

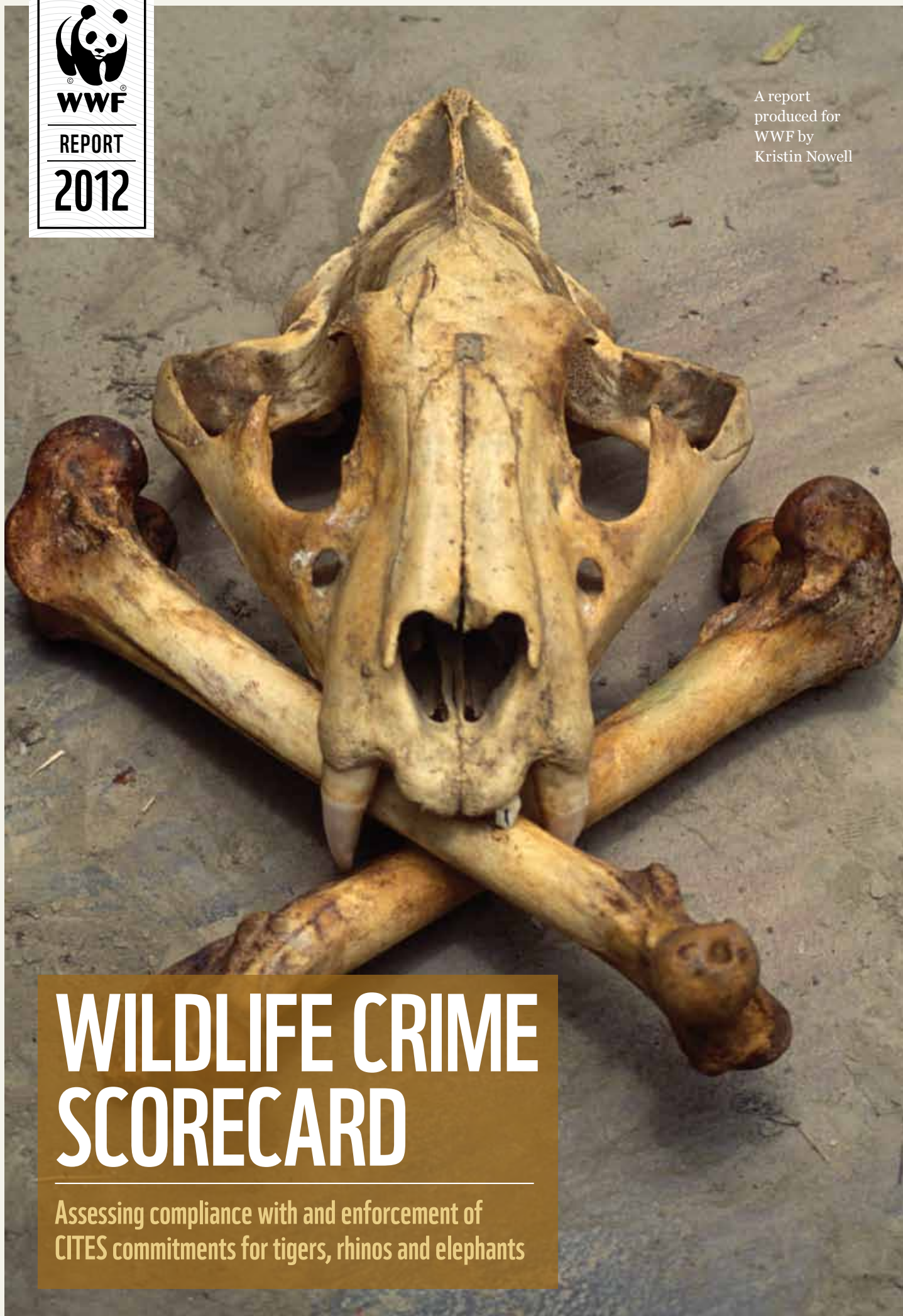


WWF

REPORT

2012

A report  
produced for  
WWF by  
Kristin Nowell



# WILDLIFE CRIME SCORECARD

Assessing compliance with and enforcement of  
CITES commitments for tigers, rhinos and elephants





Parcs Gabon ecoguards patrol the Oua river in northwest Gabon. Rivers are often used as quick ways to export poached elephant Ivory and out of the forest.

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# INTRODUCTION

International commercial trade of elephants, rhinos and tigers – and their parts and products – is almost universally prohibited by CITES, the international endangered species trade convention, however the enforcement of this restriction remains weak. Illegal trade in ivory, rhino horn and tiger parts is of major conservation concern.

While CITES mainly prohibits or regulates international trade, it has continued to expand its role to prevent illegal trade at the national level through the adoption of various “Decisions” and “Resolutions”. This is critical to ensure illegal trade at national levels does not lead to international trade dynamics that undermine the conservation of elephants, rhinos and tigers, in addition to the effectiveness of the Convention itself. The approach to each species group differs, but all include national measures to control not only international, but also internal trade in the species’ parts, derivatives and products:

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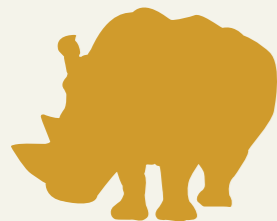
RANGE,  
TRANSIT AND  
DESTINATION  
COUNTRIES  
IMPLICATED IN  
ILLEGAL TRADE  
OF ELEPHANT,  
RHINO AND  
TIGER  
PRODUCTS  
ASSESSED

- **For tigers**, it is recommended that internal trade be “prohibited” (Res Conf. 12.5 Rev. CoP15 );
- **For rhinos**, it is recommended that such trade be “restricted” (Res Conf. 9.14 Rev. CoP15);
- **For elephants**, “unregulated domestic sale of ivory [is to] to be prohibited” under the Action Plan for the Control of Trade in Elephant Ivory Decision 13.26 Rev. CoP15 Annex 2).

Other common themes include strengthening law enforcement; coordination with other countries; improved data collection; enacting deterrent legal penalties for illegal trade; and raising public awareness, especially among user groups. Tigers, rhinos and elephants were the subject of renewed and substantial concern at the 15th meeting of the Conference of the Parties to CITES (CoP15) in 2010 and the 61st meeting of the CITES Standing Committee (SC61) in 2011, specifically in regard to the scale of illegal trade.

This report, produced to coincide with the 62nd meeting of the CITES Standing Committee (in July 2012), selects 23 range, transit and consumer countries from Asia and Africa facing the highest levels of illegal trade in elephant ivory, rhino horn and tiger parts (Annex 1), and evaluates their progress since CoP15 towards compliance with and enforcement of CITES commitments for these three species groups. Countries are scored green, yellow and red to signal recent implementation effort, and indicate whether governments are moving in the right direction to curb illegal trade in these species groups, or to indicate whether they have made little progress. Recent actions underpinning the country scores are discussed, and recommendations are made for all countries to improve compliance and enforcement, but with focus on key countries identified in this assessment as urgently needing to show progress.

