Our vision

“As a group of NGOs that has worked for many years with partners to conserve tigers, our vision is for a long-term presence of viable and ecologically functional populations of wild tigers secure in protected habitats, with representation and links across their indigenous range, respected and valued by neighbouring human communities and beyond, a magnificent symbol of nature in all its beauty, complexity and wonder for future generations.”
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The six non-governmental organisations (NGOs), all closely involved with tiger conservation and strong supporters of the Global Tiger Initiative (GTI) and Global Tiger Recovery Program (GTRP), have come together to share some ideas with the tiger range countries (TRCs) and other members of the Global Tiger Initiative for consideration for the next phase of this ambitious initiative.

Recognising the fragility and inconsistency of progress across the 13 tiger range countries that joined together to form the Global Tiger Initiative and hold the world’s first Global Tiger Summit (formerly known as the International Tiger Forum) in 2010, the second Global Tiger Summit, to be held in Vladivostok, Russia in 2022, offers an opportunity for tiger conservation to build on the success and benefit from lessons learned.

Our purpose

Given the magnitude of the moment, which will likely define global tiger conservation for the coming 12 years, this document provides reflections for tiger range country governments to consider when defining their tiger recovery programmes.

“In this spirit, we put forward ideas for new overarching goals and a limited set of strategic approaches and action which we believe could greatly benefit tiger conservation across the 13 current tiger range countries (TRCs) who met in 2008 – as well as former tiger range states where there is an opportunity to re-establish tigers – and for which we, as an NGO coalition, offer our fullest support. Several areas in which we can provide support to the Global Tiger Initiative are highlighted in this document, but there may be other opportunities to assist both current and former range countries secure a viable future for the tiger. We welcome further dialogue around such priorities.”
Introduction

The tiger is far more than a single species. It is revered across and beyond its range, spanning belief systems, cultures and generations. It is an apex predator recognised as the ultimate indicator of the health of the ecosystems it inhabits.

Tiger landscapes are very diverse, ranging from dense rainforests to open grasslands and from snow-covered regions to coastal swamps. These landscapes support not just tigers and their prey, but also vast biodiversity. They also contribute to human well-being, locally and globally, through the provision of many ecosystem goods and services such as sustainable water supplies, carbon sequestration, food security and medicinal plants, and economic opportunities. Such large, ecologically intact areas are critical in addressing the triple crises of biodiversity loss, climate change, and the emergence of zoonotic diseases, and providing the stable conditions essential for healthy, sustainable economies and security for human communities.

Most of these benefits are not recognised for their contribution to human welfare and national economies, and consequently are undervalued in development agendas. As a result, degradation, fragmentation and loss of natural habitat, depletion of prey animals, and poaching to supply a global trade have pushed wild tigers and the landscapes that support them to the brink of extinction.

From an estimated population of 100,000 at the beginning of the 20th century, the population of wild tigers had crashed to as few as 3,200 by 2010, with this small remnant restricted to less than 5 per cent of its former range.

Improved science and monitoring have exposed the severity of this collapse, which inspired the 13 current tiger range countries, funding agencies, NGOs, the conservation community and other bodies to come together with the World Bank to form the Global Tiger Initiative to prevent the imminent extinction of the tiger and the destruction of its remaining range. At the Global Tiger Summit, held in St Petersburg, Russia, in 2010, the tiger range countries, with the support of partner organisations, agreed the uniquely challenging goal of doubling wild tiger numbers across their range by 2022, the next lunar Year of the Tiger. Following the summit, the Global Tiger Initiative worked with NGOs and other partners to implement the Global Tiger Recovery Program, built around the National Tiger Recovery Plans (NTRPs) of the 13 range countries, which identified seven priorities for achieving the overall goal of doubling the global wild tiger population by 2022:

• effectively manage, protect and enhance tiger habitats;
• eradicate poaching and the illegal trade in tigers, their parts and derivatives;
• cooperate in transboundary landscape management, and to combat the illegal trade;
• engage with indigenous and local communities;
• increase the effectiveness of tiger and habitat management;
• restore tigers to their former range; and
• explore and mobilise domestic and new funding.

