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Developing Strengthened Natural Resource Law Enforcement in Quang Nam Province



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DEVELOPING STRENGTHENED NATURAL RESOURCE LAW ENFORCEMENT IN QUANG NAM PROVINCE

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and
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Published by WWF Indochina
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by Department of Culture and Information Quang Nam dated 26/10/2005

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Suggested citation: Long, B, Huynh Van Thuong and Thai Truyen (eds). 2005. *Developing Strengthened Natural Resource Law Enforcement in Quang Nam Province*. WWF Indochina and Quang Nam Forest Protection Department, Tam Ky, Vietnam.

Printed by In Da Nang Printing Company

Design and Layout: Luong Quang Hung

Cover photographs: Main, back, top and bottom inset: Barney Long/WWF;
Front: Quang Nam FPD, middle inset: Minh Hoang/WWF.

Copies available from:
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Acknowledgements

The reports presented here represent work over a period of two years that have fed into the development of the Quang Nam Provincial biodiversity and natural resource law enforcement action plan. Many departments were involved in the production of this action plan and the related reports and to all we are very grateful for their time and effort in making this initiative a success: Forest Protection Department, Investigation Police, Criminal Police, Economic Police, Transport Police, Market Control Force, Border Army, People Checking Department, Legislation Department and the Courts.

Facilitation for the biodiversity and natural resource law enforcement strengthening work has been conducted by the Forest Protection Department and we are especially grateful to Diep Thanh Phong, Dang Dinh Nguyen, Tu Van Khanh and Ta Thi Y Van for their help in these proceedings. The work was led by Ngo Quang Thoi and Truong Phu Ty with work on the ground being piloted by Ho Loi, Le Hoang Son, Nguyen Ngoc Nguyen and Le Trung Tho.

Training and direction were provided by a range of people; Graham Sullivan, Stave Galster and Mark Bowman from WildAid Asia, Chris Shepard from TRAFFIC South East Asia and Scott Robertson and Hoang Xuan Thuy from the Owston's Civet Conservation Programme. Yenta at WildAid Asia provided invaluable facilitation and logistical support.

Encouragement and support were provided by Tran Minh Hien, James Hardcastle and Kristin Clay throughout the process.

Without generous financial support this process would not have been such a success so special thanks go to those who provided assistance: The John, D. and Catherine T. MacArthur Foundation, U.S. Fish and Wildlife Service, USAID and WWF-US.

Preface

The series of reports presented in this volume represent stages in the development of a provincial action plan on strengthened Natural Resource Law enforcement in Quang Nam province. This volume accompanies a provincial biodiversity and natural resource law enforcement action plan and is published in order to ensure the development process of action plan development are documented and lessons can be learnt by other provinces and projects wishing to achieve the goal of decreased nature crime.

The process of action plan development has been led by the Quang Nam Forest Protection Department with assistance from the WWF MOSAIC project and with technical support from WildAid Asia, TRAFFIC Southeast Asia and the Owston's Civet Conservation Programme. Funding for this process was generously supported by the John D. and Catherine, T. MacArthur Foundation and the United States Fish and Wildlife Service.

In order to develop an appropriate action plan, a six step process occurred:

1. Natural Resource Law enforcement strengthening working group establishment
2. Needs assessment
3. Legal analysis
4. Wildlife trade survey
5. Training needs analysis of the Forest Protection Department
6. Action Plan drafting and consultation.

Natural Resource Law enforcement strengthening working group

Enforcement of nature crime is the primary responsibility of the Forest Protection Department, however, the jurisdiction of these crimes falls under many other departments. Moreover, effective implementation of Natural Resource Law enforcement depends on the awareness and close cooperation of additional departments. To address this issue of dispersed responsibilities, the Forest Protection Department organized a series of meetings with relevant departments, loosely termed a provincial working group. To date, the following departments have been involved with discussions:

- Forest Protection Department
- Investigation Police

- Criminal Police
- Economic Police
- Transport Police
- Market Control Force
- Border Army
- People Checking Department
- Legislation Department.

The following departments have been identified as valuable future additions to the group:

- Security Police
- People's Council's Legal Unit
- Provincial People's Committee Forestry Unit
- Courts.

Members of these departments have been involved in developing the methods for different stages of action plan development as well as discussions on the content of the action plan.

The process of developing the action plan, and implementing strengthening actions was led by the rangers of Quang Nam Forest Protection Department: Participatory studies were designed and conducted by rangers, the working group is chaired by rangers, and enforcement training was provided, in part, by trained rangers. All steps were facilitated by, and technically overseen by experts in the appropriate field, but studies, actions and decisions were designed and implemented by rangers. This approach to action implementation has proved successful in Quang Nam and provides the most important lesson learnt from the process: When sufficient time, resources and facilitation is provided, the Forest Protection Department of Quang Nam, and Vietnam, can achieve the results required to stop the rapid decline in biodiversity in the province and country.

Although this volume presents six reports, it should be noted that additional activities towards the achievement of action plan targets and milestones have been conducted simultaneously. Such activities include:

- Training on wildlife trade enforcement techniques, conducted by TRAFFIC Southeast Asia
- Training in patrol-based enforcement (including the training of FPD trainers) by WildAid Asia
- Development and implementation of a pilot law enforcement operational plan for Song Thanh Nature Reserve with technical support from Fauna & Flora International
- Development of a ranger motivation scheme for Song Thanh Nature Reserve by the Owston's Civet Conservation Programme
- Numerous meetings and planning workshops within the Forest Protection Department
- Natural Resource Law enforcement strengthening working group meetings and workshops.

These activities will continue to occur, led by the Forest Protection Department, over the coming years, each working towards the strategic objective of the provincial biodiversity and natural resource law enforcement action plan.

Executive summary

Six studies are presented, representing the major steps in a process to develop a provincial action plan for strengthening Natural Resource Law enforcement in Quang Nam province.

Studies presented are:

- 1. A needs assessment for Natural Resource Law enforcement in Quang Nam province**
Truong Phu Ty, Quang Nam Forest Protection Department
- 2. An analysis of forest protection legislation in Quang Nam province**
Ngo Quang Thoi, Quang Nam Forest Protection Department
- 3. The potential for forest ranger motivation schemes in Quang Nam province**
Scott Robertson and Hoang Xuan Thuy, Owston's Civet Conservation Program
- 4. The illegal wildlife trade in Quang Nam province; covert investigations by specially trained forest rangers**
Scott Robertson *et al.*, Owston's Civet Conservation Program, Quang Nam Forest Protection Department, Vietnam National University and WWF MOSAIC project
- 5. A situation analysis on dealing with confiscated animals in Quang Nam province**
Scott Robertson, Hoang Xuan Thuy and Barney Long, Owston's Civet Conservation Program and WWF MOSAIC project
- 6. Proposed provincial training plan for enforcement personnel**
Mark Bowman and Graham Sullivan, WildAid Asia

Key findings can be summarised as follows:

- The scale of the illegal wildlife trade in Quang Nam is massive, being worth tens of thousands of US dollars each year.
- Violators of wildlife and timber trading laws tend to be professional and organised; they are not poor, but rich.
- Awareness among government officials on the scale and seriousness of the illegal trade in forest products is very low.
- Current levels of enforcement are far too low to be effective.
- Nature crimes are not currently considered as serious offences in Quang Nam.
- The understanding of the seriousness of nature crime is currently very low in Quang Nam.
- The Forest Protection Department do not have sufficient remit to deal with urban based violations.
- The Forest Protection Department do not have sufficient power to prosecute serious violations.
- Cooperation between enforcement agencies is required to stop nature crime, yet currently such mechanisms do not exist or are weakly implemented in Quang Nam.
- Enforcement agencies are not provided with sufficient operational costs to effectively stop nature crime.
- There is a serious lack of disincentive for nature crime violators.
- Prosecutions are currently too weak in Quang Nam in comparison with the scope and seriousness of the crime.
- The vast majority of nature crime goes undetected in Quang Nam.
- National laws are not clearly understood in Quang Nam.
- The current legislation framework is not conducive to successful mitigation of nature crime.
- There is a serious gap in the criminal law that prevents prosecution of serious nature crimes.
- Legislation currently requires species to be accurately identified; a skill not present in the majority of enforcement staff in Quang Nam.
- Many ranger forces in Quang Nam lack motivation and understanding of the importance of their duties.
- No incentives for rangers to effectively conduct their work currently exists.
- Rangers are capable of implementing effective actions when sufficient resources and training are invested in them.
- Wildlife is being sourced from all forest areas in Quang Nam.
- Wildlife and timber is being transported by all possible means and routes in Quang Nam although Highway 1, routes 604, 14B, 14E, 616, 615 and the Ho Chi Minh Highway are the primary routes for contraband.
- Road checkpoints are currently ineffective in Quang Nam.
- Confiscations levels in Quang Nam equate to an absolute maximum of 2.6% of the annual illegal trade in animals.
- A total of 55 illegal wildlife traders have been identified with two being international, 31 inter-provincial, 14 provincial and 8 trading at an unknown level.

- Five major illegal wildlife traders were identified and their trading mechanisms and protection links established.
- 73 restaurants were identified as illegally selling wildlife meat.
- In just five restaurants in Tam Ky town, an estimated 437kg per week are sold illegally.
- The majority of wildlife consumed in restaurants is being purchased by government officials and wealthy businessmen.
- The trade in illegal ingredients of traditional medicine is present and uncontrolled in Quang Nam.
- Many animals are held illegally as pets or attractions throughout Quang Nam.
- The trade in bears is intense in Quang Nam.
- Tigers, turtles, bears and sambar are close to extirpation from Quang Nam due to the illegal trade in wildlife.
- Selling confiscated animals back to traders prevents effective enforcement and places no strain on traders.
- Release of confiscated animals to the wild can be more harmful than beneficial to conservation efforts.
- Euthanasia is a legal option that is not usually considered for confiscated wildlife, despite it often being the most sensible option.
- Rangers need to have clear job descriptions and closer line management.
- Rangers need to be trained in a series of skills to meet pre-determined levels of competencies.

Major recommendations are as follows:

- Rangers require strengthened line management with clear job descriptions and daily performance monitoring.
- An operational plan for tackling the major, professional traders and retailers in wildlife and timber is required that involves many cooperating departments.
- Strategic patrolling operation plans require development for each ranger force.
- An informant network requires establishment.
- A transparent, quantitative monitoring system of violations requires development to enable pro-active enforcement operations.
- All rangers and cooperating departments require intensive and prolonged capacity development including training, equipping and training of local trainers to ensure sustainability of the approach.
- Simple, active cooperation mechanisms between enforcement agencies and cooperating departments need developing, with implementation occurring at all levels from province to district to commune.
- Awareness campaigns targeting all relevant departments, policy makers, the courts and the general public are required to promote effective mitigation measures and to decrease the current demand for illegal wildlife and timber products.
- Policy strengthening including the formalisation of cooperation mechanisms, operational instructions and provincial clarification of national laws is required to enable local enforcement agents to effectively conduct operations and prosecutions.

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Summary of Provincial Biodiversity and Natural Resource Enforcement Action Plan

5 year Objective

Unsustainable exploitation and illegal activities related to forest and freshwater resources are reduced to sustainable levels enabling protection, maintenance and restoration of biodiversity, economic, social and cultural values throughout Quang Nam.

Actions

1. Increased effectiveness of ranger deployment

Strengthening steps:

Stage 1: Reduction in ranger station number to ensure effective barrier controls

Stage 2: Improved efficiency in ranger deployment at district level

Stage 3: Increased mobile unit force and capacity.

2. Wildlife and timber trade operational plan

The illegal trade in wildlife and timber in Quang Nam requires targeted actions at three levels of violator:

1. Restaurants, retailers, wood processors
2. Small traders
3. Big traders.

3. Patrolling operational plan

Each ranger force will design strategic patrolling operation plans which are coordinated at the provincial level and effectively monitored and adaptively managed.

4. Informant network operational plan

Districts will develop informant networks with information being stored in a provincial-level database.

5. Violation monitoring system

A provincial-level violation monitoring system will be established with rangers trained and equipped at all levels to enable pro-active enforcement operations.

6. Ranger capacity building plan

All rangers will be trained in appropriate law enforcement skills, will be managed effectively and adequately equipped to safely and successfully conduct enforcement operations.

7. Inter-departmental cooperation mechanism

The current provincial Natural Resource Law enforcement strengthening working group will be turned into an official provincial task force on nature crime with a remit to remove nature crime from Quang Nam. Their responsibilities will include:

- Ensuring cooperation at all levels to assist in removing nature crime
- Planning large cooperative enforcement campaigns
- Facilitate the transfer and sharing of violator data
- Develop suggestions to the People's Committee for policy strengthening
- Discuss requirements for further strengthening actions
- Establishment of violation hotlines.

8. Inter-departmental awareness campaign

All law enforcement officers throughout Quang Nam and its various departments will be made aware of forestry and Natural Resource Laws and will understand its importance to the socio-economic development of Quang Nam and therefore the seriousness of related violations.

9. Provincial policy strengthening

Provincial policy will be strengthened to enable a supportive enabling environment for appropriate implementation of the action plan and violators.

Implementation

The Forest Protection Department will take the lead in the implementation of the strategy. Through the provincial Natural Resource Law enforcement task force, all departments will work towards to the stated targets and milestones, with named departments taking responsibility for each milestone.



**Quang Nam Forest Protection Department
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MOSAIC
**Management Of Strategic Areas for Integrated Conservation,
Quang Nam Province, Vietnam**

**A Needs Assessment for Natural Resource Law
Enforcement in Quang Nam Province**

Truong Phu Ty

**Quang Nam Forest Protection Department
Mobile Ranger Unit**

March 2004

**Natural Resource Law Enforcement Strengthening
Report No. 1**



MACARTHUR



A Needs Assessment for Natural Resource Law Enforcement in Quang Nam Province

Truong Phu Ty

Introduction

As part of the provincial process to strengthen the current approach to Natural Resource Law enforcement, an initial needs assessment was conducted. This process allowed the attitudes towards, perception of, and constraints to, current Natural Resource Law enforcement to be assessed. With this information, an effective Natural Resource Law enforcement process that will protect Quang Nam's rich biodiversity and rapidly depleting forest resources can be developed.

Methods

A consultation group of relevant departments was convened to discuss the development of a Natural Resource Law enforcement needs assessment. This group involved the following departments:

- Forest Protection Department (chair)
- Investigation Police
- Criminal Police
- Transport Police
- Economic Police
- Market Control Department
- Department of People Checking
- Border Army
- Internal Affairs Department of the People's Committee

This group developed a questionnaire of 40 questions based on issues deemed relevant to strengthening Natural Resource Law enforcement in Quang Nam. These issues can broadly be grouped into the following topics:

- Perceptions on the importance of wildlife protection
- Current constraints to Natural Resource Law enforcement implementation
- Options for increasing the effectiveness of Natural Resource Law enforcement implementation in Quang Nam province.

The Forest Protection Department then conducted this questionnaire with 225 people from all the above mentioned departments at the provincial level and in all 16 districts of Quang Nam province in December 2003 and January 2004.

Results

1. Perceptions on the importance of wildlife protection

1.1 Size of the problem

The majority of interviewees perceived that hunting, trading, transporting and retailing wild animals occurs throughout Quang Nam, by many different people at all times of the year. This perception is backed up by recent studies that show the illegal hunting and trading of wildlife and forest resources is having a dramatic impact on the province's biodiversity and hindering economic development of forest dependent communities. However, less than half of the interviewees thought that this was a serious problem, contrary to the evidence presented throughout this series of reports.

1.2 Current levels of enforcement

Half the interviewees thought that wildlife enforcement was adequate at the current level. As recent studies show, hunting and the illegal trade in wildlife is large scale and relatively unhampered by current enforcement levels. Illegal trade in wildlife is the second largest illegal trade in the world and yet in Quang Nam it is not considered as a serious crime. It is clear that enforcement requires intensifying and yet this is currently not understood.

1.3 Understanding of the importance of wildlife protection

80% of people interviewed admitted that they do not understand the importance of wildlife protection and that they have little idea how large an issue it really is. Awareness levels of policy makers, enforcement agents and the general public is low.

1.4 Who is responsible?

It appears that most interviewed people perceive stopping wildlife crime as the job of the Forest Protection Department. The Forest Protection Department has little power to stop violators of national laws, especially outside of the forest where the people organizing and financing this illegal trade operate.

Recommendations:

- Conduct an awareness campaign targeting policy makers, enforcement agents and the general public to make them aware of the need for wildlife protection and the scale of the illegal trade.
- Develop stronger cooperation between relevant departments so that responsibility for wildlife law enforcement is spread between departments where expertise exists.
- Strengthen the power of the Forest Protection Department to more effectively deal with wildlife law enforcement.

2. Current constraints to wildlife law enforcement implementation

2.1 Unclear legislation

- Current legislation has many overlapping laws and gaps making it hard for enforcement agents to interpret and prosecutions difficult.
- Much legislation is strong, but implementation guidelines have not yet been developed and/or distributed.
- Many laws require knowledge of species identification or threat status. This knowledge is rarely known by rangers let alone other enforcement agents.

2.2 The scale of the problem

Wildlife crime occurs throughout the province, at all times of the year and by a range of people including local hunters, outsiders, transporters, restaurant owners, traders and consumers. Dealing with all these issues within one department is impossible as it requires a range of techniques to address these issues from forest patrols to vehicle checking to market control to prosecution.

2.2 Collaboration between departments

Given the scale and complexity of the issue (hunting, trading, legislation, prosecution etc), wildlife law enforcement can not be conducted by a single department. Many departments exist with specific skills, which if combined, would create a strong approach to tackling wildlife crime.

2.3 Resources

- Budgets, essential equipment and man power for effectively dealing with wildlife crime is insufficient. For example 90% of interviewees said equipment was lacking, 65% thought rangers should receive bonuses for successful prosecutions and 97% thought informers should be paid more.
- Training for all levels of law enforcement is insufficient from field patrol skills to undercover work and prosecution to legislation interpretation.

2.3 Lack of disincentive

- Wildlife crime can bring large benefits to the criminals involved. Few wildlife crime cases are prosecuted annually in Quang Nam at present. In fact, few hunters, traders, transporters or retailers are even stopped.
- Due to the lack of awareness on the seriousness of wildlife crime, people involved are not perceived as criminals.
- Hunters are often warned not to hunt again, transporters simply get animals confiscated or sold back to them. Wildlife trade surveys have shown that this small cost simply gets added to the price of the shipment and so no loss is incurred by the criminal through weak enforcement.
- The perception of hunters as being poor is often misleading as hunters are often professionals. If a forest dependent person is caught hunting then alternatives to fines should be available such as community work. Wildlife traders and wildlife restaurant owners are making lots of money from crime and should be prosecuted accordingly.
- The disincentive to wildlife crime must outweigh the incentive or it will continue.

Recommendations:

- Conduct an analysis of current legislation and from this develop provincial level legislation accompanied by simple, clear, implementation guidelines and training.
- Incorporate wildlife law enforcement into the remit and work plans of all relevant departments.
- Strengthen inter-departmental cooperation including the development of joint operational plans.
- Make more resources available to enforcement departments for wildlife crime.
- Develop and implement a bonus system for enforcement agents so that effort is increased.
- Develop and fund inter-departmental training courses on all aspects of wildlife law enforcement.

- Develop a provincial system for wildlife crime punishments, possibly including increased fines, introducing a standard administrative fine that can fund bonuses, informants, increased enforcement efforts and clear punishment levels that do not require detailed knowledge of species identification or threat status.
- Provincial instructions to crack down on hunting, wildlife trade and wildlife restaurants.
- Streamline the process of retrieving money from selling timber or fines so that enforcement efforts can be increased.