It is important to note that illegal internal trade in these three species groups persists in virtually all of the selected countries, however this report seeks to differentiate countries where it is actively being countered from those where current efforts are entirely inadequate. It should also be noted that a green score of all three species groups does not mean that the country in question is free of wildlife crime. In many cases there are widespread problems concerning illegal trade in other species, such as reptiles and primates. Moreover, some of these countries are performing poorly in terms of other conservation governance indicators and threats to the three species groups, such as the integrity of protected areas (WWF, 2012a).



Ivory tusks seized from illegal trade are labelled and stacked after TRAFFIC & WWF audit in preparation for the burning of Gabon’s ivory stockpile.

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# SELECTION OF COUNTRIES FOR ASSESSMENT

In the scope of this analysis, it was not possible to carry out an assessment for all three species groups of every country involved in the international illegal trade chain (origin, transit and destination).

In the interests of fairness and transparency, a measured approach was required to select a subset of key countries, rather than simply relying on anecdotal information. The approach was essentially a quantitative one, based on reports and databases of the TRAFFIC network, details of which are set out in Annex 1. The list of countries selected for further analysis is shown below.

Countries are classified according to their primary role in the trade chain when all three species groups are considered together, but these groupings are not clear-cut. For example, concerning ivory, Viet Nam and Thailand are also countries of transit (particularly for African elephant ivory) as well as origin (Asian elephant ivory). Central African countries are another example, grouped as primarily origin due to substantial losses in national elephant populations, although all have seen substantial cross-border flows of illegal ivory.

**Table 1. Countries selected for scorecard assessment**

Primarily destination	Transit and origin	Primarily origin
China	Kenya	Cameroon
Egypt	Laos	Central African Republic
Thailand	Malaysia	Congo
Viet Nam	Mozambique	Democratic Republic of Congo
	Myanmar	Gabon
	Nigeria	India
	Nepal	Indonesia
	Tanzania	Russia
	Zambia	South Africa
		Zimbabwe

# COMPLIANCE AND ENFORCEMENT

The above countries are assessed for compliance and enforcement in the period since CoP15 (June 2010-June 2012), using methods which have precedent in CITES procedures (*Guide to CITES Compliance Procedures*, annexed to Resolution Conf. 14.3).

Colour scores modelled on traffic signals (red, yellow, green) are given as a simplified indicator of government progress toward implementation of CITES Decisions and Resolutions for the target species. Countries are evaluated only for the species groups flagged in the country selection process (so that Indonesia and Malaysia, for example, while being important rhino range countries, are not given rhino scores, as they were not flagged in the country selection process for illegal trade) (Annex 1).

Compliance refers to the alignment of national policy with CITES requirements, as described below, and enforcement refers to recent actions taken against wildlife crime. Compliance and enforcement are determined to be generally good or failing in regard to implementation of the CITES requirements. This is not to say that there has been a resultant drop in wildlife crime pertaining to the target species. All the countries selected are facing serious levels of crime associated with these species (and also with many other species groups). This scorecard simply evaluates how well they are employing the resources available to them to combat it.

## YARDSTICKS FOR EVALUATING COMPLIANCE AND ENFORCEMENT

Compliance and enforcement are evaluated on the basis of the following CITES Decisions and Resolutions, with particular attention to the key elements common to all three species groups:

**Table 2. Countries selected for compliance and enforcement assessment**

Tiger	Rhino	Elephant
<i>Conservation of and trade in tigers and other Appendix I Asian big cat species</i> Res Conf. 12.5 (Rev. COP15) and Decisions 14.66-69	<i>Conservation of and trade in African and Asian Rhinoceroses</i> Res Conf. 9.14 (Rev. COP15)	<i>Action Plan for the Control of Trade in Elephant Ivory</i> (Decision 13.26 (Rev. COP15) Annex 2) and associated elements of the Res. Conf. 10.10 (Rev. COP15): <i>Regarding control of internal ivory trade;</i>  Selected elements of the <i>African Elephant Action Plan</i> (Decision 14.75 and COP15 Inf 68):  * Enact adequate penalties (AECF Activity 1.3.1.) * Develop regional law enforcement networks (AECF Activity 1.1.4) * Enforce CITES provisions on ivory trade (AECF Activity 1.4.2)  Continued



**Common elements include:**

- National policies permitting no uncontrolled internal trade
- Strengthened law enforcement
- International coordination
- Improved data collection for wildlife crime analysis
- Enactment of penalties that would constitute credible deterrents
- Raising public awareness to reduce demand and increase compliance, especially among user groups

While evaluation emphasis was placed on the common elements, key elements pertaining only to certain species were also included, such as provisions related to preventing trade in captive tiger parts and provisions relating to controls for internal ivory trade.


**METHODS FOR MONITORING COMPLIANCE AND ENFORCEMENT**

Compliance and enforcement were monitored on the basis of government announcements covered in the media, other news reports, documents for CITES Standing Committee meetings 61 and 62, documents for the May 2012 Tiger Stocktaking meeting in India, published market surveys by TRAFFIC and other NGOs, and unpublished information collected by TRAFFIC offices. Although employing different information sources, this method was modelled on that outlined in the Guide to CITES Compliance Procedures: “Annual and biennial reports, legislative texts as well as other special reports and responses to information requests, for example within the Review of Significant Trade or the National Policy Project, provide the primary, but not exclusive, means of monitoring compliance with obligations under the Convention” (Res. Conf. 14.3 para. 15).

**COMPLIANCE AND ENFORCEMENT SCORING**

Countries are scored green, yellow or red in an assessment of their recent efforts to comply with and enforce CITES trade controls for the three species groups.

**Table 3. Country species score for period June 2010-June 2012**

	General progress in key aspects of compliance <i>and</i> enforcement
	Failing on key aspects of compliance <i>or</i> enforcement
	Failing on key aspects of compliance <i>and</i> enforcement











*The Guide to CITES Compliance Procedures* (Res. Conf. 14.3) highlights “appropriate domestic measures” as an area of particular attention for compliance matters, e.g., “para. 2c taking appropriate domestic measures to enforce the provisions of the Convention and prohibit trade in violation thereof.” Domestic measures evaluated for this report include compliance with and enforcement of Decisions and Resolutions (the yardsticks) relating to international as well as internal trade controls. Progress in enforcement was assessed based on governments’ capacity and use of resources available to them. Countries differ from one another in these regards but, after this is taken into account, the scores represent a comparative indication of their willingness or otherwise to tackle the problems they face.

# ASSIGNMENT OF SCORES





















Country compliance and enforcement scores are presented in three tables according to the country’s position along the international illegal trade chain: primarily destination (Table 1), transit and origin (Table 2), and primarily origin (Table 3).