The following suggested overarching goals and strategic approaches and action put forward in this document are consistent with these seven Global Tiger Recovery Program priorities, the realization of which has been coordinated by the Global Tiger Forum since 2015.
2016 was a pivotal moment in the struggle to restore wild tiger populations. For the first time in the history of tiger conservation, the fall in global wild tiger numbers had stopped, and global populations had started to increase. The regional approach, with high level political commitments backed by improved research and monitoring, increased enforcement at sites and along trade chains, intelligence sharing and strong public support, had achieved the first goal of the Global Tiger Recovery Program: stop the overall loss. Since 2016 progress has continued with tiger numbers increasing to around 4,500, but has not been consistent across the tiger’s range. While some tiger range countries have achieved significant increases, others have lost their tiger populations. Of continued concern, the threats causing the decline have not disappeared. Overall, the first phase of the Global Tiger Recovery Program shows that tiger numbers can be restored, but also that progress is hard won and fragile – tiger conservation needs to be urgently strengthened if it is to achieve long-term success.

The Global Tiger Recovery Program stated ...

“Wild tigers are at a tipping point and action, or inaction, will decide their fate. Action will lead to the tiger’s recovery; inaction or mere maintenance of the status quo will lead to its extinction. The Global Tiger Recovery Program represents the last best hope for the survival of the world’s most magnificent species and the conservation of the valuable landscapes in which it lives.”
Section 1: Suggestions for overarching goals and high-level strategic approaches to support the Global Tiger Initiative ambition

Our NGO coalition recognises the value of the 12-year goal agreed by the Global Tiger Initiative in 2010 of doubling wild tiger numbers by the next Year of the Tiger in 2022, how it inspired action across range countries, led to funding and mobilised strong public support. We value this opportunity to offer some ideas for a new set of overarching goals that could help tiger range countries build on the successes achieved to date.

Box 1.1 Suggested range-wide goals for the next 12 years

By 2034

Secure and increase populations

• Prevent any further losses in all tiger populations.
• Increase tiger numbers to natural carrying capacity at priority sites designated by each tiger range country.

Expand the range

• Expand and improve the quality of occupied habitat for tigers by [percentage to be determined by each country] such that collectively, across all range countries, occupied tiger range expands [for example, by 50 per cent] over 2022 levels.
• Increase suitable habitat for tigers within each tiger range country above 2022 levels.

Turn the tide

• In countries throughout the indigenous range where tigers no longer occur but where restoration is feasible, reintroduce them [or develop reintroduction plans].

And thus...

Restore ecological diversity

• Recover and sustain tiger populations in all major ecological settings of the tiger’s indigenous range.
High-level strategic approaches

Achieving these goals requires adoption of the following commitments to reduce and eventually eliminate the key threats, and enhance the potential for tigers to thrive in each range country.

1. A zero-tolerance approach to trade in tigers, their parts and derivatives through the dismantling of poaching and trafficking networks and the elimination of demand.

2. A zero-conversion approach to tiger habitats, coupled with forest restoration, improved connectivity, and incorporating tiger habitat conservation into national development strategies and carbon reduction goals.

3. A coexistence approach to reduce human-wildlife conflict through increasing understanding of development and humanitarian issues, as well as conservation values and ambitions, resulting in increased equitable benefits for those living with wildlife.

To understand progress, outcomes and impact, and encourage the success of the Global Tiger Initiative ambition, we recommend the adoption, tracking and monitoring of this set of overarching goals, and the strategic approaches and action described in the following pages.

Given their particular importance in growing the global wild tiger population, measurable 3-4 year milestones should ideally be developed as part of the next 12-year cycle, and then monitored or tracked in a timely manner so that adaptive management and evidence-based reporting can take place.
Section 2: Suggestions for strategic approaches and action at the international, national and local levels

The threats which have so severely impacted tiger populations still remain (Box 2.1). Based on our knowledge of these persistent and pervasive threats, we suggest some strategic approaches and action at different scales for tiger range countries to consider.

**BOX 2.1 Threats to wild tigers**

Tiger habitat continues to be lost or degraded in many places, and in some critical tiger conservation landscapes, the consequences have been devastating. The illegal trade in tigers, tiger parts and their derivatives undermines conservation efforts throughout the range and results in the killing of tigers. This is heightened by the continued existence, and even growth, of tiger farms. Development of transport links, extractive industries, and other human activities encroach into tiger habitat, and revenge killings due to human-tiger conflict and the killing of tiger prey remain serious issues. Meanwhile, the climate crisis adds new concerns as the habitat conditions required for tigers and their prey change due to global warming.