3. Options for increasing the effectiveness of wildlife law enforcement implementation in Quang Nam province

- Develop a provincial wildlife law enforcement strategy with multi-department cooperation including the recommendations made in this report.
- Enable forest dependent communities to share the responsibility for wildlife protection with the state. This is best achieved through forest land allocation, community forest management agreements and establishing village protection teams to help patrol the forest and protect its resources.
- Training for all departments involved in wildlife law enforcement especially in field patrol techniques, wildlife trade enforcement and effective prosecution processes.
- Establish an informant network across the province.
- Provide rangers and commune forestry officers with more power to effectively locate and deal with wildlife criminals.
- Wildlife law enforcement departments must work closely with local communities to prevent the harvesting of resources by outsiders.
- Effectively implement Decision 245/QD/NN-KL of MARD.
- Increase forest patrol effort by the Forest Protection Department and cooperating departments.
- Implement an extensive, intensive and long-term trap removal programme.
- Stop the selling of wildlife meat and products in restaurants and other retail outlets.
- Produce a provincial instruction banning all government employees and party members from eating wildlife or purchasing wildlife products.
- Implement a crackdown on wildlife traders to remove them from Quang Nam.
- Sign community no-hunting pledges.
- Stop illegal gold mining.
- Awareness programmes to warn the general public of new, tough wildlife crime legislation and enforcement.
- Increase the awareness of policy makers and prosecutors to facilitate strong policy and effective prosecutions.



**Quang Nam Forest Protection Department
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MOSAIC

**Management Of Strategic Areas for Integrated Conservation,
Quang Nam Province, Vietnam**

An Analysis of Forest Protection Legislation in Quang Nam Province

Ngo Quang Thoi

**Quang Nam Forest Protection Department
Legislation Unit**

March 2004

Wildlife Law Enforcement Strengthening Report No. 2



MACARTHUR



An Analysis of Forest Protection Legislation in Quang Nam Province

Ngo Quang Thoi

Introduction

As part of the provincial process to strengthen the current approach to wildlife law enforcement, an analysis of existing legislation was deemed necessary. The results of this analysis are presented in this report and it is hoped that they will be used as the basis for provincial legislation strengthening. With strong legislation and clear implementation guidelines, effective wildlife law enforcement will be made significantly less problematic.

Results

All national and provincial legislation was analysed. The results presented here only show where legislation is unclear.

Forest Development and Protection Law, 03/12/2004

Article 3:

"The forest owner has permission to exploit and develop common resource species, but they have to follow the law; in the case that they can protect and develop rare species, the forest owner is provided priority policy".

In Quang Nam, forest owners are mainly State Forest Enterprises and local people or communities that have been allocated forest. In reality, neither of these currently have plans to protect and develop rare species or sustainably manage common species. Moreover, it is unlikely that they can even distinguish rare from common species. If forest owners are to follow the law effectively, the province needs to develop specific regulations with each forest owner on what forest resources can be sustainably harvested and what must be protected. This would best be done through the provincial forest land allocation programme to communities and with State Forest Enterprise Management Boards. Such forest management plans should be developed for all allocated forest areas in Quang Nam and be monitored by the relevant authorities.

Article 19:

"Hunting wild animals should follow the regulation of the state on management and protection of wild animals".

This article is similar to others in other legislation. However, legislation on hunting and wildlife management is not clear. The laws on what species are allowed to be hunted and in what forest are too complicated for field rangers to understand. A clear document explaining this for Quang Nam province would clarify the issue. For example, all hunting in Special-use Forest is prohibited, hunting of muntjac, pig, civets and porcupine is allowed in allocated forest within designated areas and seasons as part of the allocation forest management plan. All other hunting is prohibited. Punishments for breaking this legislation must be clear and provide a suitable disincentive. This removes all confusions over hunting methods or the threat status of the species so everyone can be clear on the law in Quang Nam.

Article 20:

"Every kind of hunting that the law does not permit is banned".

This article is very clear, but a recent ranger survey by the Forest Protection Department estimated about 2000 to 5000 traps are regularly set in the forests of Quang Nam. Removing snares is easy; it just requires dedicated rangers to conduct regular removal exercises. Resources for such intensive operations, however, are not currently available making this article impossible for the Forest Protection Department to implement effectively.

Environmental Protection Law, 27/12/1993

Article 29:

"Exploitation or selling of rare species of fauna and flora which are listed in government regulations is banned"

This regulation is adjusted in Forest Development and Protection Law, 03/12/2004 and other legislation. Each law slightly adjusts this statement to the extent that it becomes confused. A single law and implementation guideline instruction should be developed to clarify how to stop hunting and trading protected species. This should include how to stop each stage of the wildlife trade including traders, transporters and restaurants and which departments are responsible for which issues as this problem is not recognized by many departments.

Decree 77/CP, 29/11/1996 and 17/2002/ND-CP, 08/12/2002

These decrees regulate the level of administrative fines permitted for forest crime.

These two decrees only provide instructions for common and group IIB species. The rarest species, those in IA and IB are not covered in these decrees and so prosecution is complicated.

These documents base fines on current local market prices. As it is illegal to sell these species, FPD do not know the current market prices. Set fines should therefore be established in Quang Nam to ease procedure.

Decree 18/HDBT, 17/01/1992 and 48/2002/ND-CP, 22/04/2002

Defines rare species according to IA IIA for very rare and rare plants and IB and IIB for very rare and rare animals respectively.

Violations involving IA and IB species should be prosecuted under criminal law and those involving IIA and IIB should be fined under administrative law. This causes four problems:

1. It is difficult to prosecute for wildlife crime as it is not considered a serious crime by many departments.
2. Fining for IIA and IIB is difficult as cooperation with other departments is weak and prosecuting for priority species on IIB such as the sun bear is made difficult.
3. Many species' statuses were altered by Decree 48, but it was not clear how. Instruction 3399 clarified this, although few people realize this.
4. Few rangers or other law enforcement agents can identify species effectively making it difficult to implement these laws.

A simpler system should be established using simple categories such as bear, large cat, civet or hard-shelled turtle, with appropriate punishment assigned to each one.

Criminal Law 2000, 04/01/2000

Article 190:

Regulates the violation on rare animals.

Rare animals are defined in decree 18/HDBT and decree 48/2002/ND-CP and divided in IA IIA for plants and IB and IIB for animals. The mechanisms for protecting these species is provided in decrees 77/CP and 17/2002/ND-CP; see above for problems with these decrees.

The problem with defining species according to their threat status is that species identification skills are weak within the Forest Protected Department and even weaker within other departments, plus common species often get treated as though they are legal to exploit. In contradiction to this, decree 17/2002/ND-CP clearly provides regulations for common species, but they are often ignored as the value of the species is low. Clear guidelines explaining that any act of hunting, catching, killing, purchasing, selling, storing, cage-raising, transporting or using precious and rare as well as common wild animals is illegal unless the appropriate permission is obtained. Clear prosecution guidelines for these acts should also be produced and should be sufficiently high to provide a disincentive to conducting the act.

Administrative fine ordinance 44/2002/PL-UBTVQH10, 02/07/2002

Article 14:

Regulates that the maximum administrative fine for violation of forest law is 30.000.000.VND.

This means that if the fine for a violation is over 30.000.000VND a prosecution through the courts system should occur, a regulation reinforced in decree 77/CP and 17/2002/ND-CP. However, the investigation offices say that other law documents that regulate the value of timber is low so that it is not enough evidence to prosecute. Better cooperation between departments is required to solve this issue as well as training for enforcement agents in how to gather sufficient evidence to force prosecutions.

Transportation license regulation; Decision 47/1999/QD-BNN-KL, 12/03/1999

Article 10:

"Common species require a hunting and transporting license, issued by the local Forest Protection Department".

The only way that hunting is permitted according to the law is through forest management agreements with forest owners, although no regulation actually states that hunting is permitted. Therefore, so far in Quang Nam this has not occurred. This means that all hunting and transporting of wildlife is illegal in Quang Nam at present. If community forest management plans are developed through the forest land allocation process, these plans may involve sustainable hunting rights for crop protection and subsistence. If so, they would require approval of the district Forest Protection Department for hunting to be legalized and effectively monitored.

“For animals from breeding farms every animals requires a license from the local Forest Protection Department and be accompanied by a sale voucher and transport license”.

Currently no instruction on breeding farms exist or policy to enable the provision of hunting or breeding licenses. According to Decree 17, no animal can kept in a cage and punishment guidelines are provided for this crime. However many animals are currently kept in captivity in Quang Nam. Specific provincial instructions on captive animals should be developed including:

- It is recommended that no captive breeding be established in Quang Nam as it only encourages illegal wildlife trade and is very difficult to regulate.
- All animals in captivity should be registered and marked so that they can not be replaced. Any new animal found in captivity should be prosecuted under decree 17.
- Registration fees should be paid to fund this operation.

Instruction 359/TTg, 29/05/1996

This instruction requests all departments and stakeholders at all levels to strictly control wildlife crime.

This instruction requires urgent and focused implementation. Wildlife crime brings large benefits to the criminals that indulge in it, so they will not stop unless enforcement action stops them.

Circular 144/2002/TTLT/BNN-BCA-BQP, 13/12/2002

Regulates the responsibility departments and promotes collaboration between Ministry of Agriculture and Rural Development, the Police and the Ministry of Defence in patrolling and dealing with wildlife crime.

This does not happen in reality as local collaboration is weak and wildlife crime is considered the sole responsibility of the Forest Protection Department. Additionally, this cooperation requires financing as all departments lack operational costs to implement wildlife law enforcement.



**Quang Nam Forest Protection Department
&
WWF Indochina**



MOSAIC
**Management Of Strategic Areas for Integrated Conservation,
Quang Nam Province, Vietnam**

**The Potential for Forest Ranger Motivation Schemes in
Quang Nam Province**

Scott Robertson & Hoang Xuan Thuy

**Owston's Civet Conservation Program
Cuc Phuong National Park**

March 2004

**Wildlife Law Enforcement Strengthening
Report No. 3**



MACARTHUR



The Potential for Forest Ranger Motivation Schemes in Quang Nam Province

Scott Robertson & Hoang Xuan Thuy

Introduction

There is currently a low level of motivation and commitment among many forest rangers to control the wildlife trade. The lack of performance-based incentives, inadequate salaries, and poor management is compounded by failed cases against wildlife traders, who continue to illegally trade wildlife. As a result, many rangers feel helpless to make a difference. Instilling pride into forest rangers, rewarding their successes and highlighting the steps forward in the battle to control the wildlife trade can help increase levels of motivation and improve their job effectiveness.

The WWF MOSAIC project and Quang Nam Forest Protection Department (FPD) recognised this problem and contacted the Owston's Civet Conservation Program (OCP) to assist in assessing the potential for ranger motivation schemes in Quang Nam province. The OCP and Cuc Phuong National Park FPD produce *Ranger League* and *Ranger News*; two mechanisms designed to motivate and increase the pride of rangers, improve communication between rangers and raise awareness of the ranger's work to the public.

Ranger League

The *Ranger League* rewards rangers that are enforcing forest law and fulfilling the duties of a ranger. Each quarter, rangers are awarded points for arresting violators of wildlife protection laws, confiscating weapons and traps and also for work with the community. These points are then used to rank all rangers into a league table. The top ten rangers are then publicised in *Ranger News* each quarter. Annual awards are made to the best rangers and a larger ceremony is conducted to present the 'ranger of the year' award.

All reported violations are inputted into a database allowing analysis. This enables identification of the top forest rangers and ranger stations whilst also providing statistics on the types of violations, locations of violations, and the origin of violators. This database can therefore be used as a violator monitoring tool.

Ranger News

Ranger News is a quarterly newsletter aimed at increasing communication, pride and information sharing in forest protection. The newsletter is distributed every quarter to all forest ranger stations and mobile groups in addition to all departments of the target FPD. It has been shown to increase forest ranger pride and recognition of the importance of the often difficult work of forest rangers.

Ranger News contains news and events of the focus FPD, relevant national news and events, stories, jokes and poems from forest rangers and local communities. It also functions as a medium for distributing *Ranger league*.

Feedback from forest rangers in areas where this approach has been implemented has been very positive with the majority of them finding the newsletter both interesting and helpful to their work. Following suggestions from forest rangers, *Ranger News* will continue to grow in scope and scale in order to increase its effectiveness.

Applying the approach in Quang Nam

In order to assess the potential to develop ranger motivation schemes in Quang Nam, interviews were conducted with the managers of:

- Quang Nam provincial FPD
- Song Thanh Nature Reserve management board
- Tam Ky district FPD
- Phu Ninh watershed protection forest management board (WPMB).

Results

Tam Ky district FPD indicated that they would be interested in being involved in *Ranger League* and *Ranger News*. However, they demonstrated a lack of capacity to develop such schemes, claimed to not have the time and they currently lack the required equipment. Tam Ky district FPD did show an interest in the approach and would benefit from a provincial-wide league should it be established.

In general, it seems that the managers of Phu Ninh WPMB would like to be involved in *Ranger League* and *Ranger News*, yet they lack the interest to develop it themselves. The managers did not recognise a lack of staff motivation as a limitation to effectiveness, even though they themselves appeared to suffer from a lack of motivation. They would almost certainly not be able to develop and manage *Ranger League* or *Ranger News* for

their staff. Under these circumstances we recommend that any ranger motivation schemes for Phu Ninh WPMB be done by Quang Nam provincial FPD

Song Thanh Nature Reserve management board showed a lot of interest in developing *Ranger League* and *Ranger News*. They recognised the potential for *Ranger News* to raise the awareness of local communities to their work and stated that the Ka Tu people would probably be very supportive and contribute articles. There is also the potential to include the 'Village Protection Teams' to the league. However, they currently lack some equipment (scanner/digital camera) to complete the task. This equipment is available through provincial FPD or the WWF MOSAIC project however.

Although the legal department of Quang Nam provincial FPD showed a lot of interest in developing *Ranger League* and *Ranger News*, it would be more a role for the Forest Protection and Management Department, which showed little interest in either scheme. If forest ranger motivation schemes are to be developed across the province, this lack of interest would constitute a significant constraint.

Conclusions

Currently levels of interest at the provincial level are low so it is not recommended that the scheme initially be established at this, the most logical level. Song Thanh Nature Reserve management board showed the most interest in developing these motivation schemes. As a Special-use Forest management board, they are also a discreet management unit, so offer a good opportunity to pilot these schemes in Quang Nam. Successes and approaches could be identified through monitoring the Song Thanh scheme, and if successful, the approaches could be expanded to the provincial level.

It is proposed that Song Thanh be used as a test-site for *Ranger League* and *Ranger News* and distributed throughout the province. An evaluation and feedback survey to record levels of interest from other district FPD's may serve to increase the interest of provincial FPD in carrying out a league on a provincial scale.

Recommendations

- 2003 ranger league and news compiled for Song Thanh Nature Reserve.
- Training for Song Thanh Nature Reserve staff to enable replication of *Ranger News* and *Ranger League* quarterly in 2004.
- An evaluation of the scheme should be conducted throughout the whole province to gauge the response and interest from other districts.



**Quang Nam Forest Protection Department
&
WWF Indochina**



MOSAIC

**Management Of Strategic Areas for Integrated Conservation,
Quang Nam Province, Vietnam**

The Illegal Wildlife Trade in Quang Nam Province

Covert Investigations by Specially Trained Forest Rangers

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Le Hoang Son³, Nguyen Quy³, Vu Ngoc Anh³, Le Van Di³,
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March 2004

Wildlife Law Enforcement Strengthening Report No. 4



MACARTHUR



Illegal Wildlife Trade in Quang Nam Province

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Hoang Xuan Thuy, Vu Ngoc Thanh and Barney Long**

Introduction

Quang Nam province is an important location for biodiversity in Vietnam with 4,500km² of forest remaining. It is located within the Central Truong Son Priority Landscape for Biodiversity Conservation of the Greater Annamites Ecoregion (Baltzer *et al.*, 2001). Species endemic to the ecoregion such as the saola (*Pseudoryx nghetinhensis*), grey- and red-shanked doucs (*Pygathrix cinerea* and *nemaeus*), Annamite muntjac (*Muntiacus truongsongensis*), large-antlered muntjac (*M. vuquangensis*) and Annamite striped rabbit (*Nesolagus timminsii*) are all distributed within the province along with wide-ranging large mammals such as tiger (*Panthera tigris*) and Asian elephant (*Elephas maximus*) that have been all but extirpated elsewhere in Vietnam.

The illegal wildlife trade is one of the biggest threats to the survival of Vietnam's unique and varied biodiversity. Current levels of exploitation for most species are far from sustainable. The wildlife trade in Vietnam is an extensive and complex industry with conservative valuations in 1992 of being worth over US\$20 million annually (Donovan, 1998). Increased demand on both a domestic and international scale for wildlife and wildlife products, combined with an increased market price has led to a proliferation of the trade in recent years (Donovan, 1998; SFNC/TRAFFIC, 1999; SFNC, 2003; Tran Quoc Bao, 2001; Compton & Le Hai Quang, 1998).

The scale of the trade is only recently becoming realised with bribery, corruption, violent competition amongst traders, violent conflicts between violators and enforcement officials and with links to organised crime and drug smuggling, clear indicators to the profits being gained by this illegal trade. Recently, a US Attorney stated that the profits from the wildlife trade are the same as those from the illegal drug trade (Agencies, March 2004). A strategic, focussed approach is needed, pooling the resources and experiences of all enforcement agencies if the illegal wildlife trade is to be controlled.

With these factors in mind, Quang Nam Forest Protection Department (FPD) established a provincial-level task force consisting of the agencies responsible for the control of the wildlife trade (FPD, Police, Market Control Department, Border Army, Supreme Courts, Justice Department, Traffic Police and People Checking Department). This task force is in the process of developing a provincial biodiversity and natural resource law enforcement action plan aimed partly at reducing the illegal wildlife trade.

To assist FPD and this task force focus operations on where enforcement actions can be most effective, a survey was conducted to identify the dynamics of the illegal wildlife trade in Quang Nam province. This survey will also serve as a baseline for monitoring the trade and provide data to influence policymakers at both the provincial and central level.

Almost all wildlife trade surveys to date in Vietnam have been carried out by teams of consultants from outside of the survey area. These surveys are often expensive and pass no, or limited, skills, knowledge or motivation onto local enforcement agents. Effective control of the wildlife trade requires adaptive management, based on regular monitoring, to assess the impact of enforcement operations and ensure enforcement operations continuously target key points in the ever changing trade dynamic. Therefore, this exercise was more than a survey, but acted as a training course, awareness raising tool, ranger motivation activity and above all, a tool to guide future enforcement efforts towards the most resource effective approach to dealing with the illegal wildlife trade in Quang Nam province.

Goal

To understand the wildlife trade in Quang Nam province enabling effective enforcement operations to reduce the trade to sustainable levels.

Objectives

1. To understand the dynamics of the illegal wildlife trade in Quang Nam province
2. To identify key links in the trade where enforcement effort would be most effective
3. To build the capacity of forest rangers to raise their understanding of the importance of the trade in biodiversity loss in Quang Nam and Vietnam
4. To investigate the trade of certain high value, endangered species.

Methods

Training course

16 FPD rangers were selected in total, representing every district in Quang Nam province, to conduct the survey. 15 rangers completed a training course (one had to drop out for personal reasons) that was designed to give them the necessary skills to carry out a wildlife trade survey (see appendix 1). The training lasted eight days and consisted of the following units:

- 1) An introduction to the illegal wildlife trade
- 2) Species identification (carnivores, ungulates, primates, reptiles and products)
- 3) Undercover survey techniques (interview techniques, recording techniques and approaches, field testing methodologies and developing a standard methodology for the Quang Nam provincial survey)

Survey teams

Rangers were paired together based upon their assessed proficiency in skills such as species identification, survey techniques and levels of motivation and commitment, ensuring an adequate level of skill in each team.

Approach

All teams adopted an undercover approach, each team developing a cover story they felt confident with. The survey focus was demand markets and trading links with less focus on the supply (i.e. hunting). Therefore, teams focussed their time in district towns and commune centres meeting with traders and retailers, rather than working at a village level with hunters.

Survey focus and locations

Phase 1:

The aim of the first survey (12th Nov to 22nd November 2003) was to gain an understanding of trade dynamics across the whole province. Every district in Quang Nam province was surveyed, with effort being focused adaptively based on initial results. Teams were designated specific districts in which they had not spent time working or living, to reduce the likelihood of being recognised. When possible, this approach included neighbouring districts that they would have travelled through regularly.

