export permits. Environment Canada (on behalf of Alberta) issues approximately an additional 17–18% of all bear export permits. Of the remaining, less than 5% of all bear export permits were issued by the Yukon, Northwest Territories and Nunavut, slightly over 10% collectively by Newfoundland and Labrador, Nova Scotia, and New Brunswick, 10% by Saskatchewan, and slightly under 10% by Ontario and Quebec.
- Almost all bear, canid and felid exports are specimens from the wild, with the exception of a very few exotic cat species exported from captive breeding operations in Canada.
- Overall, the majority of bear and canid (over 75%) specimens are exported as either a hunting trophy or personal item, with a lesser number being exported for commercial purposes. The purpose of felid exports is more evenly split between commercial purpose and as a personal item or hunting trophy. In contrast, exports of other animal species are approximately evenly divided among personal/hunting trophy, commercial, and other purposes, such as research, zoo, breeding, or reintroduction.

Species Being Imported

In 2002, 2003 and 2004, Canada collected and recorded data from those CITES export permits issued by other countries (see Table 3) that were sent to Environment Canada. Analysis of these data provides the following information on types of species being imported into Canada.

Figure 2: Canadian imports of CITES listed species (2002, 2003, 2004)



Some highlights of the imports include:

- The majority of imports were animal species, with the greatest proportion being reptile and amphibian imports.
- The top three Canadian imports (orchid, primate and alligator/crocodile) collectively accounted for over 50% of all Canadian imports. Over 95% of orchid imports were intended for commercial purposes, with over 80% of these imports entering Canada from the United States. Alligator or crocodile imports (primarily skins) accounted for over 20% of all Canadian imports, with over 95% of these imported for commercial purposes.
- As with most orchid imports, Canadian primate imports arrived predominately from the United States (over 90%), with the majority imported for biomedical research. Conversely, the country of export for alligator or crocodile imports varied more, with over 55% arriving from western European countries, primarily Switzerland, and 40% or less arriving from the United States.
- In total, the United States was the country of export for over 50% of imports into Canada with an approximate additional 25% arriving in Canada from western European nations.



Assessing the Risk to Species from Trade

Non-Detriment Findings

Countries exporting specimens of species listed on CITES Appendix I (all species threatened with extinction which are or may be affected by trade) or Appendix II (species that may be threatened with extinction if trade is not strictly regulated to avoid overexploitation) must provide a scientific determination that such export will not be detrimental to the survival of the species. This is referred to as a "non-detriment finding." Non-detriment findings may be determined on a permit-by-permit basis or, for more heavily traded species, developed as a standing document. Although there is no agreed standard for non-detriment findings, guidance on how to prepare standing non-detriment findings has been prepared by the CITES Secretariat and IUCN - The World Conservation Union.

In 2002, Canadian CITES scientific authorities developed pilot standing non-detriment documents for three Canadian species listed in Appendix II of CITES that are or may be subject to higher levels of trade. These species are American ginseng, goldenseal, and grizzly bear from British Columbia. It should be noted that while American ginseng and goldenseal are listed as endangered and threatened respectively under the *Species at Risk Act*, Canadian international trade in these species occurs in cultivated (artificially propagated), not wild, specimens. Cultivated ginseng is heavily traded, but goldenseal is not.

In 2003, preliminary standing non-detriment documents were prepared for an additional two Canadian species (*Taxus canadensis*, ground hemlock, and *Taxus brevifolia*, Pacific yew). These species are not currently listed in the CITES Appendices. However, *Taxus* species are subject to high levels of trade, prompting some interest within some CITES Parties to examine and possibly list this group of species on the CITES Appendices. In 2004, after discussion and review among the Parties, those *Taxus* species native to Asia were proposed and approved for listing on CITES Appendix II at CoP 13.