Two INTERNATIONAL LEVEL suggestions:

1. **Eliminate poaching driven by trade in tigers and tiger parts**
   
The tiger trade is an international issue. In the decade since the first tiger summit, tiger populations in three of the 13 tiger range countries have been eliminated, in large part as a result of poaching to supply the illegal trade in tiger parts and derivatives (see also Section 3). An increase in the profile, prioritising, resourcing and level of government oversight to counter the tiger trade globally, regionally and nationally – especially across the 13 current tiger range countries – would be a major step forward and support national anti-poaching efforts.

2. **A Southeast Asia Tiger Recovery Action Plan**
   
   An initiative is underway to develop a Southeast Asia Tiger Recovery Action Plan by the end of 2021. This document should result in each of the region’s seven range countries identifying two to four priority actions which they can implement in the short-term (i.e., within three years) to reverse declines in tiger numbers. Given the level and immediacy of the threats facing tiger populations in Southeast Asia, we believe this Action Plan should be fully supported by all Global Tiger Initiative participants, and incorporated within its next framework of goals.

**BOX 2.2 Recovery of prey**

The availability of wild prey is essential to the recovery and maintenance of tiger populations. It is especially relevant for increasing suitable habitat for tigers, and for restoring tiger populations. It is critical to focus on the recovery of prey species, often for many years, before tiger populations start to recover naturally, or before their restoration can be considered.
Three NATIONAL LEVEL suggestions for tiger range countries:

3. High-level national tiger committees
At a national level, habitat loss and fragmentation are major threats which require long-term coordinated action. High-level national tiger committees, incorporating all ministries and agencies pertinent to tiger conservation, could provide the requisite leadership and coordination – highly successful models already exist in countries including India and Nepal. This is a powerful approach given that most of the key mechanisms for tiger and habitat protection are found at the national level within ministries and agencies responsible for environmental protection, including forestry, and law enforcement. Other ministries including those with responsibility for development, and economic and social planning could also play key roles. Additionally, other ministries and agencies responsible for infrastructural development that might, for example, lead to the fragmentation of tiger habitat and/or the loss of wildlife corridors – such as those dealing with mining, agriculture and transport – could similarly have critically important parts to play.

The composition of high-level committees may differ depending on national circumstances, but should ideally meet at least once per year, and feature the head of government as its chair to ensure its convening power.

“The development of green infrastructure and connectivity conservation is evolving rapidly and this NGO coalition can provide good examples.”

4. Determine the current national tiger population size and set goals for 2034
If the current population size is unknown, it is suggested that a near-time target date for gaining this information is established, followed by setting a target for the desired population size for 2034.
5. **Identify priority sites for tiger conservation**

Success in tiger conservation comes with focussed efforts at specific sites: tiger range countries can then achieve the best possible effective management and coordinated action to combat poaching and the trade which drives illegal killing. In some countries that may mean a single priority site or landscape should be better protected and well managed for adequate representation and recovery of the species, while in others it will require the protection of multiple sites and/or landscapes. It is also at the site or landscape scale that progress and recovery of tigers is best measured.
7. Supporting human-wildlife coexistence

A key lesson from the past two decades of conservation worldwide, and especially tiger conservation, is the importance of including people and local communities at all relevant levels and developing a greater understanding of their social and economic development situation and needs so that successful coexistence with wildlife has a greater potential. Some likely key activities include the following:

- Generating local support for tiger conservation at each priority site. Creating forums for formal dialogue between Indigenous Peoples and local communities and conservation agencies is vital. The development and implementation of a community-based conservation plan relevant to the local context, can help build enduring partnerships for success.

- Managing human-tiger conflict in each priority site and conservation landscape. Management and minimisation of human-tiger conflict in the long term is essential to effective tiger conservation. Human-tiger conflict weakens community support and perceptions of benefit from wildlife and conservation efforts.

Two suggested approaches at the PRIORITY SITE OR LANDSCAPE LEVEL:

6. Monitoring and tracking progress in priority landscapes

A key lesson learned is that conservation of landscapes and species requires management capacity appropriate to the challenges and management goals.