Phase 2:

Aimed to gather more detailed information on the larger traders and key species (tiger, bears, and turtles), the second phase of surveys (6th to 16th February 2004) used only three pairs of rangers, with the most proficient and motivated rangers from phase 1 chosen.

Information framework

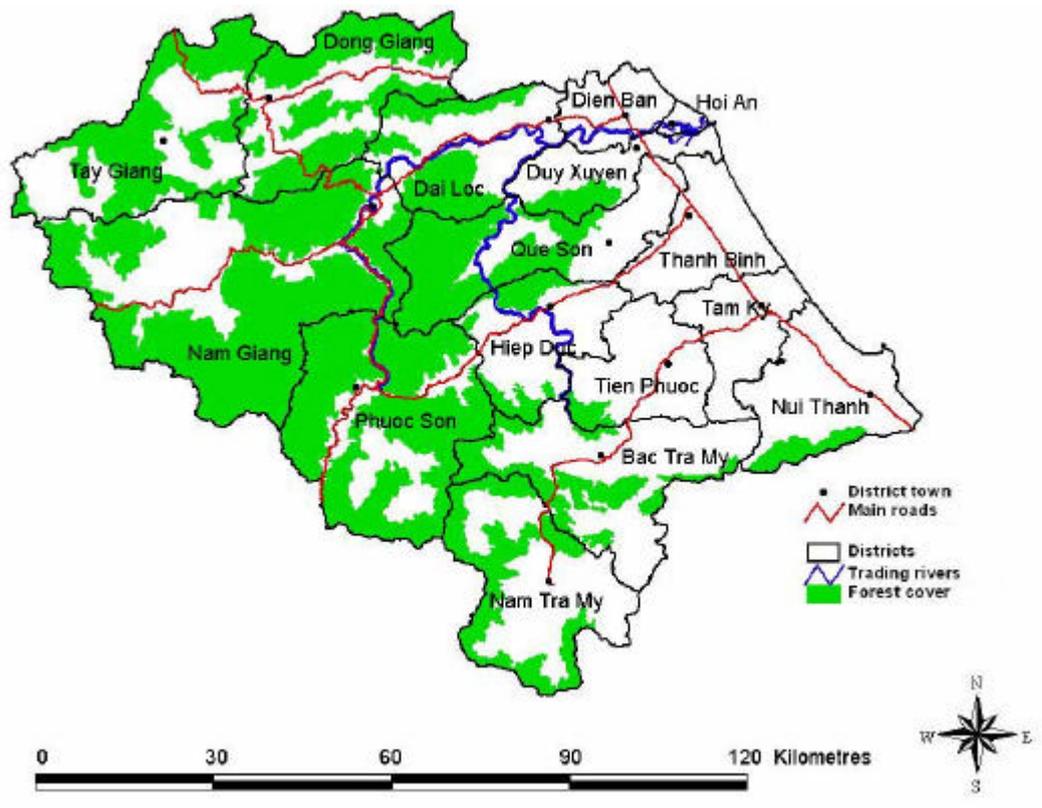
An information framework was compiled in a participatory exercise during the training course that formed the core of the survey work and acted as a guideline to the information the survey teams collected (see appendix 2).

Case books

A wildlife trade case book was created for each district in Quang Nam. These contain all known information on wildlife trade for each district. These are to be continuously enhanced so they act as a record of trade dynamics over time, can be used as evidence when required and form the basis of this report. Each case book contained the following sections:

- Reporting outline:* An outline for the report and presentation that was completed for each district.
- Species framework:* A list of the different groups of species the survey teams identified. The list was split into the different levels of identification based on their level of certainty (e.g. large antlered muntjac; muntjac sp.; ungulate).
- Information framework:* As explained above
- Diary of daily activities:* A detailed record of the team's daily activities, including who they talked to and where they were at what times.
- Encounter reports:* For every encounter (meeting, conversation, observation etc) a separate encounter report was completed. This acted as the primary method of information recording.
- Physical evidence:* Any physical evidence collected was logged and stored in the case book.

Figure 1: Districts, district towns, forest cover and the transport network of Quang Nam province



Results

Section 1: The dynamics of the illegal wildlife trade in Quang Nam province

1.1 Wildlife supply

Commercial Breeding of Wildlife

Although there were some unconfirmed reports of soft-shell turtles originating from farms outside of the province, the survey results indicated that animals in the wildlife trade in Quang Nam are not sourced from commercial captive breeding farms. Wildlife traders will often only trade wildlife (e.g. turtles) in large quantities to ensure a significant profit, and will therefore hold animals until they have collected a sufficient amount or weight. This type of 'farm' was reported with traders in Phuoc Son, Thang Binh, Tam Ky and Nui Thanh, but no information on breeding was obtained. It can be assumed therefore that any wildlife found in the trade originating from Quang Nam is wild caught.

Import from Laos

There was no information collected on animals being collected from Laos or being sourced through Laotian traders. It was reported that the forest along the international border with Laos had a high level of hunting pressure, so it is likely that a number of Vietnamese hunters are hunting in Laos, but no evidence was obtained to support his probability.

Import from other Provinces

Wildlife is imported from other provinces not only for consumption in Quang Nam but also for sale on to markets in Da Nang, Hanoi, China, and Ho Chi Minh City.

Restaurant owners in Nui Thanh district reported that they source their wildlife from Quang Ngai province and from traders in Buon Me Thuat town (Dak Lak province). A trader in Thang Binh district sources wildlife from Thanh Hoa, Dong Nai, Binh Dinh, Khanh Hoa, Dak Lak (Dak Nong), Kon Tum provinces and Pleiku town (Gia Lai) as well as Quang Nam for their trading operations.

Hunting in Quang Nam

Hunting and trapping within the province provides the largest proportion of wildlife to the trade in Quang Nam. Hunting occurs all year round yet with increased intensity during periods between crop harvests.

Trapping was reported a lot more than hunting by gun, with net traps, pitfall traps, snare traps, and clamp traps (made by local blacksmiths) all reported to be in use in the province. Hunting dogs were also reported from Thang Binh district.

Traps are made with readily available materials such as bicycle/motorbike brake cable (snare traps), and fishing nets (net traps). Trap materials are sold both within communes and district towns.

Hunting with guns still occurs and people are aware of its illegality. Home-made guns were reported in most districts and air rifles which are used for hunting for small animals were also reported. Two professional hunters in Phuoc Son district, who are both ex-policemen, use military and sport guns to hunt.

Hunters from Binh Dinh and Thua-Thien Hue provinces were reported in Tien Phuoc, Phuoc Son, Dong Giang, Nam Giang, Bac Tra My, Nam Tra My and Thang Binh districts. It was reported from Que Son district that young men from Da Nang will go hunting for leisure with local hunters.

1.2 Linking supply to demand

Transportation organisation and routes

From hunter to middleman to trader, the means of transport available increases. Hunters either transport wildlife themselves on foot, bicycle, motorbike or boat to small commune or district town traders. These traders will often use motorbike drivers, buses or power boats to transport wildlife onto larger traders. These large traders then use buses, trucks and motorbikes to transport to different buyers depending on quantity and value. Rare and valuable species (e.g. bears) are transported by private cars and buses as well as government and army vehicles.

Table 1: Main routes identified in the survey

District	Main wildlife transport routes
Que Son	Highway 1
Dong Giang	Ho Chi Minh Highway
Tien Phuoc	Road 616, Ky Ly cross roads
Phuoc Son	Roads 14B and 14E
Nam Giang	HCM highway, 14D (Viet-Laos road,) Ba Dau Road, Thanh My River
Tam Ky	Road 615, 616, Highway 1
Thang Binh	Highway 1, Road 14E
Bac Tra My	Road 616, 14E
Nam Tra My	Road 616, Highway 1
Hiep Duc	Road 14E, Song Thanh River

National highway 1 and roads 616 and 14E were the most reported wildlife transport routes. A number of other roads were highlighted as important for the transport of wildlife and are shown in Figure 2 and sources shown in Table 1.

Wildlife was reported to be hidden in travel bags, plastic bags, wooden boxes, and in polystyrene boxes for transport on motorbikes. On buses and trucks, wildlife was reported to be hidden in with other goods, in plastic bags and polystyrene boxes, and inside wooden boxes.

In Nui Thanh district it was reported that a bear was being transported in a hammock. When stopped by FPD they said that it was their friend who they were taking to hospital and were allowed to carry on.

It was reported in Phuoc Son district that buses and trucks will often send out a lead motorbike to check to the road for enforcement officers (FPD and market control), if the spotter sees a road block then he calls or drives back to warn the transport to change course or dispose of the wildlife.

Wildlife transports occur most during the night time, lunchtime and in national holidays; when traders believe there to be less effort from enforcement officials.

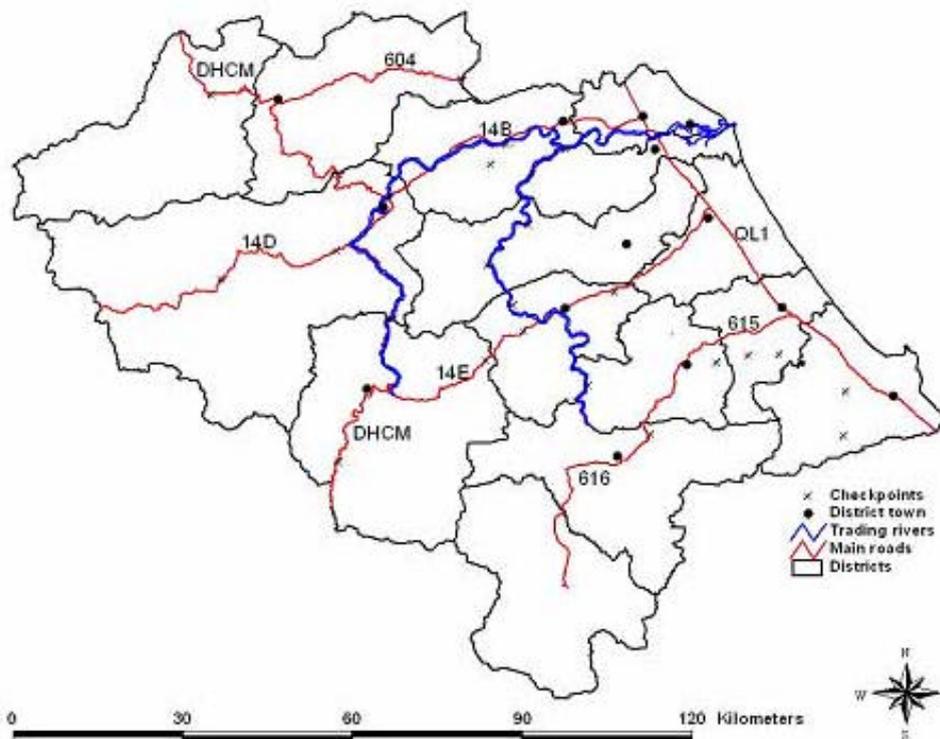
Wildlife traders

A total of 55 traders were identified during the survey (Table 2). These traders operated at different levels (see Figure 3): International (2 traders), inter-provincial (31 traders), provincial (14 traders) and at an unknown level (8 traders). Most of the inter-provincial traders were selling wildlife to Da Nang, of these traders only six are selling to destinations outside of the province excluding Da Nang (Hanoi, Ho Chi Minh City, and Hai Phong).

Trader organisation

Most traders communicate by both landline and mobile telephones. Wildlife is delivered to their houses in addition to them organising transports to collect wildlife. For valuable species some traders will ensure that the animal(s) never come to their house to avoid being caught red-handed.

Figure 2: The main wildlife trade transport routes in Quang Nam province



Holding facilities

It was unclear where most traders were holding animals before transporting them. Only three sites were confirmed in Kham Duc town, Nui Thanh town and in Tam Ky town.

Key wildlife traders

Five main traders from three households were identified during the survey and a brief summary can be seen below. A more detailed 'trader profile' has been created (but not presented here to ensure data is secure) and it is proposed this be created for other traders. These profiles can be used for planning enforcement actions against these traders in the future.

Traders X1 and X2

X1 and X2 started trading wildlife in 1992 and, despite going bankrupt in 1999, are the most notorious and professional wildlife traders in Quang Nam province. They are mainly involved in the snake, bear, turtle and bushmeat trade, making up part of a trade network stretching from Ho Chi Minh City to Hanoi and China.

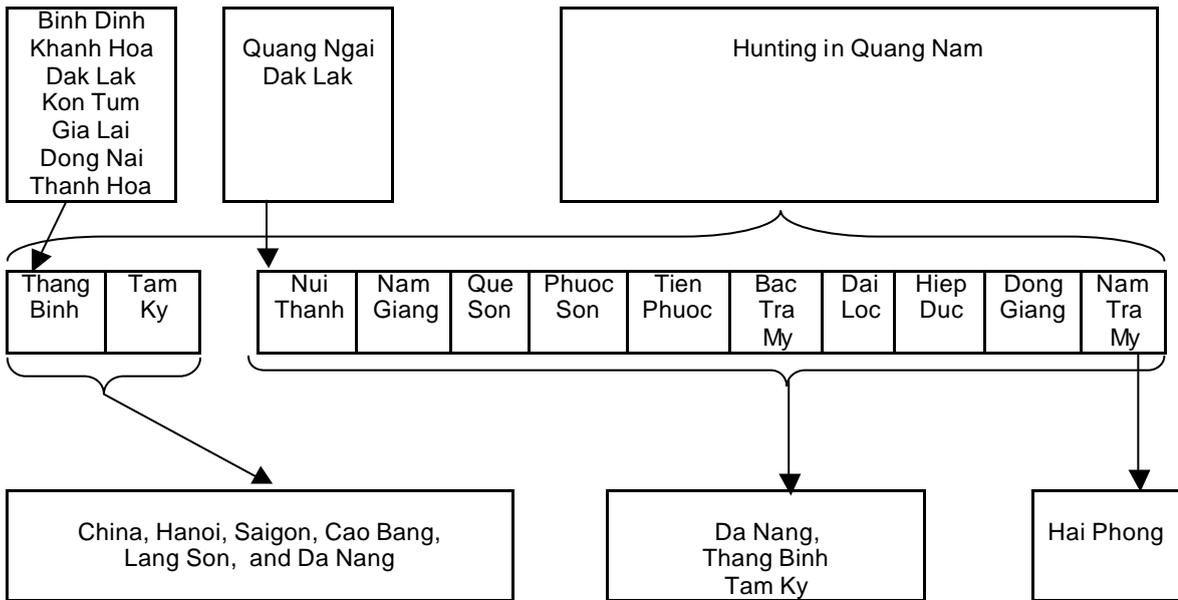
Trader X1 is also involved in organising and taking part in illegal gambling, having links to a bookkeeper in Da Nang and taking bets mainly on football in addition to arranging card games.

Trader X1's younger sister and brother-in-law are also wildlife traders who trader X1 supports and who mainly trade in snakes transferred from trader X1. Therefore, it may be necessary to target enforcement on the whole family.

Trader X3

Trader X3 was repeatedly referred to by other traders in the province as a large trader for bushmeat, turtles, pangolins and bears. However, very little detailed information was collected on their trading activities directly from them or informants living close to them.

Figure 3: Wildlife trade links in Quang Nam province



A close relative of trader X3 has a prominent position in Quang Nam People Checking Department (Kiem Sat Nhan Dan Tinh Quang Nam). Any planned enforcement action on trader's houses requires permission from this department. It was suggested that this link has protected trader X3 in the past.

It is likely that trader X3's trading operation has reduced in recent years due to competition with trader X1, increased enforcement and the impact this could have on their protection contact. Furthermore, trader X3 is now making a reasonable profit from renting out two trucks to other traders and for transporting illegal timber.

Despite potentially reduced quantities, trader X3 remains an important trader with links to Da Nang, Hanoi and China. Their elimination from the trade and the exposure of their protection contact would make an example to other traders and strengthen the integrity of forest protection efforts. However, because of their connections, enforcement efforts should not occur without a solid case with guaranteed prosecution success.

Traders X4 and X5

This husband and wife team are inter-provincial level wildlife traders focussing on the bushmeat and wildlife-based traditional medicine trade. Trader X4 contends to be the sole trader for bushmeat in Tam Ky but also sells wildlife and products to Da Nang, Quang Ngai, Ho Chi Minh

City and Hanoi. Although it was unclear on the extent of trader X5's medicinal trading operation, it was clear that they were the control behind their trading operation.

Trader X5's knowledge, behaviour and supposed relationships with the government suggest that he controls their wildlife trade operations, whilst maintaining a status in the community as a traditional medicinal practitioner. He stated on a number of occasions that he does not get involved in his wife's illegal business yet would also claim to be the decision-maker in the family. It would be important that any enforcement actions target both trader X4 and X5.

Table 2: Wildlife traders and middlemen identified in Quang Nam province (November 2003)

District	Commune	No.	Trader name (s) (X = name known)	Trading level	Trading destinations
Tien Phuoc	Thi Tran Tien Phuoc	4	X, X, X, X	Provincial	Thang Binh, Tam Ky, Tien Phuoc
	Thi Tran Tien Phuoc	1	X		
	Tien Hiep	1	X, X	Provincial	Thang Binh, Tam Ky, Tien Phuoc
	Tien Lanh	2	X, X	Provincial	Thang Binh, Tam Ky, Tien Phuoc
	Tien Ky	1	X	Provincial	Thang Binh, Tam Ky, Tien Phuoc
Que Son	Village 5, Que Thuan	1	X	Provincial	Thang Binh
		1	X	Provincial	
		1	X	Inter-provincial	Da Nang
	Que Cuong	1	X	International	Tam Ky, Da Nang, Ha Noi and China
Phuoc Son	Kham Duc town	4	X, X, X, X	Inter-provincial	Da Nang, Dai Loc, Nam Giang, Hiep Duc, Thang Binh,
Nam Giang	Thanh My Town	1	1 dealer	Provincial	
Tam Ky	Tam Thai	2	X + X	Inter-provincial	Tam Ky, Da Nang, Hanoi and Saigon
	Thi Tran Tam Ky	3	X, X, X	Inter-provincial	Tam Ky, Da Nang, Hanoi and Saigon
Nui Thanh	Village 3, Tam My	1	X		
	Village 6, Tam Tra	2	X, X		
	Village 1, Tam Son	1	X		
	Village 2, Tam Thanh	2	X, X		
	Tam Anh	1	X	Provincial	
	Thi Tran Nui Thanh	1	X	Provincial	
Thang Binh	Thi Tran Ha Lam	2	X + X	International	Hanoi, China, Da Nang, Cao Bang, Lang Son
		1	X		
Bac Tra My	Thi Tran Bac Tra My	3	X, X, X	Inter-provincial	Tam Ky, Thang Binh, Da Nang
	Tra Doc	1	X	Inter-provincial	Tam Ky, Thang Binh, Da Nang
Nam Tra My	Tra Don	4	X, X, X, X	Inter-provincial	Tam Ky, Thang Binh, Da Nang and Hai Phong
	Tra Mai	1	X	Inter-provincial	Tam Ky, Thang Binh, Da Nang and Hai Phong
	Takpo	1	X	Inter-provincial	
Hiep Duc	Tan An town	2	2 traders	Inter-provincial	Thang Binh and Da Nang
	Phuoc Tra	2	2 traders	Inter-provincial	Thang Binh and Da Nang
	Que Tho	1	1 trader	Inter-provincial	Thang Binh and Da Nang
Dong Giang	Thi Tran	3	X, X, X	Inter-provincial	Da Nang
Dai Loc	Thi Tran	3	X, X and 1 more	Inter-provincial	Thang Binh, Da Nang, Ai Nghia town

1.3 Wildlife Demand

Bushmeat trade

A total of 73 restaurants selling wildlife meat were identified during the survey (see Table 3). Tam Ky provincial town has the highest number with a minimum of 20 restaurants. Wild pig, civet, porcupine, sambar (*Cervus unicolor*), muntjac, and soft-shell turtle were reported to have the highest consumption levels in all restaurants. However, bamboo rat, squirrel, chevrotain, pangolin, small cats, and serow (*Naemorhedus sumatrensis*) also were reported to be sold in small quantities. The two main restaurants in Kham Duc town, Phuoc Son district sell douc meat.