Countries are listed in alphabetical order. The scores should not be interpreted as indicative of countries having solved their wildlife crime problems – since the three species groups are threatened with unprecedented levels of poaching and illegal trade pressure – but rather of the degree of effort governments have directed since CoP15 towards this goal. Green denotes substantial levels of compliance and enforcement which should be continued and strengthened. Yellow is a warning that key aspects of either compliance or enforcement fall short, and Red signals that little progress has been made. Constraints facing many governments are acknowledged; corruption is a persistent problem and wildlife authorities are often under-resourced. Compliance and enforcement pose steep challenges, but these challenges must be met and it would appear that, at least in some cases, lack of political will, rather than lack of resources, is the primary impediment.
















**Table 4.** Compliance and enforcement scores for destination countries\*

Country	Tiger	Rhino	Elephant
China			
Egypt			
Thailand			
Viet Nam			

**Table 5.** Compliance and enforcement scores for origin and transit countries

Country	Tiger	Rhino	Elephant
Kenya			
Laos			
Malaysia			
Mozambique			
Myanmar			
Nepal			
Nigeria			
Tanzania			
Zambia			

**Table 6.** Compliance and enforcement scores for countries of origin

Country	Tiger	Rhino	Elephant
Cameroon			
Central African Republic			
Congo			
Democratic Republic of Congo			
Gabon			
India			
Indonesia			
Russia			
South Africa			
Zimbabwe			

\* Note: A blank space indicates that the species is not applicable for the country in question

## DISCUSSION OF ADVANCES AND GAPS IN COMPLIANCE AND ENFORCEMENT

**1500  
ENFORCEMENT  
OFFICERS  
TRAINED BY  
TRAFFIC IN  
SE ASIA SINCE  
2009**



There were important advances in compliance in 2010-2012, with introduction of stricter legislation, wildlife trade controls and penalties in a number of countries, including China, India, Laos, Malaysia, Nigeria, Russia, South Africa and Zimbabwe.

Other countries have policy improvements in process, including the Democratic Republic of Congo, Kenya, Myanmar, Russia (amendments to legislation increasing criminal penalties), Tanzania, Thailand and Viet Nam

(Anon., 2011a; Govt. of India, 2011; GTI, 2012; Guvamombe, 2010; Khan, 2011; Milliken and Shaw, in prep.; Nowell et al., 2011; Saving Rhinos, 2012b; SC62 Doc. 46.2; SC62 SumRec; Thome, 2011; TRAFFIC, in prep.). However, major prosecutions for wildlife crime are still rare, and overall the scoring shows that enforcement has lagged behind compliance, indicating that many countries are not fully making full use of the policy tools they have set in place.

One common gap in enforcement is the lack of clear jurisdictional authority and effective coordination mechanisms for relevant government agencies involved in law enforcement, including wildlife authorities, police, customs authorities, commerce, the judiciary and others (SC Doc. 43 Annex, Ringuet and Ngandjui, 2012). China (NICEGG, 2012), South Africa (Milliken and Shaw, in prep.), India, and Nepal (TRAFFIC, pers. comm. 2012) are examples of countries that have recently established such mechanisms, which should prove a model for adoption elsewhere. Capacity-building and raising awareness of wildlife crime across this spectrum of government agencies is also important. In its capacity-building activities in Southeast Asia since 2009, TRAFFIC has provided CITES implementation training to more than 1,500 officials, ranging from protected area rangers to frontline enforcement officers (customs and police), investigators, members of the judiciary (senior judges and prosecutors) and border control officers. Increased effort is being put into building the capacity of agencies to conduct their own training (Beastall and Yee, 2011).

Another is the collection and analysis of trade data as a tool for intelligence-based law enforcement. While country provision of data to the Elephant Trade Information System (ETIS) is improving (SC Doc. 46.1), the CITES Secretariat is still urging more scrupulous participation in the system (CITES Notification 2012/034). The Secretariat has struggled to collect adequate data on rhino and tiger trade for wildlife crime analysis (SC61 Doc. 41 Annex 1, SC Doc. 47.2), and it is recommended that Parties participate in creating centralized databases, building on models developed by TRAFFIC (CoP15 Doc. 45.1 Annex 1; Verheij et al., 2010; Stoner, 2012).

However, there have been many recent advances in enforcement which should be continued and strengthened. These include international cooperation on law enforcement, with new regional networks set up in South Asia (TRAFFIC, 2012a) and under establishment in Central Africa (SC62 Doc. 30); international enforcement actions coordinated by the International Coalition Against Wildlife Crime (ICWC) and Interpol (Interpol website), a Heads of Police and Customs Seminar on Tiger Crime held in Thailand in 2012 (SC62 Doc. 43 Annex), convening of the CITES Ivory and Rhino Enforcement Task Force in 2011 (SC61 Doc. 44.1), and the first Technical Exchange Meeting between producing, consuming, and transiting nations to reduce the illegal



Two convicted poachers are handcuffed at the jail in Oyem, Gabon. Elephant poaching carries a three year sentence in the country.

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trade in African elephant ivory in China in 2010 (SC61 Doc. 44.7). In Southeast Asia, the CITES Secretariat and the UN Office on Drugs and Crime (UNODC) are preparing to train border guards in countries of the Greater Mekong region, including China, Laos, Myanmar, Thailand and Viet Nam among others (SC62 Doc. 29). There were also advances in cooperation between countries playing different roles along the trade chain, for example meetings between South African and Vietnamese officials concerning rhino horn trade (although these have yet to bear real fruit) (Milliken and Shaw, in prep.), and creation of a Russo-Chinese working group for Amur tiger conservation (GTI, 2012). China has also increased its outreach to African countries as well as South and Southeast Asia (Annex 2). Advances were also made with more governments using DNA analysis and other laboratory tests to determine origin of seized tiger, rhino and elephant products (Ogden, 2012; SC Doc's 46.1 and 47.2).

## PROGRESS ALONG THE TRADE CHAIN

### Primarily destination countries

There are few green species' scores for countries that are primarily destinations for tiger and rhino products, and none for elephant ivory, indicating a serious lack of progress. Major gaps in enforcement at the retail market level are primarily responsible for the failing scores in destination countries, while Egypt, Thailand and Viet Nam fail for key areas of compliance as well. It is critical that demand countries, including China, Thailand and Viet Nam, urgently and dramatically improve enforcement effort to crack down on illegal wildlife trade in their countries.

Overall, the components of demand reduction and public awareness represent a significant gap in implementation of CITES commitments in these countries. International wildlife crime is demand-driven, and it is recommended that China and Viet Nam, in particular, prioritize the development and implementation of well-researched demand reduction campaigns. Targeted strategies should be developed to influence consumer behaviour around tiger parts, rhino horn, and ivory of illegal origin. Such strategies should include working closely with user groups, including the traditional medicine community, along the lines of the programme advanced by a recent creative experts' workshop (TRAFFIC, 2012d) and included in the Global Tiger Recovery Programme's 2012 work plan (GTI, 2012). Egypt, Thailand and China need to increase their efforts to educate consumers about the rules regarding ivory purchases.