Ensuring that ranger numbers and capacity, other staffing and funding are in place for effective management of tigers, their prey and habitat, is essential. Development of simple programmes of monitoring, evaluation and learning for each priority tiger site would be highly effective, both to track status and lessons learned, and to feed into management plans and responses (Box 2.3).

BOX 2.3 Monitoring and tracking progress at the priority site or landscape level

Monitoring, evaluation and learning programmes can be tailored to each tiger site and landscape to ask the most relevant questions, build baseline information, use the most appropriate tools and then create space for assessment and learning to adapt approaches as needed. There are several tools to help determine the most efficient and effective tiger conservation management performance levels, such as METTS or CA|TS, which some tiger range countries are already using. Effectiveness of law enforcement efforts at the site level can be measured with tools such as SMART, and there are now well-defined best practices for measuring changes in tiger population abundance and densities. These programmes could also incorporate information from the range-wide new IUCN Red List Assessment, IUCN Green Status Assessment and NASA-funded Tiger Conservation Landscape (3.0) mapping exercise, currently being undertaken.

“The NGO partners to this document offer to support the tiger range countries in implementing such programmes and provide training in the tools mentioned.”
tolerance of tiger presence and leads to the pre-emptive or retaliatory killing of tigers. It is important to support managers by strengthening the knowledge base in the following areas:

- human-tiger conflict monitoring and data collection;
- national response systems to human-tiger conflict – including rapid response teams in hotspot areas, supported by veterinary resources and materials, and conflict reporting mechanisms;
- outreach systems to help communities better understand the risks, and ways of reducing exposure to tiger predation; and
- the development and upscaling of wildlife-friendly farming practices and insurance schemes.

“The areas identified above are all examples for which our NGOs can support dialogue and lesson sharing to support human-wildlife coexistence.”
Section 3: Suggestions to combat the trade in tigers and their parts

The trade in tigers, their parts and derivatives continues to be a major threat to wild tigers. This illustrates both the stark vulnerability of wild tigers to trade, and the need for urgent action. Following are four ideas to directly reduce the drivers of trade and resulting poaching for consideration by the tiger range countries for inclusion in their programmes.

8. National wildlife crime task forces
A number of tiger range countries have established, or plan to establish, national wildlife crime task forces (Box 3.1) to support investigation, enforcement and prosecution of wildlife crimes with a focus on tigers. Such a task force, which might be closely aligned with a high-level national tiger committee (page 8), where adopted, typically includes multi-agency enforcement, as well as agencies that have authority to conduct financial investigations and address corruption. Reporting to a high-level government representative, with professional expertise in disrupting transnational organised crime, the task force would also engage in international collaboration and cooperation.

Tools exist to support national law enforcement against wildlife crime (Box 3.2).

9. Intelligence on tiger crimes, criminals, and criminal networks
The prime driver to ensure timely and effective enforcement action against wildlife crime is an intelligence-sharing mechanism which works efficiently and effectively among law enforcement agencies at local, national and international levels. Mechanisms already exist in some countries (Box 3.3) to collect, analyse, share and act upon intelligence on wildlife crime, and can contribute to reducing tiger poaching and trade and apprehending offenders. Because the criminals and their

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BOX 3.1 Official bodies created in Nepal to combat the illegal wildlife trade

The National Wildlife Crime Coordination Committee is chaired by the Minister of Forests and Environment and includes representatives from the ministries on the National Tiger Conservation Committee, plus representatives from the army, police and national intelligence.

The Wildlife Crime Control Bureau is chaired by the Director General of the Department of National Parks and Wildlife Conservation, and includes senior officials from the Army, Police and the Central Investigation Bureau, as well as the Directors General of the Departments of Forests and of Customs, and NGO representatives. It operates at central level with input from numerous district level wildlife crime control units.

BOX 3.2 Monitoring and tracking progress in law enforcement on wildlife crime

The International Consortium on Combating Wildlife Crime (ICCWC) Indicator Framework for Combating Wildlife and Forest Crime is a self-assessment framework for national use, developed alongside the ICCWC Wildlife and Forest Crime Analytic Toolkit, including 50 indicators. It can be used for rapid assessment of a national law enforcement response to wildlife crime, monitoring any changes in national law enforcement capacity and effectiveness over time.
networks cross national boundaries, these mechanisms would be most effective if deployed in all range countries to support law enforcement at the local, national and regional levels.