Table 3: Restaurants identified as selling wildlife meat in Quang Nam province (November 2003)

District	Commune	No.	Restaurant name
Hiep Duc	Tan An town	2	Thach Tao, Tho Ha
Thang Binh	Ha Lam town	2	Unknown
Que Son	Dong Phu town	3	Anh, Kinh, Ly Ly
Tien Phuoc	Tien Ky town	2	Chien Cu, Que Huong
Nam Giang	Thanh My town	5	Nam Giang, Kim Sang, Anh Duong, Trinh, Hai Sen
	Ben Giang	3	Cong Minh, Song Tam, Hong
Dong Giang	Prao town	3	Minh Tao, Tinh, Provincial guest house
Phuoc Son	Kham Duc town	5	5 restaurants selling wildlife including Sau Binh and Lan Trinh
Nui Thanh	Nui Thanh town	4	Ngoc Linh, Huong Tram, Duong Tau, Que Huong
Dai Loc	Ai Nghia town	6	Unknown
	Dai Lanh	3	Unknown
	Dai Hiep	3	Unknown
Duy Xuyen	Nam Phuoc town	6	My Tinh, Cau Sat, My Son, Thuy Dien Duy Son, Minh, Cuong, Tin
Bac Tra My	Tra My town	4	Thit Thu Rung, Son Quan Bay Tri – Bay Tri, Cac Mon Nhai Dong Noi – Rung, 95 – Huong Rung
Dien Ban	Vinh Dien town	2	298, 307
Tam Ky	Tam Ky town	20+	Over 20 restaurants Including: Que Huong, Bach Dang, An Tho, Son Lam, Hoang Vu, Dong Duong 1 & 2, An Ha, Thuy Tien.

The main customers to bushmeat restaurants are businessmen, government employees and people travelling highway 1. Restaurant owners explained that quantities varied with season; the dry season (February - September) being the time of greatest demand. Also, restaurants in Tam Ky town all reported that they sell most from Monday to Friday, with very little being sold on the weekends as most officials return home to Da Nang during this time.

A survey of the quantities of wild meat sold in five restaurants was carried out in Tam Ky provincial town. Estimates for weekly quantities are based on a 5day week (see Table 4). Wild pig represented the largest quantities of meat with up to 600 kg being sold every month in just five restaurants in Tam Ky provincial town. Civet meat was reported as a very popular dish in all restaurants, with up to 364kg being sold monthly. No differentiation is made between the different species of civet, all being classed as simply civet meat. A similar generalisation is made for muntjac and porcupine meat.

Although sambar meat is found on many menus and listed as one of the top selling wildlife meats, many restaurant owners stated that they sold very little as it difficult to source (possibly due to depleted populations in the wild). They suggested that they often substitute sambar meat with beef or muntjac.

Most restaurants bought either live or dead animals from their local traders or hunters. Wildlife meat is also sold in Trung Mang market and Prao market in Dong Giang district town.

Wildlife-based traditional medicine trade

Little data was collected on traditional medicine production in Quang Nam province with bone balm being the most commonly reported product (see Table 5). This is perhaps due to poor clarification in the methodology as to what to record. Many survey teams may have been looking for specialists and practitioners rather than recording the presence of bear bile and wildlife-based ruou. Observations in Tam Ky town showed that a very large proportion of restaurants offered some type of wildlife-based ruou or bear bile ruou; it is likely that this was also the case for many district town restaurants.

Retailer Y1, who runs the Centre for Traditional Medicine in Hoi An old town (39 Nguyen Thai Hoc St) buys pangolin scales and sambar antlers mainly from Da Nang. They estimated that they sell around 2kg of pangolin scales a month and 0.5kg Sambar antlers each month.

Table 4: Quantities of Bushmeat consumed in five restaurants in Tam Ky town

Species	Quantity (kg/week)	Quantity (kg/month)
Wild Pig	130-150	520 – 600
Sambar	87 – 103	348 – 412
Civet	86 – 91	344 – 364
Porcupine	85 – 92	340 – 368
Soft-shell turtle	25 – 50	100 – 200
Muntjac	13 – 19	52 – 76
Chevrotain	1 -10	4 – 40
Bamboo rat	10	40
Total	437kg	1,748kg

Table 5: Wildlife-based traditional medicine practitioners in Quang Nam province

District	Commune	
Dien Ban	Vinh Dien town	Python & macaque bone balm maker
Bac Tra My	Tra My town	Bear, macaque, python, serow bone balm makers, sambar antler
Dai Loc	Ai Nghia town	Bear bile, bone balm makers
Phuoc Son	Kham Duc town	Bear bile and bones, sambar antlers, wildlife-based ruou
Nam Giang	Thanh My town	One bone balm maker (inc. macaque, python, sambar, muntjac, serow and bear)
	Tabhing commune	Three bone balm makers (inc. macaque, python, sambar, muntjac, serow and bear)
	Ca Dy commune	Two bone balm makers (inc. macaque, python, sambar, muntjac, serow and bear)
Tam Ky	Tam Ky town	Golden turtles, sambar antlers, bear bile, bone balm maker (tiger, bear, python), wildlife-based ruou (snake, bird, bear bile)

Trophies, souvenirs and decoration trade

Very little information was collected on the trade of wildlife for decoration during the survey (see Table 6). Sambar antlers were observed in trader X4's house (Tam Ky trader) and a trader in Bac Tra My district reported that they traded a leopard (*Panthera pardus*) skin the week before, but there were no reports of any specialist skin manufacturers or traders. Seven souvenir shops in Hoi An town were found to be selling wildlife products including tiger teeth, bear claws, antlers of sambar and primate skulls, many of these were sourced from children from the central highlands at the boarding school for ethnic minorities. The selling prices of these can be seen in the table below.

Table 6: Selling prices of wildlife products in Hoi An town

Product	Selling price
Muntjac antler	180VND/ set
Serow antler	240,000VND/ set
Sambar antler	200,000-500,000VND/set
Monkey skull	200,000VND/skull
Wild pig teeth	60,000VND/canine
Tiger teeth	80,000VND/canine
Bear claw	60,000-80,000VND/claw

Pet trade

Very little information was collected on the trade of wildlife for pets. A number of houses in district towns and the provincial capital kept songbirds as pets, but it was not ascertained whether any significant quantities were sold outside the province. The pet trade is reported to be a serious threat to doucs in the province.

Phu Ninh Tourism Company holds numerous animals at its retail locations within Tam Ky. Phu Ninh reservoir tourism centre houses a number of species of bird one bear macaque (*Macaca arctoides*) and one rhesus macaque (*M. mulatta*) around their café area which were reported to have been bought from local people. They also have a small zoo in Tam Ky town (between Phu Ninh taxi company and the Que Huong restaurant on Huynh Thuc Khang street) housing two Asian black bears (*Ursus thibetanus*), four bear macaques, two brown fish owls (*Ketupa zeylonensis*), one green peafowl (*Pavo muticus*), crested serpent eagle (*Spilornis cheela*) and a number of songbirds (including large billed crow, lined barbet, spotted doves, and crested myna). It was reported that these animals were sourced from the wild. The zoo reportedly has permission from the People's Committee, not the FPD, to hold the animals.

Da Nang city: An important destination

Quang Nam and Da Nang city were previously one province, Da Nang being the provincial capital and very likely an important node in the wildlife trade framework. This partly explains why Da Nang remains a destination for much of the wildlife hunted in or traded from Quang Nam. A short survey was carried out in Da Nang city to try and identify the main traders in Da Nang and their links to Quang Nam.

In just four restaurants in Da Nang city it was reported that between 980-1,140g of bushmeat (civet, muntjac, sambar, wild pig, porcupine, serow and monitor lizard) were sold each week (see Table 7). Although some restaurants bought directly from traders in Thang Binh and Tam Ky (Quang Nam province), most bought from the two largest bushmeat traders in the city: trader Z1 and trader Z2.

Table 7: Quantities of bushmeat consumed in four restaurants in Da Nang city (all units in Kg/week)

Species	Hung Rau	Lam	Manh Chinh	Anh Dao	Total
Wild pig	30-40	70	20	70	190-200
Muntjac	25-50	70-100		140-210	235-360
Sambar	30-40	70-100	20		120-160
Civet	50	35	5	35	125
Porcupine		35	5	35	75
Serow	25-40	70-100			95-140
Monitor lizard				140	140
				Total	980-1,140

Traders Z1 and Z2 sell bushmeat to Da Nang, Ho Chi Minh City and Hanoi. Their main trade is in bushmeat, but trader Z1 will also trade in turtles, snakes, pangolins and bears, selling snakes and turtles directly to China. The majority of their wildlife is sourced from traders in Quang Nam (particularly Thang Binh, Tam Ky and Dai Loc districts) and both buy wildlife from trader X4 (Tam Ky town) and trader X1 (Thang Binh district), but to fulfil their demands they also buy wildlife from Thua Thien Hue, Binh Dinh (Tay Son), Da Nang (Son Tra mountain), Quang Ngai, Kon Tum, and Dak Lak provinces.

The quantities of wildlife that trader Z1 reported to be trading are immense, with estimations of between 3,150kg-6,090kg every week (see Table 8). Trader Z1 justified these figures by explaining their trade network and showing four large chest freezers full to the brim with bushmeat. They also maintain records on their trade in children's exercise books so these figures are thought to be realistic.

Table 8: Quantities and buying prices reported to be traded by Z1 in Da Nang City

Species	Quantity	Buying Price
Wild pig	100-200 kg/day	40,000 VND/kg
Sambar	100-200 kg/day	25,000 VND/kg
Porcupine	100-200 kg/day	30,000 VND/kg
Civet	100-200 kg/day	150,000 VND/kg
Muntjac	100-150 kg/week	25,000 VND/kg
Soft-shell turtle	20-30 kg/month	180,000 VND/kg

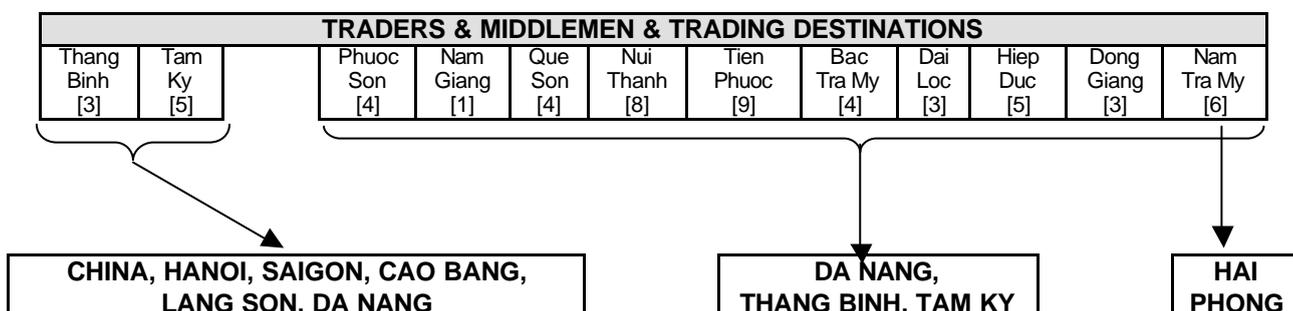
Both traders Z1 and Z2 reported to have relationships with the authorities that allow them to continue to illegally trade wildlife. Trader Z1 husband's cousin is the Vice-commander of the Central Vietnam People's Army and trader Z2 reported that local authorities always give them advanced warnings of house searches. The owner of the Anh Dao restaurant (previously Huong Rung) reported that her husband works for the Quang Nam Labour Union in Tam Ky town and that he is also involved in the wildlife trade.

The strong links between the wildlife trade in Da Nang city and Quang Nam province combined with reportedly good relations between high-level authorities necessitate close cooperation between Quang Nam province and Da Nang city in the control of the wildlife trade as it clear that the wildlife trade transcends political boundaries.

1.4 Quang Nam Wildlife Trade Framework

IMPORT	HUNTING IN QUANG NAM	CAPTIVE BREEDING
Limited levels, hunting along international border with Laos Khanh Hoa, Quang Ngai, Dak Lak, Binh Dinh, Kon Tum, Bac Lieu, Gia Lai, Thanh Hoa, and Dong Nai provinces	Duy Xuyen, Hiep Duc, Dai Loc, Dong Giang, Nam Giang, Tay Giang, Phuoc Son, Bac Tra My, Nam Tra My, Nui Thanh, Que Son, Tien Phuoc	None reported

TRANSPORT ROUTES	TRANSPORT MEANS	CONCEALMENT
Highway 1, Ho Chi Minh Highway Road 616, 14B, 14E, 14D, 615 Ba Dau Rd, Thanh My/Nuoc My / Song Cai & Thu Bon River	Manual, bicycles, motorbikes, cars, trucks, buses, power boats, army trucks and government cars	Plastic bags, travel bags, wooden boxes, freezer boxes, bear in hammock



WILDLIFE USE IN QUANG NAM			
RESTAURANTS	TRADITIONAL MEDICINE	DECORATION	CAPTIVITY
Hiep Duc (2), Thang Binh (2), Que Son (3), Tien Phuoc (2), Nam Giang (8), Dong Giang (3), Phuoc Son (5), Nui Thanh (4), Dai Loc (12), Duy Xuyen (7), Bac Tra My (4), Dien Ban (2), Tam Ky (20+)	Dien Ban, Bac Tra My, Dai Loc, Phuoc Son, Nam Giang, Tam Ky	Bac Tra My, Tam Ky Hoi An town	Song birds in most district towns, Phu Ninh tourism centre, Tam Ky town

1.5 Trends in the wildlife trade

Some informants reported that the wildlife trade has decreased due to a reduction in wild populations and stronger enforcement by the authorities. However, others reported that it is increasing, becoming better organised and more complex. Informants in Nam Giang and Tam Ky districts stated that during the summer months they can not supply enough wildlife to satisfy the growing demand of bushmeat restaurants.

It is difficult to make any general comments on whether the wildlife trade is increasing or decreasing in Quang Nam province. Different players in the trade network (hunters, middlemen, traders, retailers and consumers) each have a different view on the trade based upon their involvement and attitude towards enforcement. For example, although the quantity of wildlife from hunters and district-level traders in Quang Nam may have reduced in some cases, it is likely that the international and inter-provincial traders then expanded their operations sourcing wildlife from the central highlands and neighbouring provinces.

Section 2: The trade in high value endangered species

Civets, snakes (inc. cobra and python), wild pig, muntjac, sambar, turtles, porcupine and pangolin were reported to be the animal groups traded most heavily within Quang Nam province. It was reported that species such as turtles, bears, pangolin, monitor lizard and snakes are generally traded out of the province (i.e. Da Nang, Hanoi, China and Ho Chi Minh City). Information on the buying prices of wildlife can be found in Appendix 4. The following information was collected on some high value endangered species:

- Douc was recorded for sale in a restaurant (Sau Binh) in Kham Duc town (Phuoc Son district), and it is also available as dried meat in the market. The head of a recently hunted individual was seen in Bac Tra My, although it cannot be determined whether this was for a specific use or a by-product.
- Pangolins were reported to be in high demand by almost all traders, particularly the traders with links to Hanoi and China. However, reports suggest that pangolin populations have been so heavily exploited in the last decade that their trade has reduced.

2.1 The bear trade

Bears are hunted from nearly all the districts of Quang Nam province. The main source areas were reported to be the following districts: Hiep Duc, Tien Phuoc, Nam Tra My, Bac Tra My, Nam Giang, Dong Giang, Phuoc Son, Dai Loc and Nui Thanh.

Bears are hunted by professional hunters with guns, caught in snare traps, man traps and large pitfall traps. It is an active, organized trade with high awareness of market demand and enforcement operations.

It was difficult to estimate with any accuracy the quantity of bears being hunted from Quang Nam on an annual basis to supply the bear trade. There is a high demand for wild bear gall bladders and live young bears to be sold to bile farms in other provinces. The markets for bone balm, claws and teeth are smaller and potentially by-products of the trade for bear bile. The bear trade remains highly profitable; Table 9 shows selling prices of different bear products in Quang Nam.

There was no information collected on bears being kept in captivity in Quang Nam province for bear bile extraction. Live bears are mainly transported out of the province to Da Nang, Hanoi and Hai Phong.

Bears are transported using motorbike, bus, private cars and government cars. Most transports will occur during the night to avoid enforcement officers.

Table 9: Selling prices of bear products in Quang Nam

Bear Product	Selling Price (\$1 = 15,700VND)
Gall bladder	450,000VND
Live bears	20-40,000,000 VND/indv
Bile	5,000,000 VND/100ml
Bear paws	400,000/each
Bone balm	1,000,000 VND/kg
Bones	30-40,000 VND/kg
Claws	6-8,000,000 VND/set

The bear trade network extends over the whole province and potentially involves most district town traders, who have links to traders in Da Nang and the big five traders in Quang Nam. Although trader X1 (Thang Binh district) and trader X3 (Que Son district) were considered the largest bear traders, there were also reports of other large bear traders in Tam Ky town. Further information was collected suggesting that Da Nang and Quang Ngai traders will buy bears directly from small district town traders in Quang Nam.

A number of souvenir shops in Hoi An town sell bear claws and teeth sourced from students from the central highlands studying at the boarding school for ethnic minorities in Hoi An.

2.2 The Tiger trade

The presence of tigers, international wildlife traders, professional hunters and extensive snare trapping in Quang Nam are key indicators that the tiger trade is active within the province.

The only information collected on tigers being hunted was from Bac Tra My district where a tiger was caught and found dead in a snare trap in 2002. It was unclear where the tiger was sold to but some informants reported that trader X1 (Thang Binh district) and trader X5 (Tam Ky town) are involved in the tiger trade.

Some traders in Tien Phuoc district reported that professional hunters from Thua-Thien Hue province and Binh Dinh province offered \$50 to local people who saw tiger footprints. The validity of this could not be ascertained. Although tigers have the same level of protection as bears, local people and traders consider them far more protected by law and are nervous to divulge information about the trade in tigers.

2.3 The Turtle Trade

Turtles are collected opportunistically by all hunters in the province. There were reports of professional turtle hunters coming from Thua-Thien Hue and Binh Dinh provinces, with such reports being backed up by field observations. Traders reported that the biggest quantities of turtles are collected and traded during the dry season.

The biggest demand is for the golden turtle (*Cuora trifasciata*) and the big-headed turtle (*Platysternon megacephalum*) as they can be sold for most profit. It was reported that these are becoming increasingly rare and there were no recent reports of the golden turtle although two were seen in rice wine in trader X5's house (Tam Ky town).

Traders reported that they deal mainly in the box turtle (*Cuora* sp.), elongated tortoise (*Indotestudo elongata*), Stripe-necked leaf turtle (*Cyclemys dentata* complex), big-headed turtle (*Platysternon megacephalum*), Malayan snail-eating turtle (*Malayemys subtrijuga*), and Chinese stripe-necked turtle (*Ocadia sinensis*). No information was collected on the endemic and Critically Endangered Vietnamese pond turtle (*Mauremys annamensis*) in the trade during this survey, although it has been recorded in Quang Nam previously (M^cCormack, T. and Nguyen Le Ai Vinh, 2004; B. Long pers obs.).

It was estimated by other traders that trader X3 (Que Son district) and trader X1 (Thang Binh district) trade around 100kg turtles every week each. Traders X4 and X5 reported that they trade about 30kg of hard shell turtles each week.

All traders interviewed stated that they sell to trader X3 (Que Son district) and trader X1 (Thang Binh district), who were the focus points for the turtle trade in Quang Nam, with good links to China and Hanoi. Reports from other traders suggest that turtles are traded opportunistically by almost all traders in the province who will then source them to traders with links to Hanoi or with links to traders X1 and X3.

2.4 The sambar trade

Sambar is a key species to focus on in Quang Nam as it represents the favoured prey species for the tiger with tiger density being directly related to that of sambar. Although not globally threatened, it is close to extirpation from Quang Nam and so deserves the highest levels of protection.

