Quite a year and new life for Panthera tigris: The St. Petersburg Declaration and the future of wild tigers

Philip J. Nyhus, Colby College
Lisa Ann Tekancic

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QUITE A YEAR AND NEW LIFE FOR PANTHERA TIGRIS:
THE ST. PETERSBURG DECLARATION
AND THE FUTURE OF WILD TIGERS

Philip J. Nyhus, Ph.D.† and Lisa Ann Tekancic, Esq.‡‡

Introduction

Much was made in 2010 that it was the Year of the Tiger according to the Chinese lunar calendar. Looking back from the vantage point of the Year of the Rabbit, it is already possible to say that 2010 was really a much needed year for the tiger, a year when global concern for Panthera tigris, one of the world’s most iconic but endangered species, finally met with the attention it merited. The culmination, or at least the public face, of this concern was the signing of the St. Petersburg Declaration at the International Tiger Forum that convened from 21–24 November, 2010, in St. Petersburg, Russia. This declaration committed signatories to try to double the number of wild tigers by 2022.

† Philip J. Nyhus, Ph.D., Environmental Studies Program, Colby College, Waterville, ME. Dr. Nyhus attended the Tiger Summit in St. Petersburg as a representative for the WildCat Conservation Legal Aid Society.

‡‡ Lisa Ann Tekancic, Esq., founder and president of the WildCat Conservation Legal Aid Society, Washington, DC.
The International Tiger Forum (also referred to as the Tiger Summit) was hosted by Prime Minister Vladimir Putin of Russia, sponsored by The World Bank, and attended by high level government leaders from all 13 tiger range states, and the world’s leading conservation organizations and finance institutions. The Tiger Summit may have been the most significant meeting about tigers, and indeed possibly any single species, ever convened. In this article we describe the positive outcomes of the Tiger Summit as well as its limitations. We begin with a little perspective, briefly describing why and how tiger populations came to be in such a dire predicament and why this meeting differed from past global tiger meetings.

The Back Story

Global tiger populations have been in decline for much of modern recorded history. Once widely distributed throughout southern and eastern Asia, including three Indonesian islands, tiger habitat decreased steadily and tiger mortality increased steadily over the past several hundred years.¹ The twentieth century was particularly brutal for tigers as the world’s human population grew from 1.6 billion to 6.1 billion people.² In Asia, forests were bisected by roads, cleared for farms, converted to plantations, encroached on by cities, dug up, drilled, and desecrated by industrial waste and toxic substances. The tiger, the ecological apex predator in these ecosystems, was toothless in the face of this onslaught by humans, their weapons, and the juggernaut

of powerful machinery fueled by the fossils pumped from beneath the tigers’ feet.

When the 1962 Year of the Tiger in the Chinese lunar calendar dawned, the world had not yet awakened to the calls of the modern conservation and environmental movements. A few early voices had, however, begun to express concern over the loss of tigers and their habitat. For example, Peter Jackson, future founding Chairman of the International Union for Conservation of Nature (IUCN) Cat Specialist Group, wrote about the decline of tigers in India and elsewhere.\(^3\) Most tiger range states still had policies to kill tigers, with some countries paying bounties to encourage their eradication.

By the next Year of the Tiger in 1974, four years after the first Earth Day, the science of modern ecology and the modern conservation movement had diffused into the realm of the tiger. George Schaller had by then published *The Deer and the Tiger*,\(^4\) the first comprehensive field study of tigers. Today’s senior tiger scientists were beginning their march on tiger habitats in India and Nepal as young graduate students. Prime Minister Indira Gandhi of India made the bold and visionary decision to establish Project Tiger to save what was left of India’s tigers.\(^5\)

By the 1986 Year of the Tiger, the pace of change in Asia’s forests had accelerated, but with the exception of countries like India, many research and conservation efforts were driven primarily by international conservation organizations. A meeting held at the Minnesota Zoo in 1987

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brought many of these Asian and international scientific experts (but not policy makers) together and they published *Tigers of the World*,\(^6\) which for over a decade served as a primary resource for tiger science and conservation.