While recognizing the efforts already undertaken (e.g., SC62 Doc. 46.2; Milliken and Shaw, in prep.; Annex 2), China, Thailand and Viet Nam should increase efforts to educate their citizens travelling abroad about the illegality of returning with tiger, rhino and elephant products. The CoP15 ETIS analysis found that (since 1989) Chinese nationals have been arrested within or coming from Africa in at least 134 ivory seizure cases, totalling more than 16 tonnes of ivory, and another 487 cases representing almost 25 tonnes of ivory originating from Africa was seized en route to China (CoP15 Doc. 44.1 Annex).

### Countries of origin and transit

There are also few green species' scores for countries of origin and transit. Nepal was recognized by the CITES Secretariat for its development of community-based intelligence networks, and 2011 was the first zero poaching year for rhinos in Nepal, in marked contrast to the trend in Africa (SC Doc. 47.2). Transit countries, and indeed all countries, need to prioritize enhancement of the capacity of their customs and border control authorities to intercept smuggling of wildlife products (SC62 Doc's 29, 43.2 and 46.1). This includes training, awareness-raising and vigilance against corruption, as well as use of technology and tools such as sniffer dogs, which have been successfully deployed in Kenyan airports to detect ivory (KWS, 2012) and are being extended to use

<sup>1</sup> National Inter-Agencies CITES Enforcement Coordination Group.

in the port of Mombasa (WWF, unpublished information). Sniffer dogs are also being introduced in China (WWF, 2011a), and used in DRC, India and Russia to track poachers (GTI, 2012; Merode, 2012; WWF, 2012d).

### Countries of origin

There are several green species' scores for the countries of origin which have served as the major sources of supply for international illegal trade, showing that a number of range states have made progress in compliance and enforcement. Since many of them still experience high levels of poaching, the ultimate effectiveness of their efforts remains to be proven, although there are indications that enhanced enforcement is providing a mitigating effect in countries such as India (TigerNet Mortality database), Indonesia (which has protected critical populations of two Critically Endangered rhinoceros species with its anti-poaching patrols [Fidelis, 2012; Konstant, 2012], to the extent that the country was one of the few in Asia not flagged for significant illegal trade in rhino horn), Nepal (where zero tigers as well as rhinos were lost to poaching in 2011: GTI, 2012), Russia (GTI, 2012) and South Africa (Milliken and Shaw, in prep.). Compliance and enforcement for countries of origin have been best implemented protecting wild populations on the ground. These countries have all made progress implementing intelligence-based and analytical anti-poaching systems (Law Enforcement Monitoring: LEM) (GTI, 2012), an approach which is now being adopted by Kenya (Koros, 2011) and other countries in southern Africa. Several countries, notably India and Nepal, have also established specialized wildlife crime agencies and units to improve enforcement up the trade chain (GTI, 2012).

While Russia is generally in compliance regarding CITES and tigers, important gaps remain in legislative protections. A working group of the parliament (State Duma) has held three hearings to improve national legislation on conservation and protection of threatened species, including tigers (Kovalchuk, 2011). Many recommendations identified by a recent assessment of Russian legislation carried out by WWF and TRAFFIC (Vaisman, 2012) were officially accepted for inclusion in the portfolio of proposals before the State Duma, and swift action upon these recommendations is desirable. Russia received a CITES Certificate

Compared to Asia, scores are lower for compliance and enforcement in Africa, particularly in Central Africa. This could in part reflect a lack of resources, although Nepal's efforts in this regard could provide a model approach, particularly the development of its community-based intelligence networks (SC62 Doc. 47.2). However, corruption and lack of political will to combat illegal wildlife trade are also a major problem, with poor governance in Central Africa consistently linked to high levels of illegal ivory trade (CoP14 Doc. 53.2; CoP15 Doc. 44.1 Annex). Central Africa also attracts more Chinese nationals than any other sub-region of Africa, which has exacerbated the illegal ivory trade. Given the escalation of elephant poaching in Central Africa and the increased levels of organized crime involved in the trade (SC62 Doc. 46.1), it is clear that the situation is now critical. In addition, recent studies of elephant meat trade in Central Africa found that it has a high earning potential as a prestigious bushmeat, providing additional economic incentive for the illegal killing of elephants in the region (IUCN, 2012a).

While most Central African countries face national crises of elephant poaching, they also need to strengthen their regional cooperation to counter illegal ivory flows across national borders. Enforcement agencies from both Cameroon and Central African Republic indicate that significant amounts of ivory are trafficked across their respective boundaries from northern Congo and Gabon. DNA testing has implicated Gabon as a major source behind some of the largest ivory movements in ETIS. Ivory also crosses borders with DRC (CoP15 Doc. 44.1 Annex; WWF, unpublished information). In addition, Sudan and Chad are linked into the picture. Recently, well-armed bands of poachers –

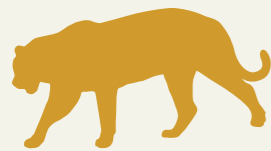


allegedly from Sudan and coming through Chad and/or CAR – have penetrated deep into Central African Republic and Cameroon territory in search of ivory.

At present it is not clear how the ivory that is allegedly taken by Sudanese poachers finds its way onto the international market (since it is unlikely that the domestic clientele in that country is sufficient to make poaching profitable). This is an issue that merits investigation.

An associated issue of concern is the flow of arms in Central Africa and the high involvement of some national military forces in poaching. In recent years, significant numbers of AK-47s have been confiscated in Central African Republic and Cameroon, and can be easily obtained in Congo for prices as low as US\$40 (WWF, unpublished information). This flow of arms, driven by a desire to poach elephants, exacerbates the ease at which ivory is harvested from the forest, increases risks to people, and increases risks of arms being used in local conflicts.

## 13 COUNTRIES ENDORSED THE GLOBAL TIGER RECOVERY PROGRAM IN 2010



### DISCUSSION SCORES FOR TIGERS

Compared to African elephants, Asian elephants and African rhinos (though not, of course, Asian rhinos), tigers have a much lower extant wild population and so are much more vulnerable to illegal trade. Consequently, even relatively low absolute volumes of trade pose a problem. Moreover, CITES has not agreed an external assessment process for tigers equivalent to MIKE/ ETIS for elephants or the IUCN-TRAFFIC report that is produced at each Conference of the Parties for rhinos.

Nevertheless, tigers are the species for which green country scores are most numerous, indicating that significant progress has been made by governments. Much of that success can be credited to the Global Tiger Recovery Programme, developed and endorsed by 13 tiger range countries at a Heads of State Tiger Summit in Russia at the end of 2010. Still, TRAFFIC's tiger seizure database found that seizures increased from an average of more than 175 tigers (minimum) per year from 2006-2008 to more than 200 tigers per year (minimum) in 2009-2011 (Stoner, 2012). Progress in enforcement is evident, and increasing seizures may be a reflection of this, but wild tigers remain under serious poaching threat and enforcement of trade controls must be further strengthened. Intelligence-led enforcement would benefit from a more robust data collection system (SC61 Doc. 41 Annex 1), with governments directly providing information on seizures to a centralized database (Stoner, 2012).