Sambar is a prized source of local protein and a delicacy in bush meat restaurants. In five restaurants in Tam Ky town it was estimated that up to 400kg of sambar meat was served each month, and all other restaurants stated that it is one of the most popular dishes. In Da Nang four restaurants estimated that each week they could sell around 160kg of sambar meat. Based on an average sambar weighing 150kg this would account for almost seven animals each month in just nine restaurants.

However, traders selling to these restaurants stated that much of the meat sold as sambar is actually muntjac, an easy substitute, and many restaurant owners cannot tell the difference. Additionally, a number of restaurants in Tam Ky and Da Nang reported that they will sell muntjac and even beef as sambar meat to non-regular customers. Therefore, the threat of the bushmeat trade to sambar cannot be accurately assessed through restaurant surveys. More information should be collected from the traders selling to the restaurants to determine the quantities in the trade. However, in order to prevent the species extirpation from Quang Nam, a total ban on sambar meat sales and consumption should be enacted and enforced.

Controlling the wildlife trade in Quang Nam

The illegal wildlife trade currently operates relatively uncontrolled in Quang Nam province. Without data on patrolling effort, house/restaurant searches and number of violators brought to prosecution it is difficult to quantify the effectiveness of FPD's enforcement activities.

Although not wholly accurate, a comparison was made between the quantities of wildlife consumed in five restaurants in Tam Ky town and of wildlife confiscated over the whole province by FPD during 2003 (see Table 10). The results are not accurate as it does not include all restaurants in the province, and other demand markets (i.e. traditional medicine, pets, decoration, and export trade), however, this is intended to highlight the extremely low confiscation rate of the FPD.

Results showed that between 0.2% and 2.6% of the total quantity consumed was confiscated. Further comparison was made between trader X4's (Tam Ky) estimated annual trade quantities of wild pig, civet and porcupine that indicated between 0.2% and 0.9% of her trade could have been intercepted by FPD in 2003 if all confiscations were from her for these species. Based upon one transport of 500kg of snakes a month, FPD potentially only intercepted 0.9% of trader X1's snake trade in 2003.

This suggests that Quang Nam FPD is confiscating fewer than 2.6% of the wildlife trade operating within the province, and likely much less than this.

Table 10: The proportion of bushmeat confiscated by all FPD's in Quang Nam compared to the amount consumed in five restaurants in Tam Ky town in 2003

Species	Amount Confiscated (kg)	Amount consumed (kg)	% Confiscated
Civet	*108	4,128	2.6 %
Sambar meat	10	4,176	0.2 %
Porcupine	22.8	4,080	0.6 %
Wild pig	** 105	6,240	1.7%

An estimation based on the number of animals, assuming one animal weighs *6kg and **70kg

3.1 A potential area of compromise to enforcement actions: Corruption

No hard evidence of corruption was collected during the survey. However, some information that might suggest corruption or leniency from officials was collected that would severely compromise any enforcement action:

- Traders X4 and X5 (Tam Ky traders) reported to have very good relationships with provincial government and bragged they could help arrange meetings with the People's Committee and FPD.
- Informants reported that trader X1 (Thang Binh trader) had protection from a "friend in the government". Trader X1 stressed to the undercover survey team that having a good relationship with the government is crucial to being a wildlife trader. They made no reference to relatives working in the government, but bragged about having some very good friends in the police department.
- Trader X3 has a close relative in a prominent position within the Quang Nam People Checking Department. Any planned enforcement action on trader's houses requires the permission from this department. It was suggested that this relationship has protected trader X3 in the past as FPD has never received permission to search their house.
- Although not confirmed, it was suggested that information on road checking schedules were sourced from an insider.

3.2 Cracking the wildlife trade network

Limited man power and finances to control the wildlife trade mean that actions must be prioritised to have greatest impact. This survey has identified three main actions that would have the greatest impact on the wildlife trade in Quang Nam:

- *Elimination of the five large wildlife traders*

Most survey participants identified these wildlife traders as the 'keystone' in the wildlife trade network and recommended they be the target of enforcement activities.

It is imperative that the large wildlife traders be eliminated from operating in the wildlife trade. Previous fines and arrests have been ineffective at eliminating wildlife traders therefore a new approach is needed. The approach should result in a prosecution that leads to either a prison sentence or a significant fine, or a series of fines that will put them out of business.

These traders are involved in a significant proportion of the wildlife trade in Quang Nam and would serve to set a good example to other traders thinking of expanding their operations. This will require a tactical approach and a well designed operation to catch them red handed, with enough evidence to move to prosecution. It should not be seen as a one off operation but a campaign to eliminate them from the wildlife trade.

- *Cessation of the consumption of bushmeat in restaurants*

Restaurants in Quang Nam consume massive amounts of wildlife every week and should be forced to stop selling wildlife meat. Regular monitoring, strict enforcement and large fines should accompany a media campaign and signed agreements. Government staff should be prevented from eating wildlife in restaurants, through strong management and discipline when caught.

- *Influencing cooperation with enforcement agencies*

The cessation of the illegal wildlife trade requires the strong support and cooperation of all members of the provincial task force. The Forest Protection Department is responsible to increase the commitment of other enforcement agencies to tackle the illegal wildlife trade which some agencies see as an insignificant problem. This requires raising their awareness not only to the scale of the problem and the related legislation, but more importantly highlighting the links to crimes they are probably more interested in such as prostitution, drug smuggling, organised crime, gambling, illegal border crossings, unauthorised use of government and army vehicles and corruption.

Conclusions

The forest rangers carrying out the surveys, particularly those involved in February, are among the most dedicated forest rangers in Vietnam. Quang Nam FPD now has six experienced undercover wildlife trade surveyors and should use this resource to its full potential. To the author's knowledge, this was the first wildlife trade survey carried out in Vietnam, where forest rangers collected the data and it is clear that they are capable of doing this when provided with adequate training and resources.

The illegal wildlife trade in Quang Nam province is widespread, operating in a relatively uncontrolled manner, worth tens of thousands of dollars and involves massive quantities of wildlife. The wildlife trade dynamic in Quang Nam forms part of a network stretching from Ho Chi Minh City to China. It is mainly led by five main traders and around 50 smaller traders. The turtle, bear, tiger, pangolin and sambar trade are all present in the province and poses a serious threat to the survival of these groups.

This survey provides a good starting point in gaining full understanding of the illegal wildlife trade in Quang Nam province, but it should not be seen as an isolated event. It is strongly recommended that the case books are actively used and that further surveys are carried out to obtain the required information for enforcement operations.

It is recommended that in addition to stopping the consumption of bushmeat in restaurants, that the top five traders are eliminated from the wildlife trade. This will not only serve to reduce a large amount of the trade but also should discourage smaller traders from expanding their operations if it includes cases of corruption in the government. Most of the large wildlife traders stated that a good relationship with the government is important and it is crucial that these relationships are removed to highlight the commitment of FPD to the problem.

Previous fines and arrests have been ineffective at controlling the wildlife trade and eliminating wildlife traders. Therefore, tactical enforcement actions need to be designed that ensure large fines or imprisonment, ensuring their wildlife trading stops. Outside experts with experience in designing successful actions against wildlife traders should be brought in to help train and design the actions.

Controlling the illegal wildlife trade in Quang Nam province requires the commitment and support of all enforcement agencies in the task-force. Indications of corruption and leniency have been identified within a number of government departments that are compromising the effectiveness of enforcement and limiting positive cooperation efforts.

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Appendix 1: Forest Ranger Training Undercover Wildlife Trade Surveys

Introduction

Previous surveys attempting to generalise the Vietnamese wildlife trade dynamic highlight the massive variation in the wildlife trade between provinces and even districts. Increased understanding of the wildlife trade in different provinces not only assists the local Forest Protection Department (FPD) in focussing enforcement operations, but also serves as a baseline to monitor the trade in the future and provide a means to influence policymakers at both the provincial and central level through raised awareness.



A dead civet in the wildlife trade

Although a certain level of knowledge on the trade dynamic exists within FPD, past surveys have consistently shown that the FPD does not know all the information. This is due to the illegal nature of the trade, but highlights the need to obtain further information on the illegal wildlife trade in order to develop effective mitigation measures.

Almost all wildlife trade surveys carried out to date in Vietnam have been completed by teams of consultants. Such surveys are expensive making it unlikely that provincial FPDs could replicate them. The effective control of the wildlife trade requires regular monitoring to assess the impact of enforcement operations.

This eight-day training course is aimed at equipping Vietnamese forest rangers with the skills to carry out undercover wildlife trade surveys.

Training components

1. Introduction to the illegal wildlife trade

This one day component provides participants with an overview to the wildlife trade in Vietnam. Participants develop a basic supply-demand framework of the wildlife trade, gain understanding of wildlife trade dynamics, improve their knowledge on the legal system controlling the wildlife trade and are introduced to previous wildlife trade surveys in Vietnam.



Trainees discuss the importance of stopping the illegal wildlife

2. Species and product identification



Species identification training

Over the course of two days participants are introduced to the main trade-threatened species (and products such as meat, bones and skins) of primates, ungulates, carnivores, birds and reptiles in Vietnam. Training focuses on highlighting the key identification features of the different groups and provides a brief introduction to their use in the wildlife trade and their protection status under Vietnamese laws. A large proportion of the time is used for practical revision exercises, reinforcing the key lessons from the lectures. This unit equips rangers with the required knowledge to identify general groups of hard to identify species such as the differences between hard-shell, soft-shell, box- and marine turtles, rather than providing detailed species training.

3. Undercover wildlife trade survey techniques

This one day unit begins the process of methodology development by introducing the range of approaches, interview techniques and recording techniques used in previous wildlife trade surveys. Participants are led through a number of exercises and role play games on memory, cover stories and interviewing to reinforce the lectures and highlight key advantages and disadvantages of each technique.



Trainees practice their cover stories



Participants compile all information required from the survey

4. Participatory methodology development

Using the wildlife trade framework the participants developed in the first day, participants are led through an exercise to identify the information requirements for each section of the framework. They are then guided in the development of a case book for their survey areas. The participants then use all this information to design the data sheets and approaches for the survey.

5. Field testing, methodology evaluation and adjustment

Each survey teams visit an area for two days to test out their newly acquired skills and methodology. After returning from their field testing, participants are led through a discussion evaluating the methodology and their survey techniques. The day is concluded with final methodology alterations and preparations for the main survey.

6. Debriefing session

After the main survey period is finished all survey teams return and carry out a short presentation on the wildlife trade in their survey area. Following this they are led through a discussion aimed at improving the methodology and highlighting areas for further work.

Trainers

Scott Robertson: Owston's Civet Conservation Programme

Vu Ngoc Thanh: Vietnam National University, Hanoi

Barney Long: WWF Indochina Programme

Required equipment/resources

PowerPoint Projector

Identification resources (field guides, ID books, specimens)

Whiteboard

Large paper and pens

Field testing area



Rangers report back their findings

Appendix 2: Training Schedule

Day	Topic	Time	Content
DAY 1	Introduction to the illegal wildlife trade	8:00 - 8:20	Opening
		8:20 - 8:50	Hunting and enforcement in Quang Nam Province
		8:50 - 9:00	Introduction to training course and survey
		9:00 - 10:00	Wildlife trade in Vietnam
		10:00 - 10:15	<i>Coffee Break</i>
		10:15 - 11:00	Trade Dynamics
		11:00 - 13:30	<i>Lunch</i>
		13:30 - 14:30	Wildlife trade surveys in Vietnam
		14:30 - 14:45	<i>Coffee Break</i>
		14:45 - 16:30	Wildlife Protection laws
		16:30 - 17:00	Review of Legal situation analysis in Quang Nam
		17:00 - 17:10	Close
DAY 2	Species identification	7:30 - 7:45	Introduction
		7:45 - 9:15	Primates
		9:15 - 9:30	<i>Coffee Break</i>
		9:30 - 11:00	Carnivores
		11:00 - 13:30	<i>Lunch</i>
		13:30 - 15:00	Ungulates
		15:00 - 15:15	<i>Coffee Break</i>
		15:15 - 15:45	Primate revision exercises
		15:45 - 16:15	Carnivore revision exercises
		16:15 - 16:45	Ungulates revision exercises
		16:45 - 17:00	Close
		DAY 3	Species and product identification
7:45 - 815	Snakes		
8:15 - 830	Monitor Lizards and Tokay lizards		
8:30 - 900	Turtles & tortoises		
9:00 - 915	<i>Coffee Break</i>		
9:15 - 935	Porcupines, pangolins, rabbits etc		
9:35 - 1005	Ivory		
10:05 - 1035	Bones		
10:35 - 1045	Bushmeat		
10:45 - 1330	<i>Lunch</i>		
13:30 - 1430	Birds		
14:30 - 1445	<i>Coffee Break</i>		
14:45 - 1700	Species identification revision exercises		



Identification of animal bones and skins are important wildlife trade survey skills



Rangers practice gathering information in crowded and noisy situations

DAY 4	Undercover wildlife trade survey techniques	8:00 – 8:05	Introduction
		8:00 – 8:45	Species Identification Assessment
		8:45 – 9:00	Introduction to wildlife trade surveys
		9:00 – 9:45	Approaches to wildlife trade surveys
		9:45 – 10:00	<i>Coffee Break</i>
		10:00 – 10:30	Interview techniques
		10:30 – 11:00	Recording techniques
		11:00 – 13:30	<i>Lunch</i>
		13:30 – 14:30	Approaches exercise
		14:30 – 15:15	Photo memory exercise
		15:15 – 15:30	<i>Coffee Break</i>
		15:30 – 16:30	Memory exercises
		16:30 – 17:00	Interview practice

DAY 5	Participatory methodology development	7:30 – 7:45	<i>Introduction</i>
		7:45 – 9:00	Identifying information needs in the wildlife trade network
		9:00 – 9:15	<i>Coffee Break</i>
		9:15 – 9:45	Identifying information needs in the wildlife trade network
		9:45 – 11:00	Designing a data recording sheet
		11:00 – 13:30	<i>Lunch</i>
		13:30 – 14:00	Identify potential problems
		14:00 – 15:00	Tien Phuoc planning
		15:00 -15:15	<i>Coffee Break</i>
		15:15 – 15:45	Survey finances and logistics

DAY 6	Field testing	DAY	Field testing survey techniques and methodology
DAY 7	Field testing	DAY	Field testing survey techniques and methodology

DAY 8	Methodology evaluation & adjustment	08:00 – 10:00	Team commune reports
		10:00 – 11:30	Methodology evaluation and adjustment
		11:30 – 13:30	LUNCH
		1330 – 1730	Final preparations for main survey (teams, survey area allocation, case books, review of cover stories)

DAY 9 – 19	Undercover Wildlife Trade Survey		
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DAY 20	Post – survey debriefing session	8:00 – 11:00	Presentations on District wildlife trade situation
		11:00 – 13:30	Lunch
		13:30 – 15:30	Presentations on District wildlife trade situation
		15:30 – 16:15	Assessment of difficulties of survey and methodology: Improvements and alterations
		16:15 – 16:45	Important areas for further work



An introduction to the scale of the wildlife trade is an important first activity

Practice in using field guides to identify a range of species is reinforced



Appendix 3: Information framework

Hunting:

- Hunters
- Methods of hunting (trap types, guns etc)
- Where do hunters buy hunting tools/materials?
- Hunting seasons (the best season is for hunting different species)
- Selling prices to traders

Import:

- Provinces, countries
- Species, methods of import
- Animals sources (national, international)
- Prices

Commercial wildlife farms:

- Type of farm (private, organization, government)
- Location
- Sources of species
- Species
- Buying/selling price

From above sources of animals, what is proportion of each source to demand? (for example % of hunting to demand)

Means of transport:

- Manual
- Vehicle (car, motor bike, power board, board, train...)

Transport routes:

- Land way: highways, roads (commune, district, province), paths...
- Water way: rivers, streams ...
- Rail way: stations, lines...

Traders:

- Who? (village, commune, district town, provincial town)
- People come from other provinces (village, commune, district town, provincial town)
- Time of transport
- Camouflaging methods of animals
- Tricks are used to build relationship with government officer

How do traders/transporters know the inspection of enforcement officer on the road? What road they will dispose wildlife when they see a road block?

Transport to outside

- Means of transport
- Transporters
- Sources of animals
- Species
- Destinations
- Purposes
- Time
- Price

What percentage of wildlife is sold for consumption within the province or outside province?

Consumption within province

- Consumption places
- Means of transport
- Selling people
- Sources of animals
- Common species

- Purposes
- Price

What is proportion of wildlife in consumption within province? (% is sold to restaurants, % is sold to traditional medicine/decoration/souvenir shops and % is sold to captivities?)

Restaurants

Quantity, source of animals, selling people and time of transport, means of transport, transporters, species, consumers, and price

Traditional medicine

Quantity of shop are selling/ making traditional medicine, source of animals, selling people and time of transport, means of transport, transporters, species, animal products are used in medicine, buying place, price (species, animals products)

Souvenir, decoration

Number of shop, source of animals, selling people and time of transport, species, animal products are used in medicine, buying people, price, quantity of consumption (if possible)

How many restaurants, traditional medicine shops, souvenir shops in the survey area? Of which, how many are selling animals/animals products of wildlife?

Pets

Common species which are housing, purposes of keeping, sources, quantity and scale of enclosure, buying/selling price, destinations, consumers of wildlife.

Appendix 4: Wildlife trader/middlemen buying prices in some districts of Quang Nam province (VND/kg)

Unit: 1,000 VND

Species	Dien Ban	Tien Phuoc	Dong Giang	Nui Thanh	Bac Tra My	Thang Binh	Phuoc Son	Tam Ky
Primate			150-600					
Muntjac			25-50					35
Serow							60	
Sambar			20-45		35		60	43
Wild Pig	25		25-50	40	30		30	35-45
Cobra				200		250		
Snake sp		50		30-50		90		
Porcupine							80	35-55
Pangolin					550	150	450	
SS Turtle			100					155
HS Turtle							50-300	
Box Turtle							150	
Civet		50		50-80	100	80-100		55-80
Monitor Lizard							150	



**Quang Nam Forest Protection Department
&
WWF Indochina**



MOSAIC
**Management Of Strategic Areas for Integrated Conservation,
Quang Nam Province, Vietnam**

**A Situation Analysis on Dealing with Confiscated Animals
in Quang Nam Province**

Scott Robertson¹, Hoang Xuan Thuy¹ and Barney Long²

¹Owston's Civet Conservation Program, Cuc Phuong National Park

²WWF MOSAIC Project

March 2004

**Wildlife Law Enforcement Strengthening
Report No. 5**



MACARTHUR



A Situation Analysis on Dealing with Confiscated Animals in Quang Nam Province

Scott Robertson, Hoang Xuan Thuy and Barney Long

Introduction

Increased enforcement of wildlife protection laws has resulted in an increased quantity of live animals being confiscated by law enforcement agencies in Quang Nam province and will increase exponentially with planned enforcement action. Confiscations have the potential to range from a single animal to hundreds of specimens. The quantity of confiscations by enforcement agencies in Quang Nam, when compared to estimates of quantities being traded illegally, (see Robertson *et al.*, this volume) indicate that only a very small percentage of animals traded in the province are being stopped. In the short term, therefore, confiscations are likely to increase many fold as enforcement effort and effectiveness increases.

Although a number of laws have begun to address the problem of how to deal with confiscated animals, many Forest Protection Departments (FPD) still lack the knowledge, technical capacity, financial resources and protocols to effectively address this issue. These constraints have led to inappropriate placement of confiscated animals and caused a lack of motivation by forest rangers to confiscate animals.

There is a critical need for information and advice relating to responsible actions when confiscating animals which has to come from a range of sources including conservationists, veterinarians, animal keepers, disease experts and the FPD. Quang Nam FPD recognised this problem and sought more information on the current opportunities and constraints in the province. Results from this study and future assistance and advice will be built into a provincial biodiversity and natural resource law enforcement action plan. This report aims to outline the local constraints, put the situation of confiscated animals into a framework of international standards and offer recommendations for the province to consider.