By the 1998 Year of the Tiger, the tiger crisis was in full swing. Deforestation rates were high, poaching rates higher, and a growing chorus of voices expressed concern for the decline of wild tigers.\(^7\) New organizations and funding sources were established or enhanced to address this crisis (e.g., Save the Tiger Fund). ExxonMobile funded a global conference to bring leading tiger conservation authorities and government representatives of the world’s tiger ranges states together for a *Year of the Tiger* meeting in Dallas, Texas.\(^8\) During this meeting, some tiger range states submitted tiger conservation plans. Scientists were engaged, conservationists were active, donors were excited, and experts and authorities were emerging from across the tiger’s range. The public, as symbolized by the picture of a tiger on the cover of *Time* magazine in 1994, was increasingly aware of the plight of tigers and the loss of biodiversity in Asia. It seemed the pieces had finally come together to save the world’s largest cat.

**The Road to St. Petersburg**

Unfortunately, these efforts were not sufficient to reverse the tigers’ decline. As the most recent Year of the

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Tiger dawned in February of 2010, the world added another billion people since the previous Year of the Tiger, with close to a third of the world's total population living in countries that have or once had tigers. If tigers were threatened with extinction in the wild in 1998, they were on the brink of extinction in 2010, and at the year's end, are steadfastly getting closer to extinction in the wild. The confidence and optimism of 1998 among tiger conservationists that more science, funding, training, awareness, and anti-poaching campaigns would save tigers was replaced with a sharper realization that something new and different was needed. Dedication and hard work may have delayed the tiger's demise, but efforts to keep it from going extinct in the wild appeared to be failing.

Many influential individuals, organizations, and consortia played a role in the evolution of the agenda for the St. Petersburg Tiger Summit. In 2008, the Smithsonian Institution, The World Bank, and the Global Environmental Facility (GEF) came together in partnership with additional organizations to initiate the Global Tiger Initiative (GTI). The GTI framework grew to include all 13 tiger range states and an ever-wider group of international organizations. Close collaboration among these organizations cemented a vision for developing a strategy to identify priority tiger habitat and to identify a road map for conservation action.9

Prior to the Tiger Summit, a series of high level preparatory meetings were held to cement the growing collaborations and to begin to develop the agenda that would eventually culminate in the St. Petersburg Declaration.10 These meetings were not always harmonious, shining a glaring

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and sometimes contentious spotlight on the different policies and goals among countries with abundant wild tigers and stronger tiger conservation goals, notably India, and countries with few tigers, weak tiger conservation infrastructure, and a culture and recent history of tiger consumption, notably China. Another challenge was how to generate an Asia-wide partnership and not simply another tiger organization or collaboration. For example, a group of tiger range states, led by India, had already created the Global Tiger Forum (GTF) in 1994 to share expertise, collaborate on tiger conservation efforts, and to combat poaching of tigers for the market in East Asian medicine.\textsuperscript{11} Further attention was focused on the problem of poaching as a primary driver of tiger loss through the work of IUCN, the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), and the emergence of a new and diverse coalition of organizations under the umbrella of the International Tiger Coalition (ITC), an alliance of 43 organizations representing over 100 total organizations with the stated goal of bringing back wild tigers by stopping trade in tiger parts products.\textsuperscript{12} Eventually, however, a broad consensus and platform emerged that could be supported by all tiger range states.