BOX 3.3 Sharing intelligence on wildlife crime

Indonesia provides a working example of how national police and forestry officials work closely at the site level, ably supported by field-based conservation organisations, to generate and share wildlife crime related intelligence and undertake joint enforcement action.

A further example is demonstrated by India’s Wildlife Crime Control Bureau (WCCB), in which selected officers from different enforcement agencies such as forests, police and customs work under a single command to ensure quick intelligence sharing and coordinated enforcement action by the relevant agencies. The WCCB also supports federal government with policy formulation and acts as a nodal point for ensuring coordination with international organisations.

10. The demand fuelling the tiger trade

Government-led initiatives using evidence from consumer surveys and trade analyses can target changing behaviour to end the demand for tigers, their parts and derivatives from all sources. Greater success can be achieved if this is twinned with action to adopt, promote and enforce appropriate legislative, regulatory and penal measures – as well as social pressure to deter tiger consumption for any purpose.
11. Tiger farms

A commitment to responsibly phase out existing tiger farms, and prevent the creation of new ones is considered vital if this critical threat to wild tigers is to be eliminated across their range. Such a phase out would also be a major contribution from the Global Tiger Initiative process to implement the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) decisions on tiger farms (Box 3.4). Trade in captive-bred tigers and their parts and derivatives perpetuates the acceptability and demand for tiger parts and undermines enforcement. The facilities may also provide a channel for the laundering of parts from wild tigers. The approach to eliminating this threat may include legislative frameworks and robust national management plans and strategies to halt the expansion of both the number of tiger farms and tigers within them, and to phase out tiger farms humanely. Outside the expertise of the group authoring this document, there are several other NGOs with good experience of providing humane sanctuary for such animals. They could be gathered as a task force or advisory coalition to support and guide a humane phase-out.

BOX 3.4 Tiger farms

Tiger farms are captive facilities that keep or breed tigers with an intent, or reasonable probability, of supplying or directly engaging in the commercial trade in tigers, their parts and products. CITES Decision 14.69 states “[CITES] Parties with intensive operations breeding tigers on a commercial scale shall implement measures to restrict the captive population to a level supportive only to conserving wild tigers; tigers should not be bred for trade in their parts and derivatives”.

“The NGOs endorsing this document are ready and willing to support the tiger range countries in countering the threats from trade, through sharing of data and intelligence, providing technical support and expertise, and in supporting development and implementation of tiger farm phase-out plans.”
Section 4: Suggestions to help support the Global Tiger Initiative ambition

A review of tiger conservation during the first Global Tiger Recovery Program is currently being undertaken by the Global Tiger Forum and will be key to defining the strategy for future conservation efforts to ensure best practices are adopted, and successes can be scaled up. Below are three additional suggestions to increase the impact of the Global Tiger Initiative.

12. Maintaining the momentum of this collaborative initiative
Going into its second phase, it is important to ensure the 13 tiger range countries remain part of the Global Tiger Initiative. In addition, representation from across key areas of the tiger’s historic range can be encouraged by inviting former range countries with high potential for re-establishing wild tiger populations to join – especially where there is already progress as in Kazakhstan (Box 4.1).

For other places, such as Hong Kong, Singapore and South Korea, that have lost tigers long ago, but in which there is little potential for re-establishing wild populations, there often remains a strong cultural attachment, and such countries may therefore have an interest in participating in the recovery process, even if it is not within their territories.

“This NGO coalition can help share experience on tiger reintroduction and conservation with former range countries and support plans to restore wild tiger populations, where feasible, to countries whose tigers have been lost or their populations drastically reduced.”

13. Rotating the position of chairperson
It is suggested that by rotating the position of chairperson by country, more range countries could be involved in the governance of the Global Tiger Initiative in the next 12-year period. It will also help more equitably share responsibilities, and periodically bring in fresh ideas and resources. Such a system could also provide greater clarity regarding the dates and location for future meetings. The term of the chair can be linked to the timing of the suggested Global Tiger Initiative goals and milestones, encouraging individual countries to take ownership of certain time-bound goals.