In 2003 and 2004, a procedure to develop a priority species list for development of standing non-detriment documents was agreed to in consultation with the provinces/territories, Fisheries and Oceans Canada and the Canadian Forest Service of Natural Resources Canada. A database and an extranet site were developed to compile data and the priority list was created. A federal/provincial/territorial non-detriment finding working group, led by the CITES Scientific Authority in Environment Canada, will coordinate the development of the priority standing non-detriment finding documents.



Additional Assessments Conducted by Some Countries

For certain species, some jurisdictions, such as the United States and the European Union, enforce regulations that are stricter than those of CITES. In the case of the European Union (EU), this has led to a higher level of scrutiny of exporting countries and their species- and habitat-management regimes.

Canada's exports of grizzly bear hunting trophies have been the subject of ongoing review by the European Union. Working in close cooperation with the Government of British Columbia, Canada provided the EU Scientific Review Group with additional scientific data in 2002 on the grizzly bear population in British Columbia. The data showed that the level of export was sustainable and did not threaten the survival of the population. As a result, in April 2002, the EU Scientific Review Group reversed its December 2001 negative opinion on the import of harvested grizzly bears from British Columbia. However, the new positive opinion included a caveat that the issue would remain under review, pending the release of management recommendations arising from an independent Canadian panel of bear experts and a further evaluation of the implementation of these recommendations in British Columbia.

In March 2003, the report from the independent panel was released, confirming the British Columbia government is managing grizzly bear effectively and using sound population estimates. British Columbia further confirmed its intention to take immediate action on a number of panel recommendations, with remaining recommendations to be addressed in a revised long-term grizzly bear conservation strategy. The report and response from the British Columbia government were forwarded to the EU Scientific Review Group for their January 2004 meeting. However, in May 2004, the EU informed Canada that they had formed a negative opinion that they would proceed to formalize by publishing an import suspension for all grizzly bear hunting trophies from British Columbia. The opinion was based on their determination that British Columbia had shown insufficient progress in its implementation of the independent panel's recommendations. Canada has expressed disappointment with this decision and will continue to issue CITES export permits for grizzly bear hunting trophies from British Columbia, based on our current science-based non-detriment finding.



Compliance Promotion and Enforcement

Compliance Activities

Environment Canada continued its efforts to promote compliance with WAPPRIITA by increasing public awareness through information and media items, enhanced Web pages, printed information, brochures for travellers, regular mailings to user groups, CITES displays in public buildings, public information sessions, attendance at special events, and monitoring. Examples include the following:

Information and Media

In the period 2002, 2003 and 2004, Environment Canada's regional offices continued to provide assistance and information on CITES to conference organizers and exhibitors and supplied examples of confiscated items for use in displays and lectures. Information was also available to the public at CITES exhibit kiosks in major Canadian international airports and at selected border crossings. Officers from all units participated in interviews with the media and prepared media releases for television, radio, and the print media. In 2003, a CITES bag tag with relevant information on CITES in Canada was produced as a marketing product to improve CITES visibility among the national and international community.

Web Pages

Work continued on enhancing the CITES-Canada Web site (www.cites.ec.gc.ca). In 2002, new documents, application forms for CITES export permits, a search engine, and an indexed and searchable list of the approximately 230 CITES species that are native to Canada with links to other available information were added. This website also served as an invaluable tool for communicating Canada's tentative positions prior to attending CITES CoP 12 and CoP 13. The CITES-Canada Web site is complemented by an Enforcement Branch Web site (www.cws-scf.ec.gc.ca/enforce/) established in 2002, which was designed to assist the public in obtaining comprehensive information on CITES enforcement activities. As well, a Web page specific to import and export under CITES (www.cws-scf.ec.gc.ca/enforce/cites/) was created in 2002 to help importers and exporters comply with the regulations.