The first major preparatory meeting occurred in April 2009, in Pattaya, Thailand that resulted in the \textit{Manifesto on Combating Wildlife Crime in Asia}.\textsuperscript{13} Soon after, at a tiger workshop in October 2009, held in Kathmandu, Nepal, tiger participants shared best practices and discussed how to scale up successful conservation efforts. In January 2010, representatives of tiger range states met again; this time in Hua Hin, Thailand. Notable outcomes of this meeting included

\textsuperscript{11} See http://www.globaltiger.org.
\textsuperscript{12} See http://www.endtigertrade.org.
establishing the goal of doubling the world’s tiger population by 2022 and endorsing the idea of a meeting to be held in Russia. In July 2010, three months prior to the Tiger Summit in Russia, a final meeting was held in Bali. Representatives of tiger range countries discussed the development of country-specific tiger recovery programs, called the National Tiger Recovery Priorities (NTRPs),\textsuperscript{14} and worked on honing the text of the \textit{St. Petersburg Declaration}.\textsuperscript{15}

In addition to these meetings, several global meetings and announcements just prior to the Tiger Summit were held related to biodiversity conservation which helped to frame and support a broad global commitment to biodiversity conservation. For example, numerous delegates at the Tiger Summit attended the tenth meeting of the Conference of the Parties (CoP 10) of the Convention on Biological Diversity in October 2010, held in Nagoya, Japan. Earlier in the year, the UN General Assembly declared 2010 the International Year for Biodiversity (IYB) and the decade, 2011 to 2020, as the UN Decade on Biodiversity.

\textbf{Positive “Tiger Summit” Outcomes}

The Tiger Summit was hailed by some as an enormously significant event for tigers. But was this confidence warranted? As described above, the recent history of tiger conservation is replete with international meetings, important findings, dire speeches, and investments to \textit{solve} the tiger crisis. At the 1998 Dallas meeting, for example, representatives of tiger range countries had come together to support tiger conservation. Why was the St. Petersburg meeting different? Some of the important and unique outcomes of the 2010 Tiger Summit include the following:


\textsuperscript{15} \textit{Supra} note 9 and 10.
HIGH LEVEL GOVERNMENTAL AND INTERNATIONAL INVOLVEMENT:

The role of The World Bank as a sponsor of the Tiger Summit, along with the attendance of Bank’s Director, Robert Zoellick, and other high level World Bank staff, and, even more importantly, the role of Prime Minister Vladimir Putin of Russia as host of the meeting immediately raised the stakes and the profile of the Tiger Summit. Participation by Premier Wen Jibao of China and the Prime Ministers of Bangladesh, Nepal, and Lao PDR, meant this was one of the highest-level diplomatic efforts ever focused on tigers. Individual countries had certainly placed high level political attention on tigers (e.g., Prime Minister Indira Ghandi in the early 1970s) and the world leaders had come together to declare their concern over loss of biological diversity globally and regionally (e.g., the 1992 Earth Summit in Rio) but the St. Petersburg meeting was unique in bringing together high level diplomatic contingents from every tiger range state. Leaders of the world’s largest conservation NGOs, representatives of UN and IUCN agencies, the GEF and other major donors, and even entertainers further cemented the high level political engagement at this meeting.

PREPARATION:

The Tiger Summit itself was probably not as important as the process leading up to the meeting. The framework and eventually the specific wording of what would become the St. Petersburg Declaration emerged well before the first snow fell in St. Petersburg. This is in contrast to earlier international tiger meetings, such as the Dallas meeting, where preparation was carried out by letter, fax, and slow email, with the meeting serving as the venue to discuss and prepare documents. Following the Dallas meeting, some tiger range countries did publish country specific action plans, but these were typically
poorly designed, lacked political endorsement beyond wildlife agencies (if that), and lacked clear goals and timelines.

**Awareness:**

While calls for saving the tiger are not new, the very real recognition expressed by numerous speakers that wild tiger populations had disappeared from most of their ranges, brought clarity to the meeting. Tiger Summit organizers, political leaders, and keynote speakers, many of whom were early leaders in tiger research, conservation, and governance, were bearing witness along with the entire world, to the very real possibility of the end of wild tiger populations. The crisis is serious enough and the scientific data and public opinion strong enough to move the world’s largest countries, conservation organizations, and financial institutions into action.