Legislative background

There are five legal documents relating to dealing with confiscated animals in Vietnam (see Appendix 1 for further details):

- Circular 04 NN/KL-TT (5th February 1995). Instruction on the implementation of Decree 02/CP issued on 5th January 1995 of the Government stipulating on prohibited and restricted commercial goods and services in the domestic market.
- Correspondence letter No. 280 KL/PC (25th October 1996). On the inspection and treatment of violations of the management and use of wildlife.
- Circular 359/TTg (29th May 1996). On Urgent measures for wildlife protection and development.
- Decree 77/CP (29th November 1996). On financial punishments of forest protection, development and management of forest products.
- Resolution of the Conference 10.7 of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES). The disposal of confiscated live specimens of species in the Appendices.

The decision-making process when deciding upon the action to be taken with confiscated animals is based firstly on the health of the animal (i.e. either 'living' or 'likely to die soon') followed by its protection status in Vietnamese legislation (i.e. presence or absence in Decree 18/48). Interviews with FPD leaders indicated that they feel the guidelines offered in this legislation are restrictive, not clear and almost all leaders did not know or understand the ultimate reason for confiscating animals.

The IUCN has published guidelines for the placement of confiscated animals (IUCN, 2000) that provides a detailed option analysis on an international level. These guidelines include decision-making trees and examples.

Analysis of options

According to Vietnamese law, it is the head of FPD at the level of confiscation who is responsible for deciding on the course of action when confiscating animals. When very rare species are confiscated such as tiger or douc, it may be preferred to transfer these animals to provincial FPD to ensure the correct process is followed. FPD heads have five legal options available to them when considering the placement of confiscated animals. A brief overview of these options is provided below:

Option 1: Release to the wild

Under Vietnamese legislation, any confiscated animal can be released to the wild after relevant disease and health screening. In general, FPD rangers believe that releasing animals back to the wild is the best solution for the animal's welfare and conservation. However, studies into releases and wildlife diseases suggest that this may be one of the most inappropriate options.

Poorly implemented release programmes can have no impact and can have a negative impact on existing wild populations through:

- The introduction of non-native species to an area causing unnatural competition with native species
- Cross-breeding of taxa (genetic pollution) which reduces species fitness harming native populations
- Introduction of disease to wild populations
- Competition with resident animals which can result in the death of the released animal
- Death of the released animal through starvation.

Disease screening, genetic analysis and research, plus post-release monitoring are imperative to a successful release. These processes all require large amounts of resources, time and money that make responsible releases an unviable option in the immediate future.

However, under the following conditions a release would be appropriate and the above preparations would not be as crucial:

- The exact origin of the animal is known
- The animal has not spent any period of time in captivity
- The animal has not been mixed with other animals it would not normally come into contact with
- The animal is healthy.

A release without monitoring is still not ideal, but the conservation impact through awareness and increased ranger motivation by carrying out a release under these four stringent conditions potentially outweighs concerns.

Option 2: Transfer to captivity

Under Vietnamese legislation, any confiscated animal can be transferred to a registered captive institution (zoos, conservation breeding centres, rescue centres and commercial breeding centres). There are currently no registered commercial breeding centres in Quang Nam province, so only the following centres are potential locations for transfer:

- Hanoi Zoological Gardens
- Saigon Zoo and Botanical Garden
- The Turtle Conservation Centre (Cuc Phuong National Park)
- The Owston's Civet Conservation Program (Cuc Phuong National Park)
- The Endangered Primate Rescue Centre (Cuc Phuong National Park)
- Soc Son Rescue Centre (Hanoi)

Cage space in these institutions is highly restricted and sometimes limited to certain species. In most cases they are reaching full capacity. Therefore, although this is a good option for specific taxa (gibbons, doucs, hard-shell turtles and rare civets), it is not viable for many species confiscated from the wildlife trade.

It should be noted that under Vietnamese law, any institution that receives a confiscated animal should cover all expenditures associated with the care and transportation of the animal.

Quang Nam FPD currently does not have the financial resources, man power or technical knowledge to establish a rescue or rehabilitation centre for long term holding of animals. Both of these options would require inappropriate investment of time and resources for a problem that is essentially one of welfare and not conservation. It is strongly recommended therefore that a provincial rescue centre is not considered a viable solution to the problem.

Option 3: Euthanasia

Circular 04 (5th February 1995) states that if a veterinarian confirms the animal is ill or carrying diseases it should be euthanized. The dead specimen can then be destroyed or transferred to a museum, research or educational institution. Later legislation (Correspondence letter 280 KL/PC) written to clarify this earlier circular omitted euthanasia as an option causing confusion amongst many FPD's. Euthanasia is still a legal option.

Euthanasia is not a popular option at present and few FPD's have cooperation with experienced wildlife veterinarians for consultation. In many cases, however, euthanasia would be the best solution on welfare, conservation and economic grounds.

Although killing the animal permanently removes it from the wild population and may give rise to public criticisms of FPD for choosing this option over others, there are some very strong benefits of euthanasia:

- It asserts FPD as the end point to the wildlife trade
- It provides good potential to pressure leaders to make other options more viable (i.e. through increased funding, equipment, training)

- It provides a good opportunity to raise public awareness about the complex problems associated with the wildlife trade
- Less problems and concerns are encountered than with other options
- It makes more specimens available for taxonomic and anatomical research
- It is cheap in comparison to other options
- Enforcement agencies do not make a profit from the animal which sends a positive message to the public that the wildlife trade is being stopped.

Option 4 and 5: Sell to commercial dealer or return to the violator

Vietnamese legislation states that animals not listed under Decree 48-CP can be sold to commercial dealers who have legal operating permissions or returned to the violator providing the quantity is small and they are a first time offender.

These options actively support the continuation of the wildlife trade. Not only does this fail to achieve any conservation or enforcement goals it also weakens the integrity of FPD as an enforcement institution. These two options should not be considered as solutions for dealing with confiscated animals.

Forest Protection Department analysis

Interviews were carried out with managers of Quang Nam provincial FPD, Tam Ky district FPD, Song Thanh Nature Reserve management board and Phu Ninh watershed protection forest management board to evaluate the current level of knowledge and capacity for dealing with confiscated animals. From these interviews the following was concluded:

- FPD managers lack the required knowledge on the laws and options available for dealing with confiscated animals
- A large number of forest rangers and managers have poor species identification skills and lack identification guides to aid them
- FPDs lack the equipment, facilities or knowledge to provide adequate veterinarian care to confiscated animals
- MARD veterinarians are rarely consulted on animal confiscations and in many cases would not have the skills and experience required to handle and assess wild animals
- Disease screening or genetic analysis is not available in Vietnam and Quang Nam FPD currently do not have links to international centres capable of conducting such analysis or the money to facilitate this
- There are no facilities for housing confiscated animals in Quang Nam
- Although the problems associated with the placement of confiscations is widely known, there is insufficient funding, time or thought allocated to resolving them.

Improving the situation for confiscated animals

Improving the process of dealing with confiscated animals requires a multidisciplinary approach utilising conservation biologists, veterinarians and forest rangers. Many of the problems are closely linked, indicating that a holistic process is required to address this issue. The following set of actions are recommended and listed in descending order of importance.

1. The development and adoption of provincial guidelines on dealing with confiscated animals

It is strongly recommended that guidelines on dealing with confiscated animals are developed by the key decision-makers in provincial FPD with technical assistance facilitated through the WWF MOSAIC project. This process should, at a minimum, include:

- Clarification of the aim confiscations and subsequent placement of them
- A SWOT analysis on the options available
- Consideration of local situations and constraints
- A assessment of current and secured funding in the immediate future.

These guidelines should be reviewed by the IUCN/SSC veterinary specialist Group, IUCN/SSC reintroduction specialist group, the IUCN wildlife trade programme, National FPD and other experts in Vietnam before being implemented.

2. Establish working relationships with district veterinarians through training and provision of related equipment and references to deal with confiscated wildlife

Veterinarians at a provincial and district level are imperative to the FPD in dealing with confiscated animals. To help establish a good working relationship between these veterinarians and FPD, in addition to improving their skills and experience, it is recommended that training courses are carried out on the veterinary care of wildlife and some basic equipment and useful references supplied. This is the most resource effective way to deal with veterinary issues rather than training forest rangers to do a job that requires years of specialist training.

3. Establish working relationships with captive institutions and determine what species they will accept

Quang Nam FPD should make contact with all available captive institutions in Vietnam and determine the conditions and organisation required to transfer confiscated animals to those interested.

4. Construction of quarantine enclosures for the short term holding of confiscated animals

It is strongly urged that Quang Nam FPD do not construct a rescue centre for holding animals for the long term. Long term holding of animals will drain already limited resources and interest away from more important conservation needs. It is recommended that a number of short-term quarantine holding cages are constructed in strategic locations, designed for specific species and maintained according to strict protocols. These holding facilities should be used purely for holding animals during their quarantine period before a release according to the steps outlined in 'option 1' above or prior to transfer to a registered captive facility. The development of these facilities will require the input from experienced wildlife veterinarians.

5. Training and provision of related equipment and resources to FPD's

To ensure the guidelines are implemented effectively by all FPD's in the province, it is recommended that training courses are carried out on the following subjects:

- The guidelines for dealing with confiscated animals
- Animal identification skills
- Basic animal husbandry care (veterinary care should be channelled through district vets).

6. Development of financial mechanisms to source increased funding for dealing with confiscated animals

Once the guidelines on dealing with confiscated animals are finalised it is important that adequate finances are available to ensure their implementation. It is recommended that a financial analysis is carried out and potential mechanisms identified that could provide funding to the guideline's implementation such as direct government funding, sourcing from the fining system or administrative costs covered by the violator.

Appendix: Laws relating to the placement of confiscated animals

Circular 04 NN/KL-TT issued on 5th February 1995:

Instruction on the implementation of Decree 02/CP issued on 5th January 1995 of the Government stipulating on prohibited and restricted commercial goods, services in the domestic market.

Vice-Minister of the Ministry of Agriculture and Rural Development: Nguyen Van Dang

Article VI - Regulations on the placement of confiscated wild animals and plants

1. Punishments for persons violating laws on Forest protection in relation to the hunting, sale or trade of animals and plants are based upon previous regulations except for the following
 - 1.1 For living confiscated animals
 - 1.1.1 For species listed under Decree 18-HDBT issued on 17th January 1992: Confiscate the animal, fine the criminal and then there are two choices:
 - i) Release to the wild
 - ii) Transfer to a rescue centre, breeding centre, research station or zoo.
 - 1.1.2 For species not listed under Decree 18-HDBT issued on 17th January 1992:
 - i) Release to the wild
 - ii) Transfer to a breeding centre or zoo
 - iii) Sell to commercial dealer which have permission to sell wildlife
 - iv) Fine the criminal and return the animal to them (only for first time offenders)
 - 1.2 For animal products or live animals that are likely to die soon (i.e. weak, injured from hunting or transport):
 - 1.2.1 For animals are listed under Decree 18-HDBT issued on 17th January 1992:
 - i) Confiscate and transfer to zoological museums or research/education institutions, to make a specimen
 - 1.2.2 For animals not listed under Decree 18-HDBT issued on 17th January 1992:
 - i) Sell animal (profit to government)
 - ii) Fine the criminal and return the animal to them (only for first time offenders)
2. In the case that, after a 'Veterinarian' (English interpretation unclear) has examined the confiscated animals and confirms that they are ill or carrying diseases, the animals should be euthanized in accordance with health service and quarantine regulations
3. When keeping live animals in captivity prior to the decision on their placement:
 - i) Ensure the safety of the all people involved in the confiscation
 - ii) Ensure the safety and life of the confiscated animal

Correspondence Letter No 280 KL/PC (25th October 1996)

Addressed to all City, and Provincial Forest Protection Department's:
The inspection and treatment of violations in the management and use of wildlife.
Head of the National Forest Protection Department: Nguyen Mau Tai

Article V. Punishment and placement of confiscated forest products

1. For animals are listed under Decree 18-HDBT issued on 17th January 1992:
 - a) Punishment:
The violators should be fined and the forest products and transport means confiscated following the regulations of financial punishment laws. If the violation is dangerous then the violators should be arrested

- b) Placement options:
 - i) Transfer to a rescue centre. In this situation the rescue centre must pay for costs of confiscation, maintenance and transport of the animal
 - ii) Sell to breeding centres, research stations or zoos. The price should be based upon the animal's value in the local market
 - iii) If there is no rescue centre, the animals should be released back to the wild, in protected areas, within the species natural range. The protected area where it will be released must pay for costs of confiscation, maintenance and transport of the animal

2. For species not listed under Decree 18-HDBT issued on 17th January 1992:

- a) Punishment:
 - i) Fine the criminal and return the animal to them (only for first time offenders)
 - ii) In the case that the hunter, trader or dealer is caught with a large shipment of animals or for repeat offenders they should be fined and the animals confiscated
- b) Placement options:
 - i) Release to the wild
 - ii) Sell to commercial dealer that have permission to sell wildlife. The price should be based upon the animal's value in the local market

3. For animal products or live animals that are likely to die soon (i.e. weak, injured from hunting or transport):

- a) For species listed under Decree 18-HDBT issued on 17th January 1992::
 - i) Confiscate and sell to research/education institutions for specimen
 - ii) Sell to commercial dealer that have permission to sell wildlife. The price should be based upon the animal's value in the local market
- b) For other animals are not listed under Decree 18-HDBT:
 - i) Sell to commercial dealer that have permission to sell wildlife. The price should be based upon the animal's value in the local market.
 - ii) Fine the criminal and return the animal to them (only for first time offenders)

Circular 359/TTg of the Minister issued on 29th, May, 1996

On Urgent measures for wildlife protection and development
Prime Minister: Vo Van Kiet

Article 2

For wild and precious animals, release them back to their habitats. Before release, disease screening, health examinations, and information on the species ecology must be completed to ensure released animals will survive and develop

In the case, need to be bred them in the government institutions or the park which allowed by MARD.MARD cooperate to Ministry of Science, Technology and Environment and Scientific Departments, Financial Ministry to study trying to build some rescue centers for care, observe wild animals before releases them back to the wild.
[English interpretation unclear]

Decree 77/CP of the Government (29th November 1996)

On financial punishments of forest protection, development and management of forest products.
Prime Minister: Phan Van Khai

Item II: Procedures of financial punishment

Article 27: Placement of confiscated items and means of violation.

- 4. For living wildlife, release back to the wild or sell to individuals who are either legally commercial dealers, breeding centres, research centres, or providing a cultural service. The price should be based upon the animal's value in the local market.

NOTE: Decree 17/2002/ND-CP (8th February 2002) on supplementing and changing Decree 77/CP (29th November 1996) of the Government on financial punishments of forest protection, development and management of forest products makes no supplementations or changes to this article.

CITES Resolution Conf. 10.7:

Disposal of confiscated live specimens of species in the Appendices
10th Conference of the Parties

The Conference of the Parties RECOMMENDS that:

- a) The Management authority (MARD) before making a decision on the disposal of confiscated live specimens of species in the Appendices consult with and obtain the advice of its own Scientific Authority (CRES and IEBR) and, if possible, of that if the State of Export of the confiscated specimens, and other relevant experts such as IUCN/SSC Specialist Groups
- b) Each Scientific Authority (CRES and IEBR) in preparing its advice take note of the IUCN Guidelines for the placement of confiscated animals
- c) The CITES Secretariat be informed about any decision taken on the disposal of confiscated live specimens of species that are either in Appendix I or, if in Appendix II or III, involve commercial quantities.

The Conference of the Parties URGES:

Management Authorities (MARD), in consultation with Scientific Authorities (CRES and IEBR) and other bodies concerned (e.g. IUCN/SSC Specialist Groups, NGO's) to develop action plans to deal with seized and confiscated live specimens consistent with the IUCN guidelines for the placement of confiscated animals.



**Quang Nam Forest Protection Department
&
WWF Indochina**



MOSAIC

**Management Of Strategic Areas for Integrated Conservation,
Quang Nam Province, Vietnam**

Proposed Provincial Training Plan For Enforcement Personnel

Mark Bowman and Graham Sullivan

**Enforcement Team
WildAid Asia**

July 2004

Wildlife Law Enforcement Strengthening Report No. 6



MACARTHUR



Proposed Provincial Training Plan for Enforcement Personnel

Mark Bowman & Graham Sullivan

SKILLS SPECIFICATION – enforcement ranger (FPD)

General

1. **Classification.** The skill is classified as follows:

Skill Designation. The skill designation is Enforcement Ranger, Forest Protection Department (FPD) broken into Enforcement Ranger Basic (ER-B), Enforcement Ranger – Senior (ER-S) Enforcement Ranger Team Leader (ER-TL), Provincial Mobile Unit Ranger (PMUR) and Provincial Mobile Unit Ranger Team Leader (PMUR-TL). Other specialist roles may include Wildlife Ranger (WR), Community Ranger (CR) and Ranger Patrol Medic (RPM) to compliment team or department capabilities.

Definition. The role of the Enforcement Ranger (FPD) is to enforce the forestry and wildlife laws of Vietnam, seek out and arrest violators, to provide a safe and secure environment, regardless of the season, weather or terrain. The role of the Provincial Mobile Unit Ranger is further in scope by being capable of enforcing the forest laws, investigating and arresting violators in urban and forest areas throughout the province. Each skill level correlates with a defined role based on the skills, knowledge and attitudes required to perform in a specific environment. These skill levels/roles are:

- (1) **Enforcement Ranger Basic (ER-B)** - A trained ranger who is qualified, by completing the Enforcement Ranger Basic Training Course (ER-BTC) to enforce the laws of the protected area and forest correctly while acting as part of a small team.
- (2) **Enforcement Ranger Senior (ER-S)** – A trained ranger who is qualified, by passing a proficiency test after 12 months of active service from the date of completing the Enforcement Ranger Basic Training Course (ER-BTC).
- (3) **Enforcement Ranger Team Leader (ER-TL)** – A trained ranger who is qualified, by attending the Enforcement Ranger Command Course (ER-CC) to enforce the laws of the protected area correctly. The Team Leader is qualified to plan and lead patrols with relevant direction from District and Provincial level. He is qualified to manage personnel and stores at team / section level and to provide refresher training for his patrol members. He is able to manage the processing of all violations that occur under his leadership and provide detailed and accurate reports.
- (4) **Provincial Mobile Unit Ranger (PMUR)** – A trained senior enforcement ranger, who is qualified by attending the Nature Crime Investigation Course (NCIC) to investigate and enforce the laws within the province both in an urban and forest environment.
- (5) **Provincial Mobile Unit Ranger Team Leader (PMUR-TL)** – A trained Enforcement Ranger Team Leader who is qualified by attending the Nature Crime Investigation Course (NCIC) to investigate and enforce the laws within the province both in an urban and forest environment. He is qualified to manage personnel and stores at team / section level and to provide refresher training for his unit members. He is able to investigate and take action against all violations that occur in his area of operation under his leadership and provide detailed and accurate reports.
- (6) **Wildlife Ranger (WR)**¹ – A trained ranger who is qualified to identify wildlife, assist or lead in the conduct of surveys, manage data and provide accurate reports to ensure that field surveys are transformed into conservation action.
- (7) **Community Ranger (CR)**² – A trained ranger who is qualified to effectively raise community awareness of conservation concepts, provide education on protected area policy and increase communication between the Forest Protection Department and the local community.

¹ Wildlife Ranger is viewed as an extra skill set for the Enforcement Ranger and the competencies will not be included within this analysis. This position may be employed outside of the enforcement stream

² Community Ranger is viewed as an extra skill set for the Enforcement Ranger and the competencies will not be included within this analysis. This position may be employed outside of the enforcement stream.

Where Employed. Enforcement Rangers are employed in a variety of operational and non-operational postings across the Forest Protection Department (FPD). The likely locations and environments where they would be employed are as follows:

- (1) **ER-B and ER-S** – in all FPD units and environments (District and Station locations)
- (2) **ER-TL** - in all FPD units and environments (District and Station locations)
- (3) **PMUR** – in FPD Provincial mobile units
- (4) **PMUR-TL** – in FPD Provincial mobile units.