Elimination of demand for tiger products (GTI, 2012) and preventing parts and derivatives from entering illegal trade from or through captive breeding facilities (Res. Conf. 12.5 and Decision 14.69) are viewed as key requirements for tiger conservation in international agreements. Two countries failed on both compliance and enforcement related to CITES requirements regarding captive tigers – Laos and Viet Nam. While Viet Nam (and Laos, to a lesser degree), has clearly dedicated effort to enforcing its policy prohibiting internal trade in tiger products (TRAFFIC Tiger Seizures database), these efforts are undermined by the government's consideration of allowing trade in captive tigers, and it appears that captive tigers are supplying a substantial proportion of the illegal trade, given the relatively high number of carcasses seized (SC61 Doc. 41 Annex 1) and the small tiger population in Viet Nam. In 2007, Viet Nam permitted the establishment of "pilot breeding farms" for tigers, and in a 2012 report to the Prime Minister, the Ministry for Agriculture and Rural Development (the CITES Management Authority) described three facilities and proposed that "dead tigers [from captive facilities] can be used to make specimens and traditional medicine on a pilot basis" (MARD, 2012). A letter from conservation NGOs based in Viet Nam has urged the Prime Minister to reject the proposal, as it will undermine enforcement, Viet Nam's commitment to reduce demand for tiger products in the Global Tiger Recovery

Programme, and its responsibilities under CITES (Viet Nam NGOs, 2012). Viet Nam also needs to develop a policy and enforcement mechanism to address the issue of online advertisements for tiger products (as with rhinos: Milliken and Shaw, in prep.).

Although Laos has shown strong political will for tiger conservation, with a speech by the country's President at the Heads of State Tiger Summit in Russia in 2010, and made progress towards improving administration of legal protections for tigers, with establishment of a new Ministry of Natural Resources and Environment and upgrading the conservation agency to the Department of Forest Resource Management, it lacks controls to prevent parts from captive tigers entering into illegal trade, especially to Viet Nam, and has not made this an implementation priority (GTI, 2012).

In 2010, Vietnamese journalists gained access to a large tiger (and other exotic animal) breeding farm near Thakhek, Laos, not far from the Vietnamese border. The well-guarded facility is owned in part by Vietnamese nationals, and one owner told the journalists that their main business was delivering tiger carcasses to Viet Nam for making tiger bone medicine (Anon., 2012c). Companies in Laos and Viet Nam also began importing lion bone and lions of captive origin from South Africa in 2009, with agents from one of the Laotian companies also being prosecuted for illegal trade in rhino horn in South Africa (Macleod, 2012). While the end-use of the lion bones is not known, it is likely that they are feeding into illegal internal markets for tiger bone medicine. Laos and Viet Nam should clearly enforce prohibitions against the use of captive big cats to supply internal and international trade.

China has been identified as one of the main destination markets for the international illegal tiger trade (Verheij et al., 2010), and is home to some of the world's largest collections of captive tigers, whose owners have advocated strongly for permission to use these animals to make tiger bone medicines (Nowell and Xu, 2007). China received a green score, however, for compliance and enforcement, indicative of significant progress implementing CITES requirements since 2010 (see Annex 2 for details). In 2006-2007 China reassessed its 1993 policy prohibiting internal trade in tiger products and the use of tiger bone as medicine (Nowell and Xu, 2007). In 2009-2010 the government made a series of announcements that the policy of prohibition would continue (CoP15 Inf. 16, SC61 Doc. 41 Annex 2, Nowell et al., 2011). China has tightened regulation of animals in captivity, with particular attention to its large captive tiger population, although it is unclear if these measures are being enforced to a degree sufficient to prevent illegal trade from these facilities (Nowell et al., 2011). While a 2007 regulation (SFA, 2007) permits trade in tiger skins which have been registered with the authorities and determined to be legally acquired, market monitoring by TRAFFIC (unpublished information) has not found evidence that this potential loophole is being exploited nor that such trade is being condoned by authorities. While substantial numbers of tiger products, especially tiger bone wine claiming to be pre-Convention (EIA, 2012) or legally derived from captive animals (Nowell et al., 2011) have been advertised on Internet sites, China substantially increased its policing of online trade in June 2012, introducing new regulations and cooperating with 15 major Internet auction sites, which signed a declaration stating they have a zero-tolerance policy towards their services being used to conduct illegal wildlife trading (TRAFFIC, 2012b). It is too soon to assess the full impact of these measures, but preliminary monitoring indicates a substantial reduction (more than 65 per cent) of illegal advertisements for tiger products (TRAFFIC, unpublished information). China carried out several sweeping enforcement actions in 2010-2012 specifically targeting illegal trade in tiger products (Annex 2), and demonstrated strong political will and commitment with an unprecedented speech by Premier Wen Jiabao at the 2010 Heads of State Tiger Summit in Russia (Govt. of China, 2010).



China's green score for tigers is contingent upon their continued policy of prohibition, and there should be more active monitoring of captive facilities to prevent illegal trade. The same is true for Thailand, which, like Viet Nam, has a high proportion of tiger carcasses in its recent seizures (SC61 Doc. 41 Annex 1). Thailand has reported on the status of its numerous captive tiger facilities in detail to CITES, and is carrying out DNA testing on seized tiger carcasses to try to determine their origin (SC61 Doc. 43 Annex 3). A CITES Certificate of Commendation was awarded for their interception of a smuggled live tiger cub at the Bangkok airport, and subsequent public awareness efforts in the Asian Year of the Tiger (CITES Notif. 2012/030).

Myanmar's national wildlife trade controls have been categorized as not generally in compliance with CITES (CITES Notif. 2012/036), which has been noted as a deficiency for controlling illegal tiger trade (Shepherd and Nijman, 2008a), but it is strengthening its legal protections for tigers with a new draft environmental law completed and submitted for enactment (GTI, 2012). It failed on enforcement, however, reporting few seizures despite a well-documented trade in tiger and other big cat parts and products – especially in border towns (Oswell, 2010). Although Indonesia has increased its efforts to protect wild tiger populations and detect illegal trade (GTI, 2012), there remains a significant enforcement gap for tigers at the retail level, with Sumatra having a significant illegal domestic market for tiger parts, as outlined in TRAFFIC surveys (Ng and Nemora, 2007

#### DISCUSSION SCORES FOR RHINOS AND ELEPHANTS

In Africa, there are no green scores for rhinos and few for elephants. Indeed, 2011-2012 registered the highest levels of poaching and illegal trade in rhino horn and ivory in many years (SC62, Doc's 46.1 and 47.2). Widespread failures of compliance and enforcement in Africa are in part due to the relative lack of resources available to these countries, but lack of political will is also a factor. Whatever the cause, given the escalation of this illegal trade, its level of organized criminal involvement, and the threat it now poses not just to wildlife but to national security, stability and human lives; it is imperative that implicated countries undertake a significant up-scaling of enforcement and compliance. The more prosperous countries of Asia, which are the destinations of illegally exported rhino horn and elephant ivory, are urged to increase their support for wildlife crime control in Africa.

