

("framework") by January 2000 and for establishing a process of ongoing data maintenance. The framework shall include geospatial data that are significant, in the determination of the FGDC, to a broad variety of users within any geographic area or nationwide. At a minimum, the plan shall address how the initial transportation, hydrology, and boundary elements of the framework might be completed by January 1998 in order to support the decennial census of 2000.

**Sec. 6. Partnerships for Data Acquisition.** The Secretary, under the auspices of the FGDC, and within 9 months of the date of this order, shall develop, to the extent permitted by law, strategies for maximizing cooperative participatory efforts with State, local, and tribal governments, the private sector, and other nonfederal organizations to share costs and improve efficiencies of acquiring geospatial data consistent with this order.

**Sec. 7. Scope.** (a) For the purposes of this order, the term "agency" shall have the same meaning as the term "Executive agency" in 5 U.S.C. 105, and shall include the military departments and components of the Department of Defense.

(b) The following activities are exempt from compliance with this order:

- (i) national security-related activities of the Department of Defense as determined by the Secretary of Defense;
- (ii) national defense-related activities of the Department of Energy as determined by the Secretary of Energy; and
- (iii) intelligence activities as determined by the Director of Central Intelligence.

(c) The NSDI may involve the mapping, charting, and geodesy activities of the Department of Defense relating to foreign areas, as determined by the Secretary of Defense.

(d) This order does not impose any requirements on tribal governments.

(e) Nothing in the order shall be construed to contravene the development of Federal Information Processing Standards and Guidelines adopted and promulgated under the provisions of section 111(d) of the Federal Property and Administrative Services

Act of 1949, as amended by the Computer Security Act of 1987 (Public Law 100-235), or any other United States law, regulation, or international agreement.

**Sec. 8. Judicial Review.** This order is intended only to improve the internal management of the executive branch and is not intended to, and does not, create any right to administrative or judicial review, or any other right or benefit or trust responsibility, substantive or procedural, enforceable by a party against the United States, its agencies or instrumentalities, its officers or employees, or any other person.

**William J. Clinton**

The White House,  
April 11, 1994.

[Filed with the Office of the Federal Register, 11:32 a.m., April 12, 1994]

NOTE: This Executive order was published in the *Federal Register* on April 13.

### **Letter to Congressional Leaders on Rhinoceros and Tiger Trade by China and Taiwan**

*April 11, 1994*

*Dear Mr. Speaker: (Dear Mr. President:)*

On November 8, 1993, I reported pursuant to section 8(b) of the Fishermen's Protective Act of 1967, as amended (Pelly Amendment) (22 U.S.C. 1978(b)), on the issue of ongoing illegal trade by the People's Republic of China (PRC) and Taiwan in rhinoceros and tiger parts and products. My report followed the certification by the Secretary of the Interior on September 7, 1993, that this trade was diminishing the effectiveness of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES). Five rhinoceros species and the tiger are listed in Appendix I of CITES, which means that the species are threatened with extinction and no trade for commercial purposes is allowed. The report suggested actions that the PRC and Taiwan could take that would demonstrate their commitment to the elimination of the trade, and stated that the United States is prepared, through close dialogue and technical aid, to assist them in their efforts. However, the report concluded

that, if measurable, verifiable, and substantial progress were not made by March 1994, import prohibitions will be necessary, as recommended by the CITES Standing Committee. This letter provides an update of the situation since November 1993.

The world's tiger and rhinoceros populations remain gravely endangered and will likely be extinct in the next 2–5 years if the trade in their parts and products, fueled by market demand in consuming countries, is not eliminated. The suggested actions in my November 8 report, based on criteria established by CITES for adequate legislative measures and enforcement in the PRC and Taiwan that effectively eliminates the trade, were further amplified in letters dated December 21, 1993, from the Secretary of the Interior, and by three CITES and U.S. delegation visits to the PRC and Taiwan from November 1993 to March 1994. However, at its most recent meeting last week, the CITES Standing Committee did not revoke its earlier recommendation that parties consider stricter domestic measures up to and including prohibition in trade in wildlife species now against the PRC and Taiwan. The Committee also noted "with satisfaction the progress demonstrated by China" but "that further actions are still needed," and expressed "concern that the actions agreed by the authorities in Taiwan . . . towards meeting the minimum requirements have not yet been implemented." Taking these factors into account, I have made the following assessment and decision for action by the United States.

The PRC has consolidated much of its stocks of rhinoceros and tiger parts and products. The PRC has used radio, television, newspaper, and poster announcements—as well as burnings of rhino horn and tiger bone—to educate its population on new laws and the need to protect wildlife. In addition, large enforcement efforts were made, netting many prosecutions and seizures.