Identification Guides

In November 2002, Environment Canada's Enforcement Branch completed the CITES identification guide for tropical woods. The trilingual (English, French, Spanish) CITES Identification Guide-Tropical Woods was published by Environment Canada in cooperation with the CITES Secretariat and the Animal and Plant Health Inspection Service and the Forest Service of the United States Department of Agriculture. It has been distributed to all CITES Parties' management authorities. Further building on this widely recognized series, in 2003 the CITES Identification Guide — Hunting Trophies was published by Environment Canada, in collaboration with the CITES Secretariat, CONABIO (the Mexican biodiversity commission) and Safari Club International. Also, in 2002, the CITES Identification Guide — Butterflies (2000) was translated into Chinese with the collaboration of TRAFFIC (Trade Records Analysis of Fauna and Flora in Commerce, a non-governmental wildlife trade monitoring network).

These guides are designed to help officials responsible for enforcing CITES to effectively and efficiently control transborder movement of specimens. They use a simple visual approach to facilitate the identification process and require no advanced level of training or previous knowledge of biology. Other guides in the same series include Birds (1994), Crocodylians (1995), Turtles and Tortoises (1999), Butterflies (2000), and Sturgeons and Paddlefish (2001). All guides are available in electronic format at the following address: www.cws-scf.ec.gc.ca/enforce/species_e.cfm.

Enforcement Activities

Inspections and Training

Compliance with WAPPRIITA is monitored by verifying and validating permits, auditing importers' and exporters' declarations, making inspections at international ports, running both routine and spot inspections of wildlife businesses, monitoring hunting, sharing information with the Canada Customs and Revenue Agency (now Canada Border Services) and other national/international agencies, gathering intelligence, and following up on reports from the public (e.g., through Crime Stoppers). On average, Environment Canada conducted about 1500 inspections related to wildlife trade annually in 2002, 2003 and 2004.

A number of courses have been prepared and delivered to wildlife officers and Customs investigators. These include courses on the identification and handling of reptiles and emergency procedures, the identification of orchids in trade, safe inspection of hunting trophies, birds and primates and a course on WAPPRIITA. In 2003, the CITES interactive course on CD-ROM prepared by Canada Customs and Revenue Agency in collaboration with Environment Canada was made available in its international version through the CITES Secretariat Web site (www.cites.org). In addition, wildlife officers received technical training in conducting internet investigations and e-mail tracing related to the illicit sale of wildlife.



Intelligence

Throughout the reporting period, Environment Canada's Enforcement Branch responded to various requests from CITES member countries, supplying strategic and tactical intelligence reports on issues common to both Canada and the requesting country. A year-long intelligence project on legal and illegal trade in caviar, detailing the overall risk to Canada and its trading countries, was initiated in 2002. The report identifies areas for priority enforcement action and gives a snapshot of the global problem and risks. As a result of the study, ongoing work is focussing on particular key regions.

Investigations

Working under the provisions of the applicable federal, provincial/territorial, or foreign legislation, Environment Canada investigates incidents of poaching or trafficking involving international or interprovincial movement of wildlife. Most of these investigations conclude with the confiscation of goods or issuance of a ticket. Many cases, including some that are precedents, were prosecuted or completed successfully in 2002, 2003 or 2004. Examples include cases involving illegal importation of corals, caviar, arowana (fish), and orchids, and illegal export of bear, and illegal export of a product containing bald eagle feathers.

In 2002, several years of investigations on a special effort called *Bearnet*, led by Environment Canada's enforcement staff, resulted in successful prosecutions against individuals engaged in illegal trade of black bear parts. Bear gall bladders are sought after for use in traditional Asian medicine. On the foreign black market, the price of bear gall bladders can range from CAD\$2,000 to \$10,000 each. The illegal trade in bear parts is increasing and is placing significant pressure on the population of this species. Canada has the largest remaining habitat of the black bear.

Environment Canada received information from United States Department of Agriculture Fish and Wildlife Service Intelligence about the sale of bear gall bladders on the Internet. This information led to an extensive investigation that uncovered a large network of trade and traffic in gall bladders and other wildlife.