Seniority. Any associated seniority or departmental promotion regarding qualified Enforcement Rangers, Enforcement Ranger Team Leaders, Provincial Mobile Unit Ranger and the Provincial Mobile Unit Ranger Team Leader is at the discretion of the FPD.

Pay Level. Any additional pay or allowances are at the discretion the FPD.

Date of Preparation. This skill specification was prepared in July of 2004.

Civil Accreditation. This skill has no civil equivalent/accreditation at present. The competencies contained in this specification are sourced from the 'Competence Standards for Protected Area Jobs in South East Asia' issued by ASEAN Regional Centre for Biodiversity Conservation (ARCBC).

Employment Description

2. Working Conditions. Enforcement Rangers are employed in all workplace environments found across the FPD. This could be in an office, District Headquarters, Ranger Station, Commune, village, or field environment. When employed in the field, Enforcement Rangers are exposed to extremes of terrain and climatic conditions whilst performing their duties. The hours of work are as for normal department conditions except when on rostered station duties for after hour's duty or when on forest / enforcement operations. When night work is more prevalent the ranger may be required to operate for long periods in remote or isolated areas without relief.

3. Hazards. The hazards of the employment are as follows:

Non-Field Duty. Normal station work is a task that is performed in addition to the ranger's primary employment trade. The Enforcement Ranger's primary employment trade and the FPD's role/responsibility determine the hazards that an Enforcement Ranger may encounter. The non-field hazards for an Enforcement Ranger are:

- (1) Possibility of contracting mosquito-borne diseases in station locations
- (2) Physical injury due to the lifting, carrying of station equipment or confiscated items or when restraining violators at check points
- (3) Industrial hazards such as electrical, noise, fumes, vibration and chemicals
- (4) Handling of confiscated animals
- (5) Allergic reactions through contact with a wide range of chemicals/cleaning agents
- (6) Performing other FPD duties in addition to the rigours and non-field hazards of their normal employment e.g. Community Management.

Field. Enforcement Rangers are subject to hazards commensurate with their non-field duties but which may be exacerbated by operating in difficult terrain and remote locations. Further hazards that may be encountered in the field environment are:

- (1) Possible exposure to small arms fire from hostile violators
- (2) Physical injury restraining hostile violators
- (3) Physical injury due to impact from falling in difficult terrain
- (4) Physical injury due to impact from falling trees, rocks
- (5) Physical injury due to attack from wild animals including snake bite
- (6) Dehydration leading to heat stroke
- (7) Injuries relating to the carriage of equipment in the field.

Highest Function. The highest function of an Enforcement Ranger whilst employed in a hazardous environment is the provision of the highest standard of law enforcement when apprehending violators, whilst operating as a team for extended periods in remote or isolated localities without further direction from higher management of the FPD.

4. Social Environment. The social environment is as follows:

Usual. Generally the Enforcement Ranger will work within a small team. Contact will be with members of the same trade or rangers / managers performing other FPD duties. However there will also be occasions when the Enforcement Ranger will be required to work with Commune Forestry Officers, Commune/District/Provincial police, Commune / Peoples Army, and Village rangers. In particular, the Ranger Team Leader will be required to provide leadership and liaison to further the aims of the FPD in a suitable manner.

Most Demanding. The greatest social demand on an Enforcement Ranger is maintaining an effective and professional Ranger relationship with all personnel whilst also maintaining the team interactions expected in the normal workplace. To be able to work effectively in a joint operation/task force with other law enforcement agencies to achieve the desired outcome of the mission. This is doubly important for the Enforcement Ranger – Team Leader.

5. Main Job Functions. The Enforcement Ranger at each skill level has a variety of job functions. The main job functions are as follows:

a. **The Enforcement Ranger – Basic/Senior:**

- (1) Applies Law Enforcement principles
- (2) Participates in Law Enforcement actions in all locations
- (3) Recognises illegal activities
- (4) Participates in the apprehension and care of violators legally and correctly
- (5) Provides security for the Enforcement Team
- (6) Assists in the collection, security and processing of evidence at a crime scene
- (7) Provide accurate reports on patrol activities, when required.

b. **Provincial Mobile Unit Ranger:** The PMUR performs all duties of the Enforcement Ranger – Basic, but in addition the PMUR will:

- (8) Assist in conducting investigations and surveillance of wildlife trade at provincial level
- (9) Assist in conducting investigations and surveillance into forest crimes at provincial level
- (10) Participate in conducting vehicle mounted patrols
- (11) Participate in law enforcement operations in an urban environment.

c. **Enforcement Ranger – Team Leader:** The Team Leader performs all the duties of the Enforcement Ranger- Basic, but in greater depth. In addition the Team Leader will:

- A. Plan tactical patrol enforcement activities
- (12) Lead enforcement patrols in the field
 - (13) Provide leadership and management in the non-field environment
 - (14) Liaise with local communities
 - (15) Correctly follow procedure for dealing with violations and seized or confiscated evidence
 - (16) Liaise and coordinate activities with other law enforcement agencies
 - (17) Lead enforcement patrols in urban area
 - (18) Liaise with local district
 - (19) Lead investigations
 - (20) Develop and manage informant networks.

d. **Provincial Mobile Unit Ranger – Team Leader:** The Team Leader performs all the duties of the Enforcement Ranger- Team Leader. In addition the Team Leader will:

- B. Plan tactical vehicle patrol enforcement activities
- (21) Liaise and coordinate activities with other law enforcement agencies at the provincial level
 - (22) Implement the six phases of an investigation in an urban, rural and forest environment
 - (23) Develop and manage informant networks in an urban environment.

6. Physical Demands. The physical demands for an Enforcement Ranger are as follows:

Usual. The usual physical demands are as follows:

- (1) Working long hours
- (2) Carrying rucksack and weapon for long distances when on patrol in the field
- (3) Carrying confiscated equipment additional to the normal field equipment
- (4) Performing other FPD tasks in addition to normal employment trade duties.

Most Demanding. Conducting enforcement patrols carrying heavy equipment and walking long distances over difficult terrain when exposed to the elements of the field environment.

7. Physical Skills. The physical skills required for this employment are:

Usual. The usual physical skills required for this job are as follows:

- (1) Good perceptual observation necessary to identify possible violations / violators in a timely and accurate manner
- (2) Stamina / fitness to carry equipment on long patrols over difficult terrain
- (3) To have the strength and agility to be able to restrain a violator if necessary.

Most Demanding. Physically carrying out patrol drills in the field correctly and efficiently, after working long hours in a harsh environment.

8. Mental Demands. The mental demands of the job are as follows:

Usual. The usual mental demands for this job are as follows:

- a. **Complexity and judgement.** This job can become very complex at times and the Enforcement Ranger is required to have good common sense and judgement. The apprehension of violators can be a dangerous task if not handled correctly. They also require good analytical skills to enable identification of violations and the subsequent collection and preserving of evidence. They must take their additional responsibilities to collect and collate data seriously.
- b. **Scope of Action.** Enforcement Rangers will often operate in remote areas of the forest with no communications back to higher management. This leaves the Ranger with scope for some degree of ingenuity and resourcefulness in carrying out their task. However, they must also be aware of their physical limitations and scope of authority, remain calm and be possessed of good decision making skills in order to correctly and legally carry out enforcement action.
- c. **Concentration.** Enforcement Rangers require above average concentration skills. The Enforcement Ranger must still be able to function, maintain concentration and make timely decisions after extended periods in the forest. At all times the Enforcement Ranger must be mindful of the task at hand and consequences of error.
- d. **Communication Skills.** Good verbal communication is required to allow for the accurate and professional conveying of information. They must also possess a high level of interpersonal skills when dealing with violators and the community and when providing advice to peers, subordinates and superiors alike. In particular the Team Leader must be able to convey information both in writing and verbally using language appropriate to the recipient's level of understanding. The Team Leader may also be required to liaise with upper FPD management and other agencies regarding enforcement matters.
- e. **Stress.** An Enforcement Ranger's job can be at times very stressful. Patrolling itself can impose stresses, as can managing a violator when an incident occurs. It is possible that Rangers may be seriously injured or even killed whilst conducting their duty. Enforcement Rangers therefore should be mentally tough to enable them to deal with, for example, a badly injured ranger that may be their friend, yet still maintain their professionalism and composure.

Most Demanding. The most mentally demanding situation for an Enforcement Ranger is to be involved in an exchange of weapon fire with hostile violators with the possibility of ranger casualties. This is combined with the additional stresses of their normal employment tasks when operating for extended periods in remote or isolated localities.

9. Distasteful Aspects. The following distastes have been identified:

- a. Being on patrol over long periods, in inclement weather when moving over steep terrain
- b. Taking enforcement action against poor people who have little alternative
- c. Working long hours
- d. Physical effect on the body from the weather conditions, insects, leeches etc
- e. Negative attitudes from elements within the community to enforcement action.

10. Responsibilities. The responsibilities of these skills are as follows:

- a. **Security.** Enforcement Rangers will receive information about violators and impending enforcement actions. All information of this type is to be treated as confidential. The following guidelines should be used to protect information by enforcing release times and working on the 'need to know' rule:

- (1) The Enforcement Ranger – Basic/Provincial Mobile Unit Ranger should only be informed of the finer details of an operation just prior to departure. He is to be given timings, length of the patrol and any administrative points that he will require to effectively prepare himself for the operation. He should not be given personal information regarding a violator that may be the target of a future operation.
- (2) The Enforcement Ranger – Team Leader/Provincial Mobile Unit Ranger – Team Leader should be informed of all relevant information that pertains to the particular operation he is to carry out. He is to receive the information in a timely manner to enable him to effectively plan and prepare for his patrol. He is to brief his ranger force just prior to departure. The Team Leader should not be given information that does not involve him or his teams' participation. Team Leaders are due to the nature of their employment privy to more confidential information than the Enforcement Ranger – Basic.

b. **Supervision.** All Enforcement Rangers are responsible for their own actions when on enforcement duties. However an Enforcement Ranger requires supervision to ensure correct procedures are followed at all times. Enforcement Ranger supervision will be dependent on his team position combined with level of skill and experience. The level of skill combined with the level of experience should be the primary consideration. This is detailed as follows:

- (1) **Enforcement Ranger – Basic (ER-B).** An ER-B may supervise peers with less experience
- (2) **Enforcement Ranger – Senior (ER-S) Team second-in-charge (2IC).** A ER-S who is appointed a Team second-in-charge may supervise subordinate rangers and other Team 2ICs who have less experience/skill
- (3) **Enforcement Ranger – Team Leader (ER-TL).** An ER-TL may supervise any number of subordinates. If the Team is to join another to form a section then the ER-TL with the better skills combined with experience is to be appointed the supervisor
- (4) **Provincial Mobile Unit Ranger (PMUR).** An PMUR may supervise peers with less experience
- (5) **Provincial Mobile Unit Ranger (PMUR) Team second-in-charge (2IC).** A PMUR who is appointed a Team second-in-charge may supervise subordinate rangers and other Team 2ICs who have less experience/skill
- (6) **Provincial Mobile Unit Ranger – Team Leader (PMUR-TL).** A PMUR-TL may supervise any number of subordinates. If the Team is to join another to form a section then the PMUR-TL with the better skills combined with experience is to be appointed the supervisor.

Consequence of Error. The consequence of error involves the following:

- (1) **Safety of Others.** Failure to accurately assess situations whether it involves the handling of violators, weapons, equipment, climate changes, geographical conditions etc could lead to the serious injury or death of a ranger or rangers. All rangers are responsible for safety; however the Team Leader has the ultimate responsibility for the safety of all rangers under his control
- (2) **Effect on the Department's Mission.** Department capability may be diminished through the degradation of manpower or the misuse of resources. This could lead to reduction in Department effectiveness, failure to complete Department mission, loss of morale and loss of credibility for the Enforcement Ranger.

11. Most Demanding Employment Conditions. The most demanding employment conditions associated with the employment are:

- a. The provision of high standard law enforcement when operating in hazardous conditions. This may be for extended periods in remote or isolated localities with no direction from upper management
- b. Maintaining effective relationships with outside agencies while simultaneously maintaining team interaction and cohesiveness
- c. Patrolling over difficult terrain, carrying heavy loads and being exposed to the elements of the field
- d. Carrying out tasks and procedures efficiently despite working long hours in a harsh environment
- e. Becoming engaged in an exchange of weapon fire with hostile violators with the possibility of ranger casualties.

Duties

12. List of Duties. The list of duties is at annex A.

Critical Functions

13. **List of Critical Functions.** The list of critical functions is at annex B.

Equipment

14. The equipment used by Enforcement Rangers is generic and different rangers may have different types of specific items. Some items may be issued on an as required basis. A list of student equipment required is tabled at annex F.

Skill/Training Progression

15. The progression of training and skill for Enforcement Rangers is at annex C.

Trainee Specification

16. **Prior Training.** Prior training required by Enforcement Ranger at each level is as follows:

- a. **Enforcement Ranger Basic Training Course (ER-BTC)** – Pass selection course conducted by FPD
- b. **Proficiency Testing** – Enforcement Ranger Basic Training Course, twelve months proficient service
- c. **Nature Crime Investigation Course (NCIC)** – Proficiency Testing
- d. **Enforcement Ranger – Command Course** - Enforcement Ranger Basic Training Course (ER-BTC).

17. **Experience.** Nil.

18. **Age.** Candidates for training should be aged between 20 and 40 years old.

19. **Education.** Illiterate personnel will not be considered for training. This is due to the fact that all enforcement rangers must be able to read and write the laws to issue to violators and violations of the law.

20. **Medical.** Candidates should be fit with good hearing and eyesight. They are not to have any existing physical reason for not being able to carry a heavy pack and walk long distances through steep terrain. They are not to have any communicable diseases, due to the fact that enforcement rangers live in close proximity and share eating utensils whilst in the field.

Training Requirements

21. Annex E details the Enforcement Ranger competencies requiring formal training.

Trade Test Summary

22. **Authorization.** The trade testing authority for this skill is the Law Enforcement Advisor, WildAid Bangkok or his duly authorized representative.

23. **Qualifying Standards.** The ranger is to satisfy all competency assessments as conducted by appropriately qualified trade-testing officers.

Miscellaneous

Revision. Maintenance of these skills requires regular revision that should be conducted for at least one day a month by all rangers. A designated Head of Enforcement operation should direct and ensure that revision training is taking place.

Bibliography

'Competence Standards for Protected Area Jobs in South East Asia' issued by ASEAN Regional Centre for Biodiversity Conservation (ARCBC).

Manual I of Fighting Nature Crime, Investigating Violations of Wildlife Crime - WildAid

Manual II of Fighting Nature Crime, Enforcement Ranger, Counter-poaching Operations - WildAid

WildAid Asia Manual of Enforcement Training Procedure

Annexes:

- a. List Of Duties – Enforcement Ranger
- b. List of Critical Functions – Enforcement Ranger
- c. Skill/Training Progression
- d. Training Progression General Description
- e. Competency Standards ER-B, ER-TL
- f. Enforcement Ranger Equipment List

Annex A: List of Duties – Enforcement Ranger

1. **Enforcement Ranger.** An Enforcement Ranger – Basic (ER-B) is responsible for the protection of the natural resources within his assigned protected area. This enforcement task is conducted in addition to the Ranger's Forest Protection and Community Management duties. The duties of an ER-B are as follows:
 - a. Perform the tasks commensurate with Team position
 - b. Provide First Aid as required
 - c. Perform station and checkpoint duties as required
 - d. Use map and compass to navigate when required
 - e. Operate Global Positioning System receiver
 - f. Draw sketch maps from field data
 - g. Use and maintain radio
 - h. Accurately record and report wildlife observations
 - i. Recognize tracks and signs of key animals
 - j. Recognize key flora species targeted by violators
 - k. Assist in the conduct of field surveys
 - l. Provide information and guidance for community based conservation efforts
 - m. Fight fires
 - n. Recognize and identify signs and evidence of illegal activity in the field
 - o. Issue informal warnings and guidance for future conduct to minor offenders
 - p. Provide testimony in court
 - q. Treat members of the public with respect and understanding during patrol activities
 - r. Conduct covert surveillance, track violators and conduct searches, spot checks and inspections
 - s. Assist in the correct securing, management and processing of a crime scene
 - t. Report on patrol activities and observations
 - u. Participate in tactical enforcement operations
 - v. Provide enforcement security.

Annex B: List of Critical Functions – Enforcement Ranger

Critical functions are those that if not performed correctly, will prevent the ranger from functioning effectively in his employment. The following critical functions performed by Enforcement Rangers at each level, in addition to their normal employment trade, ensure that department objectives are achieved:

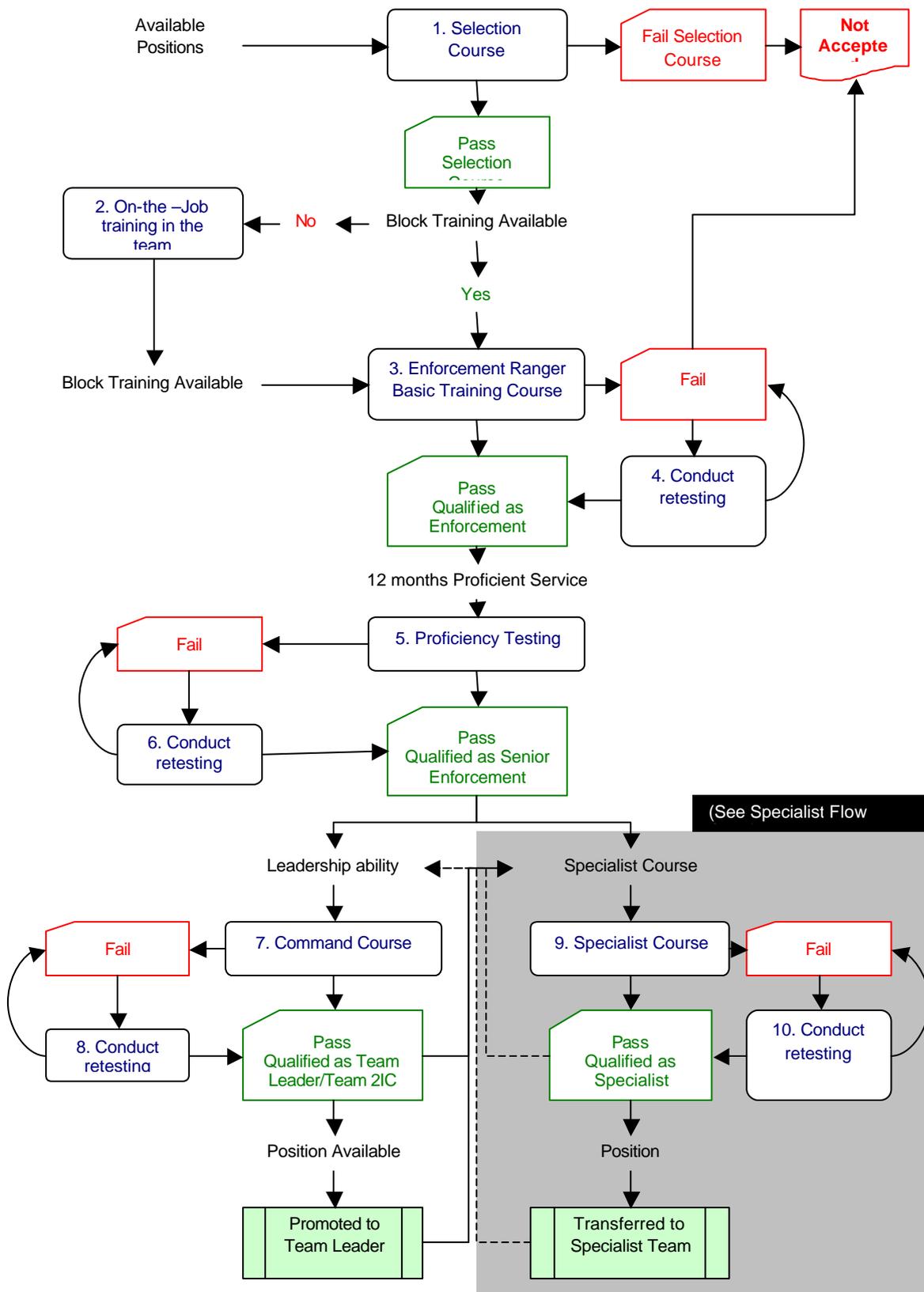
Enforcement Ranger – Basic:

- (1) Participate in patrol activities safely, effectively and with discipline
- (2) Care for and use firearms correctly and safely
- (3) Undertake field work safely
- (4) Safely use and maintain equipment
- (5) Deal effectively with hostile situations and defend oneself against physical attack
- (6) Apprehend and detain suspects correctly and legally.