**Unprecedented Financing Commitments:**

Funding in the wildlife conservation world frequently is measured in thousands or even millions of dollars. At the St. Petersburg meeting, approximately US$350 million was committed to tiger conservation. This commitment was above-and-beyond the funds already committed by tiger range states for conservation efforts. Regardless of whether all of the committed funds will ultimately be made available for tiger conservation, it was nonetheless a breathtaking sum in comparison to recent funding available for tiger conservation programs.

**Direct Linkages to Development and Innovative Financing:**

Two important new ideas were introduced that will help to shape the future of tiger and biodiversity conservation. The first is the recognition that no matter how many resources
are devoted to tiger conservation these funds will be dwarfed by the trillions of dollars that will be invested in infrastructure development in Asia. The rapid expansion of transportation, mining, and other infrastructure development are key drivers behind habitat loss and degradation across Asia. The World Bank prepared and distributed a discussion paper, *Smart Green Infrastructure in Tiger Range Countries*,\(^\text{16}\) that both identified this challenge but also offered a solution. The idea of a *Smart Green Infrastructure* was defined as an infrastructure development that avoids tiger habitats (e.g., avoiding designated Tiger Conservation Landscapes (TCLs)) minimizes adverse impacts on tiger habitat (e.g., providing wildlife underpasses for animals) and provides compensation for damages that do occur so that some form of mitigation may continue.\(^\text{17}\) The potential to harness and direct the juggernaut of infrastructure development to benefit tigers and wild lands could ultimately be a significant game changer for tiger recovery in Asia.

The second is the recognition that tiger conservation can and should take advantage of the growing global market for carbon. Eric Dinerstein and colleagues distributed a concept paper arguing that tropical forest and endangered species conservation would benefit from a compliance market that would be financially attractive to investors.\(^\text{18}\) The proposed *Wildlife Premium Market+REDD* would add value to proposed carbon payments by valuing forested areas with wildlife, such as tigers. The Reducing Emissions from Deforestation and Forest Degradation (REDD+) program of


\(^{17}\) *Id.*

the UN Environmental Program\(^{19}\) is an instrument to allow wealthier countries to offset carbon emissions through a system of carbon payments to developing countries. The problem is that simply investing in carbon-rich ecosystems could lead to preservation of intact forests that retain carbon but are devoid of tigers and other large vertebrates.\(^{20}\) During the Tiger Summit, Dinerstein presented an example of a *carbonated tiger* project underway in Nepal’s Terai Arc Landscape using payments from a German bank to support conservation of forests and tigers using high resolution imagery to measure carbon stock in standing forests. As with a green infrastructure development, the concept that global investors could pay a premium for carbon offsets that also would benefit biodiversity by funneling billions of dollars into projects that could benefit tigers is paradigm changing. Norway recently signed a US$1 billion agreement with Indonesia through the REDD+ process, providing a concrete example of just how significant carbon financing for conservation ultimately could become. While not necessarily new for conservation scientists, the roll-out of these concepts to high-level policymakers at the Tiger Summit is likely to speed the diffusion of these ideas and increase the likelihood of their eventual implementation.

**Range state engagement:**

The early years of tiger conservation were dominated by non-tiger range state scientists and conservation NGOs. The momentum and leadership has shifted as many of the world’s top tiger scientists now are from tiger range states, and tiger conservation is becoming a more pronounced component of range country policies. Importantly, more tiger range state governments are beginning to have the human resources, financial capacity, and internal political will to make tiger conservation a domestic priority. Countries like Nepal, Russia,


\(^{20}\) *Supra* note 18.
Malaysia, and now even China have established important domestic constituencies and the scientific, political, and financial will to make tiger conservation a national goal.