A series of search warrants, executed simultaneously on 20 November, 2002, resulted in the seizure of more than 260 black bear gall bladders and an arrest for possession of a prohibited firearm. Environment Canada wildlife enforcement officers, Quebec and Ontario provincial conservation officers, the Royal Canadian Mounted Police, and the Toronto Police Service executed 60 search warrants in businesses and private dwellings in Quebec and Ontario. All individuals are suspected of being involved in a large bear gall bladder trafficking network with possible links in Quebec, Ontario, the United States, and Asia. The investigation is now considered closed with one of the major players fined CAD\$48,500 for their role in the operation.



International Cooperation

CITES Conferences of the Parties

Canada participated in the 12th Meeting of the Conference of the Parties (CoP 12), held at Santiago, Chile, in October 2002 and in the 13th Meeting (CoP 13), held at Bangkok, Thailand, in November 2004. In preparation for both meetings, Environment Canada invited government and non-governmental organizations and interested members of the public to submit proposals for changes to CITES listings. Prior to each of the meetings, a public meeting was held to discuss the various proposals that were to be considered by the Parties at the Conference. CoP 12 included 61 proposals to add a species to or remove a species from an Appendix or to amend (for example, change the annotations to) the CITES Appendices, and 65 proposals providing further interpretation of the Convention and its administration. CoP 13 saw 50 proposals to amend the Appendices and 62 interpretation and administration proposals.

Canada's delegations to both CoP 12 and CoP 13 included representatives from Environment Canada, the Department of Foreign Affairs and International Trade, Fisheries and Oceans Canada, Natural Resources Canada (Canadian Forest Service) as well as provincial/territorial representatives. These included British Columbia, the Northwest Territories, and Ontario for CoP 12 and British Columbia, the Yukon and Nova Scotia for CoP 13. At both meetings, the delegation met daily with Canadian non-governmental organizations attending the meeting as observers. Parties to CITES recognized Canadian leadership as demonstrated by the appointment of Canada's Head of Delegation for CoP 12 (Karen Brown) to chair the meetings of the CoP 12 financial working group and appointment of Canada's Head of Delegation for CoP 13 (David Brackett) as a vice-chairman of the conference at CoP 13.

New resolutions and decisions approved by the Conference of the Parties are implemented according to Canadian law. After each CoP, Schedule I of the *Wild Animal and Plant Trade Regulations* (which includes all CITES species listed throughout the world) is amended to reflect changes in the species listed in the Appendices to CITES.

Additional information on the results of both Conferences of Parties are available on the CITES Secretariat Web site (www.cites.org) and on the CITES-Canada Web site at www.cites.ec.gc.ca.



CoP 12 Highlights

Two decisions made at the conference affected Canadian species and trade:

- Seahorses were added to Appendix II. One species of seahorse occurs in Canadian waters; however, there is no known Canadian trade in this species.
- An exemption from CITES requirements, when certain conditions are met, was given to certain artificially propagated orchid species listed in Appendix II. This exemption will facilitate the Canadian nursery trade in these specimens.

At CoP 12, Canada actively promoted its CITES identification manuals and the interactive CD-ROM training course for customs officers that was prepared by Canada Customs and Revenue Agency in collaboration with Environment Canada. Richard Charette of Environment Canada received the Clark R. Bavin Award for his outstanding achievements in providing enforcement tools (CITES Identification Guides) to customs and wildlife enforcement officers worldwide.

CoP 13 Highlights

Decisions taken at the 13th Conference of the Parties that have significant effect on Canadian species in trade included:

- The transfer of the bald eagle to Appendix II (thus easing trade controls) was accepted by consensus. Although this decision would now allow for commercial trade in bald eagle products under CITES, Canada does not plan to ease Canadian controls for the protection of this species. The United States similarly indicated bald eagle trade would remain regulated through their *Bald Eagle Protection Act*.
- A proposal to remove bobcat from CITES controls was withdrawn in favour of a decision to undertake a review of the listings of wild cat species, with an emphasis on deciding whether these listings remain necessary for the conservation of threatened cat species. Canada will be active in contributing to this review.