Enforcement Ranger – Team Leader: The Team Leader must be able to perform all the duties of a basic ranger plus the following critical functions:

- (1) Lead patrol and enforcement activities in the field
- (2) Perform financial and resource management
- (3) Manage and monitor human resources
- (4) Prepare and deliver relevant training
- (5) Communicate effectively both written and oral
- (6) Operate basic office equipment
- (7) Monitor compliance with agreements in the field
- (8) Lead investigations
- (9) Plan enforcement activities and programs
- (10) Liaise with other agencies effectively.

Annex C: Provincial training plan/training progression – er



Annex D: Training Progression General Description

1. RANGER SELECTION COURSE

1. Overview

The Selection Course has been designed to evaluate potential performance, learning ability and attitude for personnel wishing to apply for a position as an Enforcement Ranger in the Forest Protection Department who are tasked with enforcing the laws related to forest and nature conservation, protection and restoration within Quang Nam Province.

The course will determine potential enforcement rangers to be trained and deployed for patrolling and enforcement operations in Quang Nam Province.

2. Course abbreviated title

ER-SC

3. Course aim

To evaluate and select ranger candidates for a position in the Forest Protection Department Quang Nam Province.

4. Course duration

Two (2) days of intense selection process

5. Course location

The selection process needs to be conducted in a rural environment with access to the following:

- a. Office for administrative purposes
- b. Regular electricity or generator
- c. Accommodation to house the candidates and staff
- d. Medical facility within 1 hour journey.

6. Candidates pre-qualifications

- a. Government personnel or competent civilian personnel
- b. Ability to speak read and write the Vietnamese language
- c. Age between 20-40 years old
- d. Body weight proportional to height
- e. Physically and mentally fit
- f. Be able to swim

7. Required trade qualification

Nil

8. Course Grade

Selection Process

9. Course testing matter

- a. Briefing on the scope of work of an enforcement ranger
- b. Briefing on the conduct of the selection course
- c. Registration
- d. Written multiple choice test
- e. Lesson on technical equipment
- f. Quick decision exercise 1
- g. Memory retention test and physical fitness 1
- h. Quick decision exercise 2
- i. Memory retention test and physical fitness 2
- j. Physical endurance test
- k. Test on morning technical equipment lesson (learning retention test)
- l. Interviews
- m. Selection announcement

10. Course Selectors & Staff

- a. A minimum of a District Chief with qualified Team Leader level or above instructors with the Forest Protection Department Quang Nam Province
- b. Selectors
 - (1) 5 Instructors
- c. Administrative and Support Staff
 - (1) 2 Administrative Staff
 - (2) 2 Drivers
 - (3) 1 qualified first aid person

11. Candidate positions available for selection process

Selection process is designed to fill vacant positions with competent staff who have a keen interest in the potential job, therefore vacant positions x 3 (on average), from this one-third would be selected.

2. ON THE JOB TRAINING

(As per Patrol Tactics Course TMP)

3. ENFORCEMENT RANGER - BASIC TRAINING COURSE

1. Course Overview

The Enforcement Ranger Basic Training Course has been designed to train Forest Protection Department rangers and recruits tasked with enforcing the laws in protected areas, or forests within Quang Nam Province. The course content follows the guidelines of the ASEAN Regional Center for Biodiversity Conservation (ARCBC) competency standards for Protected Area (PA) jobs.

This course is an intense field-training course, meaning that; the average instructional day will start at 05:00 hrs and finish at 20:00 hrs, the majority of lessons are conducted in the field environment regardless of season or weather, and practical hands-on application and scenarios during lessons are predominant.

The course will produce a ranger trained with the minimal knowledge required to conduct all tasks of patrolling confidently and safely in a tropical forest environment.

2. Course abbreviated title

ER-BTC

3. Course aim

To train and qualify the student in the basic skill requirement for the occupation of a Enforcement Ranger.

4. Course duration

Seventeen (17) days intense field training course.

5. Course location

Provisionally identified as Song Thanh Nature Reserve Head Quarters.

6. Student Pre-qualifications

- a. New recruits or present Forest Protection Personnel employed in the aspect of an Enforcement Ranger.
- b. Ability to speak read and write the Vietnamese language
- c. Age between 20-40 years old
- d. Body weight proportional to height
- e. Physically and mentally fit
- f. Attended and passed a selection course.

7. Required trade qualification

Nil

8. Course Grade

- a. This course is a pass or fail.
- b. Required pass mark 50% overall.

9. Course subject matter

- | | | |
|------------|----------|---------------------------------------|
| Module 1. | Subject: | Enforcement Ranger |
| Module 2. | Subject: | The Violator |
| Module 3. | Subject: | Patrol Operations Procedure |
| Module 4. | Subject: | Patrolling Operations |
| Module 5. | Subject: | Patrol Tactical Formations and Drills |
| Module 6. | Subject: | Patrol Base |
| Module 7. | Subject: | Hostile Engagement |
| Module 8. | Subject: | Intelligence Gathering |
| Module 9. | Subject: | Takedown and Raids |
| Module 10. | Subject: | Ambushing and Track Sits |
| Module 11. | Subject: | Searching and Securing Suspects |
| Module 12. | Subject: | Crime Scene Processing |
| Module 13. | Subject: | Interviewing Suspects |
| Module 14. | Subject: | Field Craft |
| Module 15. | Subject: | Equipment |
| Module 16. | Subject: | First Aid |
| Module 17. | Subject: | Navigation |
| Module 18. | Subject: | The Law and Legal Procedures |
| Module 19. | Subject: | Self Defence |
| Module 20. | Subject: | Physical Training |
| Module 21. | Subject: | Biodiversity and Protected Areas |
| Module 22. | Subject: | Community Based Management Concepts |
| Module 23. | Subject: | Wildlife Monitoring and Confiscations |

10. Course Instructors & Staff

- a. Training Centre Director x 1
- b. Enforcement Instructors x 3
- c. Legal Instructors x 2
- d. Medical Instructor x 1
- e. Ranger Assistant Instructors x 5
- f. Coordinators/Administrators x 4

11. Student Positions Available

50 Students

4. RE-TESTING ENFORCEMENT RANGER - BASIC TRAINING COURSE

(As per TMP)

5. PROFICIENCY TEST

(To be advised)

6. RETESTING PROFICIENCY TEST

(To be advised)

7. ENFORCEMENT RANGER COMMAND COURSE

1. Overview

The Enforcement Ranger Command Course has been designed to give junior management personnel the necessary skills to properly command and manage an enforcement ranger team. The course content follows the guidelines of the ASEAN Regional Centre for Biodiversity Conservation (ARCBC) competency standards for Protected Area (PA) jobs.

This course is mentally demanding for the potential leader. The subject knowledge required of the Team Leader covers a wide scope. It ranges from those advanced field skills utilized planning and then commanding a patrol in the forest to the junior management functions in the office environment.

2. Course abbreviated title

ER-CC

3. Course aim

To train and qualify the student in the basic skill requirement for the occupation of a Enforcement Ranger Team Leader and or Provincial Mobile Unit Team Leader.

4. Course duration

Twenty (20) days training.

5. Course location

(TBA)

6. Student Pre-qualifications

- a. Enforcement Ranger who has passed proficiency testing
- b. Ability to speak read and write the Vietnamese language
- c. Age between 20-40 years old
- d. Body weight proportional to height
- e. Physically and mentally fit.

7. Required trade qualification

Enforcement Ranger

8. Course Grade

- a. This course is a pass or fail.
- b. Required pass mark 60% overall.

9. Course subject matter

- | | | |
|------------|----------|---|
| Module 1. | Subject: | Organizational Roles and Responsibilities |
| Module 2. | Subject: | Leadership and Effective Communications |
| Module 3. | Subject: | Administrative Management |
| Module 4. | Subject: | Discipline and Grievance Procedures |
| Module 5. | Subject: | Method of Instructing |
| Module 6. | Subject: | Designing and Implementing Training |
| Module 7. | Subject: | Threat Assessments |
| Module 8. | Subject: | Intelligence Gathering |
| Module 9. | Subject: | Investigations |
| Module 10. | Subject: | Patrolling Operations |
| Module 11. | Subject: | Operational Planning and Orders |
| Module 12. | Subject: | Post Patrol Administration and Reporting |
| Module 13. | Subject: | Data Collection and Analysis |
| Module 14. | Subject: | The Law and Legal Procedures |
| Module 15. | Subject: | Self Defence |
| Module 16. | Subject: | Physical Training |

10. **Course Instructors & Staff**
 - a. Training Centre Director x 1
 - b. Enforcement Instructors x 3
 - c. Legal Instructors x 2
 - d. Coordinators/Administrators x 4

11. **Student Positions Available**
15 Students

8. RETESTING ENFORCEMENT RANGER COMMAND COURSE

(As per the TMP)

9. SPECIALIST COURSES

9.1 NATURE CRIME INVESTIGATION COURSE

1. Overview

This course is designed to train law enforcement officers measures to effectively combat illegal activity.

The course combines lectures and practical exercises in the field. Law enforcement officers will leave the course with basic skills required to investigate and conduct law enforcement action against violations of wildlife and forestry law.

2. **Course abbreviated title**
NCIC

3. **Course aim**

To train law enforcement officers from the Forest Protection Department in the practical measures to combat violations of wildlife and forestry law.

4. **Course duration**
Ten (10) days live-in training course.

5. **Course location**
Urban Locations

6. **Student Pre-qualifications**

- a. Enforcement Ranger who has passed proficiency testing
- b. Ability to speak read and write the Vietnamese language
- c. Age between 20-40 years old
- d. Body weight proportional to height
- e. Physically and mentally fit.

7. **Required trade qualification**
Enforcement Ranger

8. **Course Grade**
 - a. This course is a pass or fail.
 - b. Required pass mark 60% overall.

9. **Course subject matter**

- | | | |
|-----------|----------|---|
| Module 1. | Subject: | The Wildlife Trade and CITES |
| Module 2. | Subject: | Illegal Trade and Its Links to Other Crimes |
| Module 3. | Subject: | Threats to Protected Areas |
| Module 4. | Subject: | Park Enforcement and Community Outreach |
| Module 5. | Subject: | Wildlife Legislation, Enforcement Authority |
| Module 6. | Subject: | Illegal Logging |

- Module 7. Subject: Other Forest Crimes
- Module 8. Subject: Means of Cooperation between Agencies
- Module 9. Subject: Treatment and Disposition of Live Wildlife
- Module 10. Subject: Sources of Information
- Module 11. Subject: Interviewing Techniques
- Module 12. Subject: Surveillance
- Module 13. Subject: Raids
- Module 14. Subject: Crime Scene Processing

10. Course Instructors & Staff

- a. Enforcement Instructors x 4
- b. Legal Instructors x 2
- c. Coordinators/Administrators x 4

11. Student Positions Available

20 Students

9.2 RANGER PATROL MEDIC COURSE

(To be advised)

9.3 COMMUNITY RANGER COURSE

(To be advised)

9.4 WILDLIFE RANGER COURSE

(To be advised)

Annex E: ARCBC Protected Area Competencies

Competency	Element of competency		
GEN	General Work Skills		
GEN	Universal Skills	Enforcement Ranger	Team Leader
GEN 1	Demonstrate a positive and confident personal attitude to work	3	3
GEN 2	Maintain good relations with others and work as a team	3	3
GEN 3	Communicate with colleagues simply and effectively	3	3
GEN 4	Work in compliance with instructions, briefings, regulations and procedures	3	3
GEN 5	Follow good security, safety and environmental practice in the workplace	3	3
GEN 6	Maintain confidentiality of sensitive information	1	3
GEN 7	Identify and report dishonest practices	1	3
GEN 8	Demonstrate cultural, ethnic and gender sensitivity	1	3
GEN 9	Maintain good standards of personal appearance	2	3
GEN 10	Manage and reduce personal stress	3	3
GEN 11	Provide CPR and First Aid using accepted techniques	3	3
FIN	Financial and Resources Management		
FIN	Level 2	Enforcement Ranger	Team Leader
FIN 2.1	Collect and present evidence of expenditure	-	2
FIN 2.2	Keep accurate and orderly records	-	2
FIN 2.3	Manage stores of equipment and supplies	-	2
HRM	Human Resources Management		
HRM	Level 2	Enforcement Ranger	Team Leader
HRM 2.1	Lead and motivate work teams	-	3
HRM 3.1	Brief, supervise and motivate individuals and teams	-	3
HRM 3.2	Monitor and evaluate staff performance and provide feedback	-	3
HRM 3.3	Determine causes of poor performance and counsel staff on performance related issues	-	3
Competency	Element of competency		
HRM	Human Resources Management		
HRM	Level 2	Enforcement Ranger	Team Leader
HRM 3.4	Initiate formal disciplinary and grievance procedures	-	3
HRM 3.5	Resolve workplace conflicts	-	3

TRA	Staff Development and Training		
TRA	Level 2	Enforcement Ranger	Team Leader
TRA 2.1	Instruct in and assess workplace skills	-	3
TRA	Level 3		
TRA 3.1	Prepare, deliver and assess vocational training	-	2
TRA 3.2	Prepare and deliver formal lectures	-	2
TRA 3.3	Promote and enable workplace learning	-	2
TRA 3.4	Plan and facilitate training events	-	2
COM	Communication		
COM	Level 2	Enforcement Ranger	Team Leader
COM 2.1	Make effective oral presentations	-	3
COM 2.2	Prepare written accounts of work activities	-	3
TEC	Technology and Information		
TEC	Level 1	Enforcement Ranger	Team Leader
TEC 1.1	Operate basic office equipment	-	3
FLD	Field Craft		
FLD	Level 1	Enforcement Ranger	Team Leader
FLD 1.1	Follow good environmental practice in the field	3	3
FLD 1.2	Identify, prevent and/or provide primary treatment in the field for illness, diseases and bites	3	3
FLD 1.3	Undertake fieldwork safely and effectively	3	3
FLD	Level 2		
FLD 2.1	Care for, check and maintain basic field and camping equipment	3	3
FLD 2.2	Organize camp sites	2	3
FLD 2.3	Use compass and chart or map for navigation and orientation	2	3
FLD 2.4	Use and care for basic field equipment	3	3
FLD 2.5	Use GPS for geo-referencing locations and for navigation and orientation	2	3
FLD 2.6	Draw sketch maps from field data	3	3
FLD 2.7	Move safely across terrain	3	3
FLD 2.8	Use and maintain radio handset for field communication	2	3
FLD	Level 3		
FLD 3.1	Plan and organize logistics for field trips, surveys and patrols	1	3
FLD 3.2	Organize and lead search and rescue operations in the field	1	3
FLD 3.3	Operate and use base station radio and communication equipment	1	3

NAT	Natural Resources Assessment		
		Enforcement Ranger	Team Leader
NAT 1.1	Recognize common and typical vegetation and habitat types, plant and animal species	1	3
NAT 1.2	Accurately record and report wildlife observations	1	3
NAT 1.3	Assist in census, monitoring and other field survey work	1	3
NAT 1.4	Recognize tracks and signs of key animals	3	3
SOC	Socio-economic and Cultural Assessment		
SOC	Level 2	Enforcement Ranger	Team Leader
SOC 2.1	Conduct supervised community based socio-economic, cultural and resource use and surveys in the field using basic techniques	1	2
DEV	Sustainable Development and Communities		
DEV	Level 2	Enforcement Ranger	Team Leader
DEV 2.1	Liaise with community groups	1	2
DEV 2.2	Arrange local meetings, events and presentations	1	2
DEV 2.3	Provide information, guidance and assistance for community-based conservation and sustainable use	1	2
DEV 2.4	Monitor compliance with agreements in the field	-	2
SIT	Site Management		
SIT	Level 1	Enforcement Ranger	Team Leader
SIT 1.1	Fight fires	1	3
SIT 1.2	Safely use and care for tools and equipment	Specific Trg	Specific Trg
SIT 1.3	Maintain site tidiness and cleanliness	3	3
ENF	Enforcement		
ENF	Level 1	Enforcement Ranger	Team Leader
ENF 1.1	Recognize and identify signs and evidence of illegal or restricted activities in the field	3	3
ENF 1.2	Issue informal warnings and guidance for future conduct to minor offenders	2	3
ENF 1.3	Provide testimony in court	1	3
ENF 1.4	Treat members of the public with respect and understanding during patrol and enforcement activities	3	3
ENF 1.5	Participate in patrol activities safely, effectively and with discipline	3	3
ENF 1.6	Deal effectively with hostile situations and defend oneself against physical attack	3	3
ENF	Level 2		
ENF 2.1	Apprehend and detain suspects correctly and legally	3	3
ENF 2.2	Conduct covert surveillance, track violators and conduct searches, spot checks and inspections	2	3
ENF 2.3	Correctly secure, manage and process a crime scene	2	3
ENF 2.4	Report on patrol activities and observations	2	3
ENF 2.5	Care for and use firearms correctly and safely	3	3

Competency	Element of competency		
ENF	Enforcement		
ENF	Level 2 cont.	Enforcement Ranger	Team Leader
ENF 2.6	Participate in tactical enforcement operations	2	3
ENF 2.7	Provide enforcement security	3	3
ENF	Level 3		
ENF 3.1	Conduct tactical and operational planning for enforcement operations	1	3
ENF 3.2	Lead patrol and enforcement activities in the field	1	3
ENF 3.3	Liaise with local communities to resist and prevent illegal activities	1	3
ENF 3.4	Follow correct procedure for dealing with violations seized or confiscated evidence	2	3
ENF 3.5	Coordinate activities with law enforcement and regulating agencies	1	2
ENF 3.6	Lead an investigation	1	2
ENF 3.7	Develop and manage informant networks	-	1
ENF	Level 4		
ENF 4.1	Plan patrol and enforcement activities and programs	-	1
ENF 4.2	Identify legal requirements and instruments for improving or extending protection and contribute to the development of protected area regulations	-	1
ENF 4.3	Liaise with other agencies to investigate wildlife trade links and other illegal activities and markets affecting the protected area	-	1
ENF 4.4	Organize amnesties and collection of illegal equipment and materials	-	1
AEP	Awareness, Education and Public Relations		
AEP	Level 1	Enforcement Ranger	Team Leader
AEP 1.1	Provide basic information to stakeholders and visitors	-	2

Annex F: Enforcement Ranger Equipment List

SER	ITEM	UNIT	QTY
ENFORCEMENT RANGER			
1	T – Shirts		2
2	Hammock with mosquito net		1
3	Sleeping bag		1
4	Machete*	1 per Team	1
5	Leech socks	Set	1
6	Nylon rope	10m	1
7	Whistle*		1
9	Compass*		1
10	Map 1:50 000*	2 per Team	1
11	Binoculars*	1 per Team	1
12	Uniform trouser		2
13	Uniform shirt		2
14	Field boots	1 pair	1
15	Hat		1
17	Belt equipment		1
18	Belt trouser		1
19	Poncho raincoat		1
20	Shelter – green or brown		1
21	Socks	Pair	2
22	Water bottle		2
23	Water bottle carrier		2
24	Rucksack – green/brown/black		1
25	Eating set – 2 bowls, chopsticks	Set	1
26	Flashlight (with batteries)		1
27	Handcuffs		1
28	Jacket cold weather (some districts only)		1
29	GPS*	1 per Team	1
30	Cooker*	1 per Team	1
31	Student pack (notebooks, pens, pencil , rubber)		1
32	Waterproof case		1
33	Baton		1
34	Rifle AK47*		1
35	Magazine 30rnd AK47 (With ammunition for patrol) *		2
	* Issued by FPD		



WildAid

TRAFFIC



**WWF MOSAIC project
Management Of Strategic Areas for Integrated Conservation
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