**INDIVIDUAL COUNTRY COMMITMENTS:**

A major outcome of this process has been the development of the GTRP that empowers tiger range states to work together to address threats to tigers while balancing the needs of people and economic development.\textsuperscript{21} Every participating country developed concrete and specific tiger recovery priorities, though some more specific and realistic than others, and plans to:

1) manage and protect habitat;
2) address poaching and trade;
3) cooperate with neighboring countries;
4) engage with indigenous communities;
5) generate domestic and new funding; and
6) to promote tiger population recovery.\textsuperscript{22}

By signing the *St. Petersburg Declaration*, tiger range states were holding their countries, and their leaders, accountable for the success or failure of these initiatives. This does not guarantee these efforts will succeed, particularly in light of past failures, but now there are clear targets, deadlines, and some semblance of accountability. This is in sharp contrast to past meetings where conclusions typically resulted in finger pointing, vague promises, no accountability, and no meaningful commitment from governments and the global financial elite.

\textsuperscript{21} Surpa note 9.
\textsuperscript{22} *Id.*
SCIENCE AND TECHNOLOGY:

We simply know more today about tiger biology, habitat, and threats, and conservation than we did before, and this information was used effectively at the Tiger Summit. For example, embedded into virtually all the talks during the Tiger Summit were descriptions of how much habitat has been lost and the identification of priority Tiger Conservation Landscapes (TCLs).

Tiger Summit Criticisms and Limitations

Of course, not everything that occurred at or emerged from the Tiger Summit was as positive as the press releases would suggest. Several important challenges emerged that may yet significantly constrain the potential positive impact of the Tiger Summit on tiger conservation.

POACHING AND TIGER FARMS:

The orange and black striped elephant in the room at the meetings leading up to the event, and at the Tiger Summit itself was China’s perceived role in fueling international trade in tigers and tiger parts and China’s support for domestic tiger farming. Poaching of wild tigers is universally considered, along with habitat loss and degradation, as a primary threat driving the current tiger crisis. Concern over tiger poaching and tiger farms has energized numerous conservation organizations and led to the building of coalitions such as GTI. In order to continue to engage China in the St. Petersburg Declaration process, however, tiger farms were not included in the final Declaration and China’s role in trade was not

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explicitly stated, even though it was and is a principal concern of many NGOs and some range countries delegates. Some critics of China’s policies identified this omission as a failure of the meeting, while others recognized the ultimate benefit of bringing China along as a partner rather than a defensive outsider, even if these tradeoffs resulted in a weaker resolution. One hopeful indication supporting a more optimistic view was China’s public commitment in the speech by Premier Wen Jiabao that China would support efforts to restore and to increase China’s tiger population and international cooperation to crack down on poaching and the illegal trade in tiger body parts. While some in attendance at the Tiger Summit saw this as a weak effort to mollify critics of China’s policies, it was, nonetheless, a public statement that puts China on record as supporting tiger conservation and opposing tiger poaching.

**Funding Allocation:**

While the level of financing committed to tiger conservation was staggering compared to prior commitments for tiger conservation, serious questions were raised about how much of this was actually new and how much was simply an accounting gimmick. For example, several large conservation NGOs committed in the range of US$50 million each at the meeting but it was unclear how much of this was simply redirecting or reframing funds already planned for existing conservation efforts in these countries. There also was initial confusion about whether World Bank funds would take the form of loans or grants.

Numerous questions were raised about who ultimately would benefit from these resources. The history of major financing from sources like The World Bank and GEF is littered with stories of waste and ineffective projects. Cynics asked whether the lavish Tiger Summit itself was necessary given that these funds could be much better invested on the ground. Representatives of organizations who worked directly
with local communities and park rangers wondered aloud whether funding would actually reach many of the individuals and organizations who need it most. Notable among these critics is Steven Galster, who published an opinion piece in *The New York Times* on the eve of the meeting in which he stated publically his concern that more should be invested in front-line wildlife protection rather than distant organizations and global institutions.²⁴

**SHORT ATTENTION SPANS:**

The high level delegates and the well orchestrated information campaigns raised awareness about tigers to unprecedented levels. However, a major concern is whether this energy can and will last long enough to make a real difference. Many competing interests continue to threaten the viability of Asia’s tiger conservation landscapes, and these threats will not disappear. With the human population increasing, rapidly growing economies, and diverse political and financial interest groups in the 13 tiger range countries, the threat to tigers will continue regardless of the political good will established at the Tiger Summit.