However, more still needs to be done. Both the CITES and U.S. delegations that visited the PRC since November concluded that an investigative unit in addition to existing Ministry of Forestry Police and Public Security Forces would be unnecessary, but that better training in enforcement and

forensics are crucial to effectively eliminate the trade in endangered species in the PRC. In addition, further efforts are needed to develop cooperation on a regional basis. Accordingly I have instructed the Department of the Interior, in coordination with the Departments of State, Justice, and the Treasury (Customs Service), to further explore with the PRC possibilities for U.S. technical and law enforcement assistance.

As a result of the PRC's progress in the key areas identified in my November 8 report, I have decided that import prohibitions are not warranted at this time. At the same time, since progress has not been sufficient to warrant the lifting of the Pelly Amendment certification, the Secretaries of State and the Interior, in consultation with the Departments of Justice and the Treasury (Customs Service), will continue discussions with PRC officials and jointly seek to identify next steps to assure continued progress and opportunities for international cooperation that will help eliminate the trade. I have also directed the Interagency Rhino/Tiger Task Force to continue to monitor progress in the PRC so that a review of the situation and an appropriate response can be made in December 1994.

Because Taiwan's constitutional provisions are understood to prevent the consolidation of stocks of tiger and rhinoceros parts and products, Taiwan made an effort to identify, register, and mark these stocks on a voluntary basis. However, this effort has only located one-third of the stocks voluntarily registered in a 1990 initiative. Draft amendments to Taiwan's Wildlife Conservation Law making registration of stocks mandatory and enforceable—including limited penalties for non-compliance—were transmitted to Taiwan's legislative body, but have not yet been enacted. An investigative unit was recently funded and equipped, and training sessions have been held for the relevant officers on part-time assignment. These units have made some arrests of people caught selling rhinoceros and tiger parts. However, prosecutions resulting from enforcement actions have been limited by concerns regarding the use of undercover investigations.

The most pressing outstanding action is final enactment of adequate amendments to

Taiwan's Wildlife Conservation Law. It is not yet clear whether the current proposed amendments will satisfactorily address the illegal trade in wildlife specimens and products. Furthermore while enacting amendments is necessary, such enactments alone are not sufficient. Enforcement efforts must effectively accomplish major reductions in the illegal trade in endangered species. Accordingly I instructed the Department of the Interior, in coordination with the Departments of State, Justice, and the Treasury (Customs Service) and the American Institute in Taiwan, to continue to explore with Taiwan possible U.S. technical and law enforcement assistance. I have also directed the Interagency Rhino/Tiger Task Force to continue to monitor progress in Taiwan so that a review of the situation and an appropriate response can be made in December 1994.

As a result of Taiwan's lack of progress in the key areas identified in my November 8 report, I have decided to follow the recommendation of the CITES Standing Committee and direct that imports of wildlife specimens and products from Taiwan be prohibited, in accordance with appropriate public notice and comment procedures. While the Pelly Amendment provides the authority to impose a greater level of import prohibitions, I believe that this level is appropriate at this time. Depending on future progress, these import prohibitions could be adjusted as appropriate. The enactment of adequate legislation coupled with enforcement actions that result in reductions in the illegal trade in rhinoceros and tiger parts would be grounds for an immediate reconsideration of the decision.

Sincerely,

**William J. Clinton**

NOTE: Identical letters were sent to Thomas S. Foley, Speaker of the House of Representatives, and Albert Gore, Jr., President of the Senate.

### **Statement on Trade Sanctions Against Taiwan** *April 11, 1994*

This is the first time any country has acted on the international call for trade sanctions to protect endangered species, but if the ille-

gal trade in rhinos and tigers is not eliminated, these species could be extinct in 5 years. This administration recognizes that threats to endangered species are of critical importance. The world must know that the United States will take strong actions to protect the Earth's natural heritage.

NOTE: The President's statement was included in a statement by the Press Secretary on the sanctions.

### **Remarks and an Exchange With Reporters Prior to Meeting With Congressional Leaders**

*April 12, 1994*

#### **Legislative Agenda**

**The President.** Good morning, ladies and gentlemen of the press. This is our first bipartisan leadership meeting on the resumption of the Congress, and we have a lot of things to discuss today.

I want to begin with a discussion of the crime bill and the importance of proceeding deliberately and quickly to pass it; to reiterate my commitment yesterday that we will do whatever we can to get the first 20,000 police officers on the streets this year if the crime bill is passed in an expeditious fashion. Then we'll move on to some other issues where I hope we can have a good bipartisan discussion in support of domestic issues like the budget and health care, and also we'll talk a little about Bosnia today and some other foreign policy issues.

#### **Bosnia**

**Q.** Mr. President, do you have some concern—there's more shelling today. I mean, there's some suspicion that the Muslims may be trying to provoke the Serbs. Have we started something with air strikes that will make matters worse rather than better?

**The President.** We certainly haven't started anything. We have done exactly what we said we would do under the U.N. policy, that if the U.N. forces there were put at risk, as they were in the shelling of Gorazde, we would offer close air support if the General asked and the civilian authorities agreed. We went through all the procedural require-