#### Rhinos – Africa and Asia

South Africa, the epicentre of the African rhino poaching crisis, received a yellow score for failing on key areas of enforcement, as outlined by recommendations for improvement in a recent TRAFFIC report (Milliken and Shaw, in prep.). The report acknowledges that South Africa has made great strides in compliance and enforcement since 2009-2010, and it is possible that the increasing number of arrests and breaking up of organized crime syndicates linked to Southeast Asia has started to pay off (Milliken and Shaw, in prep.). However, the absolute numbers of rhinos poached is still increasing (Saving Rhinos, 2012a), and South Africa is urged to address the recommendations in the TRAFFIC report, while working with Viet Nam, and other implicated Asian countries on international enforcement coordination.

Viet Nam, the major destination for South African rhino horn, has not shown nearly the same level of effort (Milliken and Shaw, in prep.), and received a red score for rhinos, failing on compliance and enforcement. While Viet Nam made a number of seizures of illegal rhino horns from 2004-2008 (numbering several tens), since 2008 there have apparently been none (SC62 Doc. 47.2; Milliken and Shaw, in prep.). A review of Viet Nam's national policy and legislation with a specific focus on rhino horn trade is needed to identify and close gaps and legal loopholes which currently give rise to rhino horn trade and consumption. Special attention should be paid to the following issues, as outlined by Milliken and Shaw (in prep.): legal penalties adequate to serve as a deterrent for illegal trade and possession; and legal measures sufficient to curtail illegal trade on the Internet;

2011-12  
SAW THE  
HIGHEST LEVELS  
OF POACHING  
AND ILLEGAL  
TRADE IN RHINO  
HORN AND  
IVORY IN MANY  
YEARS



and to ensure that imports of hundreds of rhino horn trophies from South Africa in recent years have been for non-commercial purposes as required under the white rhino's Appendix II annotation ("for the exclusive purpose of allowing international trade in live animals to appropriate and acceptable destinations and in hunting trophies:" *Ceratotherium simum simum*, CITES Appendix II ). Many Vietnamese nationals have been arrested or implicated in South Africa for acquiring rhino horns illegally (including diplomats), but there has been little evident enforcement follow-up on information provided by the South African authorities (Milliken and Shaw, in prep.). Viet Nam is urged to strengthen enforcement effort and provide effective deterrents to any of its nationals who may be engaged in illegal rhino horn trade.

While Thailand is not a major destination for rhino horn, Thai citizens with Laotian connections have been deeply involved with rhino crime in South Africa (Milliken and Shaw, in prep.), and both Thai and Lao authorities need to improve their investigation of their citizens' links to organized rhino crime. Myanmar has been implicated in the movements of poached Indian rhino horn to China (CoP15 Doc. 45.1 Annex 1, Ching, 2011) and needs to strengthen international coordination on enforcement. According to CITES trade data, Myanmar imported six live white rhinos from South Africa in recent years, for unclear purposes (Saving Rhinos, 2012c). None of the ASEAN countries are fully compliant with Res Conf 9.14 pertaining to rhino horn stock pile recording and security. However, some ASEAN nations reported no rhino horn seizures in the past 10 years, indicating no need (or perceived need) for stockpile procedures. Viet Nam and Thailand, the main seizing countries, are not fully compliant with the recommendations for stockpile management, according to a recent assessment (TRAFFIC, in prep.).

China was the only country to receive a green score for rhinos. On the face of it, this may seem extraordinary given China's strong historical tradition of using rhino horn medicine (SC62 Doc. 47.2 Annex) and an escalating number of rhinos poached in Africa. However, China has made progress on both compliance and enforcement for rhinos in recent years (see Annex 2 for details). Its 1993 policy banning the use of rhino horn medicine continues, and an entrepreneurial project to breed white rhinos imported from South Africa for their horns (SC Doc. 47.2 Annex) has not been given permission by the government to engage in any rhino horn trade (TRAFFIC, unpublished information). According to monitoring of major Chinese e-commerce websites, the availability of illegal rhino horn items dropped by more than 70 per cent (TRAFFIC, unpublished information) after major enforcement actions in April and June 2012, as described in more detail in Annex 2. While comprehensive surveys of traditional pharmacies in China have not been carried out in recent years, in 2006 TRAFFIC found that only about 2 per cent of hundreds of retail outlets investigated across the country were apparently engaged in illegal trade (SC62 Doc. 47.2 Annex), and there is little indication this proportion has changed much (TRAFFIC, unpublished information).

The role and dimensions of China (and Thailand) in the illegal international rhino horn trade remain somewhat out-of-focus and imprecise, but based on available information it is Viet Nam that appears to be the major destination market (Milliken and Shaw, in prep.). However, the growing influx of illegal African ivory provides an opportunity for criminals to also attempt to smuggle rhino horn, as shown in a recent case. Authorities in Hong Kong seized 33 rhino horns as well as worked ivory in November 2011, an action for which a CITES Certificate of Commendation was awarded to them (CITES Notif. 2012/020). After SC61, the CITES Secretariat issued a confidential enforcement Alert to Parties regarding import of rhinoceros horn to China (SC62 Doc. 29). The substance of CITES Alerts are not public information, but the CITES Secretariat has recommended enhanced enforcement between China and South Africa on rhino crime (SC62 Doc. 47.2). China must continue to strengthen its intelligence-led enforcement and, as with tigers, direct more effort toward demand reduction and continued monitoring of captive populations to prevent illegal trade.

## AFRICAN IVORY SLIPS THROUGH LEGAL LOOPHOLES ONTO THAI MARKETS

Mozambique received a red score for rhinos due to the involvement of their nationals in poaching in South Africa (Milliken and Shaw, in prep.), with the government having failed to show progress in complying with the recommendation of Res. Conf. 9.14 to coordinate internationally, and enforce their border areas. Zimbabwe has struggled to protect its rhinos on the ground, handing down stiff sentences to poachers (including would-be poachers) and engaging in deadly shoot-outs. However, it is failing on key areas of enforcement: its military and police have been heavily implicated in rhino crimes and subsequent prosecutions are yielding variable results (CoP15 Doc. 45.1 Annex 1; WWF, 2011b; McLachlin, 2011).