**Concluding Thoughts: Looking Ahead to the Year of the Tiger in 2022**

In the end, the success or failure of the St. Petersburg Tiger Summit will not be measured in months but in decades. If wild tiger populations go extinct, this meeting will simply be the highest profile and most expensive in a long series of failed meetings intended to fix the tiger problem. But if this meeting serves as a wake-up call for tiger range countries and the

global community to take serious steps to address the tiger conservation challenge, then we may have indeed just witnessed an historic event. The stewards of the tigers’ remaining habitats have committed to not just reducing the rate of extinction, but reversing for the first time in modern human history the downward trajectory of global wild tiger populations. Even if this meeting does not live up to its full promise to double the world’s wild tigers, it is hard to argue that up to this point we have failed in our efforts to save wild tigers. The participation and public commitment of the Tiger Summit’s delegates alone will not be sufficient to save tigers, and as Galster and others note, the real need is still on the front lines. But the St. Petersburg Declaration and the outcome of the Tiger Summit do ramp up the political and financial resources devoted to tiger conservation. Tiger poaching, forest degradation, and even China’s tiger farms are unlikely to disappear any time soon, but the unprecedented support for bold new initiatives with concrete goals certainly seems like the closest thing that has emerged in recent years as a game changer that will allow us to retain some hope of celebrating the viability of wild tiger populations in Asia’s forests in 2022.
KEY ELEMENTS OF THE ST. PETERSBURG DECLARATION

The Heads of the Governments of tiger range states agreed to strive to double the number of wild tigers across their range by 2022 by:

1. Doing everything possible to effectively manage, preserve, protect, and enhance habitats.

2. Working collaboratively to eradicate poaching, smuggling, and illegal trade of tigers, their parts, and derivatives.

3. Engaging with indigenous and local communities to gain their participation in biodiversity conservation, minimize negative impacts on tigers, their prey, and habitats, and reduce the incidence of human-tiger conflict by providing sustainable and alternative livelihood options through financial support, technical guidance, and other measures.

4. Increasing the effectiveness of tiger and habitat management.

5. Exploring and mobilizing domestic funding, including new financing mechanisms based on forest carbon financing including REDD+, payment for ecosystem services (PES), ecotourism, and private sector, donor, and non-governmental organization partnerships.

6. Appealing for the commitment of international financial institutions, such as The World Bank, the Global Environment Facility, Asian Development Bank, bilateral and other donors and foundations, CITES Secretariat, non-governmental organizations, and other conservation partners to provide or mobilize financial and technical support to tiger conservation.
7. Looking forward to the establishment of a multi-donor trust fund or other flexible arrangements to support tiger conservation.

8. Requesting financial institutions and other partners, including the Global Tiger Initiative, to assist in identifying and establishing a mechanism to coordinate and monitor the use of the multi-donor trust fund allocated for tiger conservation and the implementation of the GTRP, including its Global Support Programs for capacity building and knowledge sharing, combating wildlife crime, demand reduction, and the GTRP progress report. In the interim, we request the Global Tiger Initiative to fulfill this role.

9. Agreeing to convene high-level meetings on a regular basis to review the progress of NTRPs and the GTRP and to help ensure continued high levels of political commitment to tiger recovery.


11. Welcome and sincerely appreciating the pledges made during the Tiger Summit, [and] the continued support of the partners in the Global Tiger Initiative, and participation of new ones.