As with CoP 12, Canada's objectives heading into CoP 13 were to ensure consistency between CoP decisions and Canadian environmental policy, with an emphasis on positioning CITES within the overarching objectives of the Convention on Biological Diversity and improving linkages with other biodiversity-related instruments. These objectives were achieved in significant decisions laying out a future direction for the CITES Strategic Vision that recognizes the influence of the World Summit on Sustainable Development biodiversity target (to significantly reduce the rate of biodiversity loss by 2010) and decisions on synergy with the Convention on Biological Diversity, among others. Several listing decisions also took explicit note of sustainable development factors.



CITES Committees and Working Groups

Throughout 2002, 2003 and 2004, Canada participated actively in a number of working groups and committees to ensure sustained cooperation with other partners in CITES, both regionally and internationally. These groups, which help to ensure more effective implementation and enforcement of the Convention and conservation of the wildlife resources in trade, included the following:

Three permanent committees under CITES

Canada participated in the meetings of the CITES Standing Committee, the CITES Plants Committee, and the CITES Animals Committee. Decisions made by these bodies affect Canada's obligations under CITES and greatly influence the decisions ultimately taken at Conferences of the Parties. It is important that Canada have input in them.

North American Regional Meetings

In preparation for the 12th meeting of the CITES Conference of the Parties, Canada met with its North American counterparts via the seventh meeting of the Canada/Mexico/United States Trilateral Committee for Wildlife and Ecosystem Conservation and Management in 2002. CITES Management, Scientific and Enforcement Authorities shared information via the CITES Working Table and Law Enforcement Working Table of the Trilateral Committee. The Law Enforcement Working Table also met at the eighth and ninth meetings of the Trilateral Committee (2003 and 2004). North American CITES officials held a further regional meeting in Mexico, September 2004, to share positions and information prior to the 13th Conference of the Parties. Since a significant volume of Canada's wildlife trade occurs between countries in the CITES North American Region — Canada, the United States, and Mexico — cooperation with our Regional partners is essential.

North American Wildlife Enforcement Group

Representatives of enforcement units of the United States, Mexico, and Canada participate in the North American Wildlife Enforcement Group (NAWEG), which focuses on improving the North American capacity to enforce wildlife laws effectively and to promote conservation. In addition to regular NAWEG meetings held between 2002 and 2004, Canada hosted a NAWEG training seminar on "intelligence led enforcement in wildlife crime" in February 2004. Fifty participants from the member countries attended the week-long seminar.



Interpol Working Group on Wildlife

In 2002, Canada was the Chair of the Interpol Working Group on Wildlife. Continued operation of the working group was put at risk in 2002, when there was a possibility that the CITES component of Interpol might be removed as a result of new Interpol international priorities related to the U.S. 9/11 tragedy. The working group put forward a strategic work plan that was accepted by Interpol and work continued into 2003 and 2004. Most recently, funds have been raised to pay for a full-time wildlife officer within Interpol. Additionally, the Working Group has presented its first Interpol Ecomessage Award to Kenya, to be used towards training and equipment for country wildlife enforcement officers, and has facilitated the provision of funds to provide Tanzanian wildlife officers with necessary equipment for aerial patrols. The Interpol Working Group on Wildlife continues to play an important role in CITES.

Europol-CITES Working Group

Europol officials are working with Canadian officials, including Environment Canada, to establish a network of information sharing similar to the one in place with Interpol.

Partnership for Action Against Wildlife Crime (PAW)

In 2004, the Canadian Wildlife Service of Environment Canada became a member of the United Kingdom organization, "PAW", Partnership for Action Against Wildlife Crime. This new partnership facilitates the exchange of wildlife enforcement information between the United Kingdom and Canada, with a better understanding of our respective legislation.



Further Information

Further information about WAPPRIITA is available on the CITES-Canada Web site at www.cites.ec.gc.ca or from the following:

Canadian Wildlife Service
Environment Canada
Ottawa, Ontario K1A 0H3
Telephone: 819-997-1840
Fax: 819-953-6283
Email: cites@ec.gc.ca