### Elephants – Asia

Many countries received red scores for elephants, indicating major deficiencies in compliance and enforcement, mostly for regulatory deficiencies and lack of enforcement regarding domestic ivory markets. In Asia these include Laos (Nijman and Shepherd, 2012), Myanmar (Shepherd and Nijman, 2008b), and Thailand (Stiles, 2009; SC62 Doc. 46.2). These reports make detailed recommendations for improvement. The ivory trade prohibitions in Myanmar, where ivory is largely obtained from wild Asian elephants and has decimated populations, need to be enforced and loopholes closed that allow ivory to be sold from elephants dying of “natural causes” (Shepherd and Nijman, 2008b). Laos also needs to enforce its ivory trade ban, as nearly 2,500 items were seen in 24 outlets, mainly in the capital city of Vientiane, in a recent survey. While much of Laos’s illegal ivory was said by traders to derive from Laos’s Asian elephants, there have been seizures of African ivory en route to Laos in Thailand and Kenya. Laos itself has never reported an ivory seizure (Nijman and Shepherd, 2012). Thailand is unique in permitting legal trade in ivory from domesticated Asian elephants. In practice this has served as a major loophole giving rise to a large internal processing and retail market industry using smuggled ivory largely of African origin (Stiles, 2009), as indicated by the relatively large volume and number of seizures Thailand has made recently at ports of entry (SC62 Doc. 46.1). While enforcement is improving at ports of entry, it has failed at the retail level, and the CITES Secretariat has described Thailand’s trade controls as non-compliant with Res. Conf. 10.10 (SC62 Doc. 46.1). Viet Nam received a yellow score for poor regulation of its small illegal internal ivory trade (Stiles, 2008), but it serves mainly as a transit point for illegal shipments of African ivory en route to China (SC62 Doc. 46.1). Viet Nam has made progress on enforcement, with the world’s highest weight of large-scale ivory seizures from 2009–2011 (over 10,000 kg; SC62 Doc. 46.1). China also intensified its enforcement activities in Guangxi province bordering Viet Nam in 2011, seizing more than 1,300 ivory products (and one rhino horn) (TRAFFIC, 2012c).

Yellow scores for elephants otherwise are all indicative of gaps in enforcement.

Although Indonesia does not appear to have high levels of illegal internal ivory trade, it was implicated in 51 international ivory seizures from 1989–2009. Indonesia only recently began reporting seizures to ETIS (SC62 Doc. 46.1), giving it a zero score for law enforcement effort under the ETIS system (CoP15 Doc. 44.1 Annex). A recent series of 12 elephant deaths in Aceh province is being investigated by the Ministry of Forestry for links to ivory trading (Fidelis, 2012). At the time of CoP15, Malaysia had yet to make a single large ivory seizure, although its growing role as a transit country had emerged from ETIS analysis (CoP15 Doc. 44.1 Annex). Shortly after passage of its new Wildlife Conservation Act and increased wildlife crime awareness training for customs officers, Malaysia made four large seizures in 2011 amounting to nearly 8 tonnes of ivory (Milliken and Sangalaku, 2011). However, other countries have continued to intercept large consignments of illicit ivory apparently bound for Malaysia (Milliken and Sangalaku, 2011; Parker, 2012b) indicating the need for greater collaboration on enforcement between Malaysian authorities and those in the countries of origin and destination, as recommended by SC62 Doc. 46.1.

China is the only country evaluated which allows internal ivory trade under a control system that was previously vetted through a CITES process<sup>2</sup>. Internal trade in ivory is permitted only for companies obtaining a government Certificate of Registration as an ivory carving factory or a retail outlet, which obtain their ivory directly from the government, and affix identification cards with a variety of security provisions to each worked item weighing more than 50 grams. However, four separate NGO surveys in 2011 documented widespread availability of unregistered ivory and abuse of the identification card system in licensed shops and factories (EIA, 2011; Gabriel et al., 2011; Martin and Vigne, 2011; TRAFFIC, unpublished information). For example, licensed vendors offered TRAFFIC investigators discounts of 10–30 per cent if the seller could retain the identification card, in violation of controls which stipulate the card is to remain with the registered item, suggesting the re-use of identity cards to launder illegal ivory (TRAFFIC, unpublished information, 2012). In addition, the growing availability of unregulated mammoth ivory provides a potential laundering mechanism for illegal elephant ivory, and it is recommended that ivory trade controls be tightened (Martin and Vigne, 2011).

China was the intended destination of a minimum of 54 per cent, and likely more, of intercepted large consignments (more than 1,000 kg) of illegal African ivory. The ongoing flow of large volumes of illegal ivory to China suggests that such ivory may be moving into legal ivory trade channels (SC62 Doc. 46.1). While China’s internal ivory trade control regulations were judged to be generally compliant with Res. Conf. 10.10 by a 2005 CITES Technical Mission (SC53 Doc. 20.1 Annex) and are still viewed as well-designed (WWF 2011b; WWF, 2012c), China has failed to effectively police the system and track the sale of legally-imported ivory, although authorities are intercepting a growing number of illegal trade cases (Annex 2). CITES commitments require regulated internal ivory trade to have “a comprehensive and demonstrably effective reporting and enforcement system for worked ivory” (Res. Conf. 10.10[Rev. CoP15]), and one of the recommendations before SC62 is for China to “formally reassess its internal ivory trade system” (SC62 Doc. 46.1). In fact, it is now essential that China dramatically improve enforcement of its internal ivory control system.

### Elephants – Central Africa

Two of the five evaluated countries have legal internal ivory trade and received failing scores for compliance: Cameroon and Central African Republic (CAR). Although elephants are protected from hunting in CAR, almost all poachers interviewed in a recent survey said that poaching for ivory was their primary motive (Neale and Stiles, 2011). CAR thus has a substantial unregulated internal ivory market (as well as for elephant meat: Neale and Stiles, 2011) in contravention of CITES Decision 13.26, although it has declined sharply in volume in recent years, probably due to a decline in the country’s elephant population (Ringuet, in prep.). CAR is drafting new legislation which might prohibit internal ivory trade (Ringuet, in prep.). Current policy in Cameroon permits ivory carving and storing of worked ivory with a license; only tusks weighing more than 5 kilograms are considered legal for ivory processing and possession (Randolph and Stiles, 2011). In practice, Cameroon’s policy has not proved sufficient to deter significant levels of poaching and illegal internal ivory trade (Randolph and Stiles, 2011; LAGA, 2012). Cameroon is also subject to a CITES recommendation that countries verify with the Secretariat any permit issued by Cameroon (CITES Notif. No. 2012/021). Although this has not yet proved to be a significant issue for elephant ivory (SC62 Doc. 29), fraudulent permits represent a serious breach of compliance.

Three of the five evaluated countries have legislation prohibiting internal ivory trade, Congo, Gabon, and the Democratic Republic of Congo (DRC) (Ringuet, in prep.).

<sup>2</sup> Japan’s controls were also vetted, but that country has not emerged subsequently as a significant destination for illegal ivory in ETIS



although there are significant loopholes in DRC's policies, resulting in this country's failing score for compliance. While DRC's wildlife legislation forbids the sale of any elephant product, the Ministry of Art and Culture has continued to deliver licenses for ivory carvers because their production is considered a "work of art." DRC is drafting new wildlife legislation, which will seek to improve jurisdictional authority, which is currently split between two agencies (not including the Ministry of Art and Culture) (Ringuet, in prep.). The law needs to address clearly whether worked ivory can be sold (Stiles, 2011) and prohibit such sale. DRC was the only one of the four countries surveyed by TRAFFIC (not including Cameroon) where illegal internal ivory trade has not declined in recent years (Ringuet, in prep.).