14. Expert working groups to focus on possible new approaches and action
By pooling knowledge and resources focused on attaining critical tiger conservation gains, such working groups could greatly increase collaboration, partnership, and knowledge sharing between range countries. These groups are a common feature of many existing intergovernmental processes that deal with environmental issues. Creating Global Tiger Initiative expert working groups would also help ensure ongoing collaboration and progress during the periods between Initiative meetings, and provide opportunities to engage broader civil society and community groups based in tiger landscapes. Expert working groups could be built around the possible overarching goals as well as strategic approaches and action adopted by range countries, as suggested in the previous sections.

“Each NGO party to this document would be willing to dedicate significant expertise and time to such working groups should they be invited to do so by the Tiger Range Countries.”
Section 5: Adequate and sustainable long-term financing of tiger conservation, 2022–2034

There remains much to be done to build on and expand current successes while also addressing the gaps, and crucial to this is development of adequate and sustainable long-term funding streams. Overall, the challenge is to assemble a consortium of public and private funding agencies and donors strongly aligned to tiger conservation, which can robustly and sustainably fund the next phase of this inspiring initiative, while also mobilising long-term funding within range countries.

The forthcoming second global tiger summit, to be held in Vladivostok, Russia, in September 2022, is a unique opportunity for strengthening the global effort to ensure the tiger has a viable future across its range. Beyond the tiger, this is also an opportunity to help secure the ecosystems and environmental services crucial to a huge proportion of the planet’s human population.

The adoption in 2022 of suggested overarching goals, approaches and action that link to the United Nations Sustainable Development Goals (SDGs) and the Convention on Biological Diversity (CBD) Post-2020 Global Biodiversity Framework may represent further mechanisms to help delivery on internationally-agreed goals and secure greater funding (Box 5.1).

Increased support would not only address the threats and drivers which imperil the tiger, its prey and its habitats, but also create benefits for the hundreds of millions of people dependent on healthy ecosystems.

### BOX 5.1 International conventions which can benefit tiger conservation

The Sustainable Development Goals are a collection of 17 linked global goals and targets designed to achieve a better and more sustainable future for all. Adopted in 2015 by the United Nations General Assembly, they are intended to be achieved by 2030. SDG Goal 15 is to “protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification and halt and reverse land degradation and halt biodiversity loss”. Target 15.1 ensures conservation, restoration and sustainable use of terrestrial and wetland ecosystems, where tigers live. Target 15.2 aims to end deforestation and restore degraded forests; Target 15.5 to protect biodiversity and natural habitats; Target 15.7 to eliminate the poaching and trafficking of protected species; Target 15.9 aims to integrate ecosystem and biodiversity values in governmental planning.

A process has been established by the Convention on Biological Diversity to develop a post-2020 Global Biodiversity Framework. This is under final discussions as we write and will be submitted to the Conference of Parties (COP15) early in 2022, only a few months prior to the Global Tiger Summit. It will typically define goals and targets for biodiversity conservation which signatory nations will deliver on. Alignment with national action to deliver on these commitments could be another means of garnering resources for tiger conservation via such actions as habitat management and restoration.
15. **Donor involvement with tigers, 2022–2034**

Ahead of the second Global Tiger Summit, we believe increased donor involvement and adequate sustainable funding in the next phase of the tiger conservation initiative, 2022–2034, is crucial. We suggest two steps to help achieve such long-term funding:

- An important first step may be to convene a meeting of past and potential donors to report on progress, funding to date and funding gaps, and consider future commitments. There may also be other opportunities such as the Eastern Economic Forum (Box 5.2).

- By involving the donor agencies in the design of the 2022–2034 plan, a greater sense of involvement and partnership would likely lead to increased funding and alignment among donor agencies.

**BOX 5.2 Eastern Economic Forum**

This international forum is held each year in Vladivostok, Russia to encourage foreign investment in the Russian Far East. As the Global Tiger Summit is expected to overlap with the Eastern Economic Forum, this may provide further opportunities to formalise new support and partnerships.

“As a coalition of NGOs working on tiger conservation, we pledge our support to help the range countries communicate the need to strengthen the Global Tiger Initiative by securing robust and sustainable long-term funding.”
The NGOs in this coalition can provide further information on any of the topics mentioned in this document.