A general lack of progress on enforcement is evident in all five countries, and the region has suffered the highest rates of elephant poaching in Africa in recent years (SC62 Doc. 46.1). For example, more than 5,000 elephants are estimated to have been killed in DRC in the past six years of internal conflict (WCS, 2012). The Secretary-General of CITES expressed grave concern over recent reports of the poaching of several hundred elephants in Bouba N'Djida National Park in northern Cameroon, and the International Consortium on Combating Wildlife Crime (ICWC) was called upon to assist with investigations (SC62 Doc. 14.7). Although more than 100 soldiers from the military were sent to the park (Ngalame, 2012), the intervention came "too little, too late" and elephant poaching continued (AP, 2012). The wave of poaching took place despite increased cooperation between Cameroon and Chad (the poachers entered Cameroon from Chad and/or CAR); the two countries signed a commitment to joint enforcement efforts in August 2011 (VOA, 2011). CAR will also join soon (WWF, unpublished information).

While many of the region's poachers are poor and crudely armed (Russo, 2012), there is also evidence of criminal gangs with sophisticated weapons, as well as cross-border incursions using military helicopters (Steyn, 2012). Governments acknowledge the seriousness of the problem. In June 2012, the ten member states of Central African Forest Commission, known as COMIFAC, adopted a five-year action plan to strengthen enforcement of national wildlife laws in the region entitled *Plan régionale des pays de l'espace COMIFAC pour le renforcement de l'application des législations nationales sur la faune sauvage* (PAPECALF). Specifically, this action plan comprises four components looking at cooperation and collaboration among relevant wildlife law enforcement and prosecution authorities at the national level and between countries: 1) investigations at key border and transit points, domestic markets and transboundary areas; 2) effective deterrents to wildlife poaching and trade, and prosecutions; 3) regular follow-up, publication and dissemination of results of controls and prosecutions; and 4) awareness of illegal wildlife trade issues (Ringuet and Ngandjui, 2012; SC62 Doc. 30).

Some enforcement actions have increased in recent years. For example, several transboundary patrol units have been established to tackle cross-border poaching and illegal trade – one between Cameroon, Congo and CAR; and another between Cameroon, Congo and Gabon (WWF, unpublished information). Examples of national actions include a court in Cameroon recently handing down its stiffest penalties ever, with fines and damages amounting to FCFA 77,169,060 (US\$160,000) and prison terms as high as 30 months for 17 men convicted of poaching and illegal ivory trade (Wilson, 2012). The Last Great Ape Organization of Cameroon (LAGA) has supported the government in investigating wildlife crime and helped lead to numerous arrests for ivory poaching and trafficking in 2011 (LAGA, 2012). In Congo, the NGO Projet d'aide à l'Application des Lois sur la Faune (PALF: Project to assist Application of Wildlife Laws) has supported the government to bring cases against elephant poachers and illegal ivory traders, an example of which is a 2011 case in which a prison sentence of four

years was handed down to a Chinese national (Latour and Stiles, 2011). The Central African Republic was able to protect successfully a critical population of elephants in Dzangha Sangha Protected Area, with no known cases of elephant poaching in 2011 (Drew, 2012). In DRC, Virunga National Park has started using bloodhounds to track down ivory poachers (Merode, 2012), and a joint military intervention to improve law enforcement in Salona National Park, a critical elephant habitat in the country, is easing the pressure on the elephant population (WWF, unpublished information). In Gabon, WWF and TRAFFIC worked with the government to audit independently its ivory stockpile totalling nearly five tonnes (Ringuet, 2012) before it was destroyed in a ceremony to raise public awareness and ensure no leakage of these official stocks into illegal trade (a growing problem in Africa: SC62 Doc. 46.2). At this event, Gabon's President announced that Gabon has a policy of zero tolerance for wildlife crime and that the institutions and laws to ensure this policy is enforced will be put into place. The president also recognized the need to raise penalties and increase the effectiveness of prosecutions for wildlife crime (WWF, 2012b).

### Elephants – Nigeria

Nigeria made progress on its compliance score for elephants – because in 2011 the CITES Standing Committee withdrew its longstanding recommendation to suspend trade with Nigeria due to enactment of compliant national legislation and evidence of increased enforcement and public awareness concerning illegal ivory trade (SC62 Doc. 30, SC62 SumRec). However, recent large-scale seizures (600 kilograms of Nigeria-bound ivory seized in Kenya in June 2012: Langlois, 2012) highlight the need for continued and strengthened enforcement effort. Nigeria for more than a decade has been singled out in ETIS analyses as one of the most problematic countries in the illegal ivory trade (SC62 Doc. 46.1), so recent progress in compliance and enforcement is welcome and should be stepped-up to address the challenge.

### Elephants – Egypt

Although internal trade in ivory is prohibited by Egyptian law, there has been little enforcement effort or compliance with the CITES Action Plan to Control Trade in Elephant Ivory, and Egypt received a red score. Despite CITES efforts to assist with implementation and enforcement (SC57 Doc. 20 Annex), Egypt remains Africa's largest market for illegal ivory items, catering primarily to foreign nationals (Martin and Vigne, 2011). Although in May 2010 the Egyptian Management Authority for CITES held a number of training courses for wildlife officers, customs, police officers and tourist workers, an April 2011 survey documented more than 9,000 ivory items for sale in two cities. Two small ivory seizures at Cairo airport were reported by authorities in 2010-2011, but they confirmed that there had been no confiscations of ivory items from retail outlets since 2003 (Martin and Vigne, 2011).

### Elephants and rhinos – East Africa

According to the CITES elephant document for SC62 (Document 46.1), poaching is increasing in eastern Africa, which has emerged in recent years as the main exit point to Asia for illegal African ivory from the region and elsewhere, particularly central Africa. Kenya and Tanzania account for most of the large-scale ivory seizure cases and most of the volume of ivory seized from 2009-2011. One of the recommendations before SC62 is for Kenya and Tanzania to increase intelligence-led enforcement actions (SC 62 Doc. 46.1).

Kenya is moving in the right direction on compliance, although stiffer penalties for illegal trade have yet to be enacted by the government, despite calls by the Director of the Kenya Wildlife Service (Koros, 2011), prompting a petition campaign led by conservationists in May 2012 (Gari, 2012). KWS has its own internal prosecutors

## EAST AFRICA IS THE MAIN EXIT POINT FOR ILLEGAL IVORY TO ASIA

(Anon., 2011a) and has seized more than 8,000 kilograms of illegal ivory in the last three years, according to the Minister for Forestry and Wildlife (Aisi, 2012). The Kenya Wildlife Service has stationed teams with sniffer dogs at two major airports, and they have made a number of recent interceptions, including more than 600 kilograms of Nigeria-bound ivory at Jomo Kenyatta International Airport in June 2012 (KWS, 2012). Kenya's new national elephant strategy includes plans for a wildlife forensics laboratory, and KWS has recently implemented improved anti-poaching management (MIST, or Management Information System) (Aisi, 2012).

Tanzania, however, received a yellow score for rhinos on enforcement. Rhino poaching has increased in Kenya in recent years (ACF, 2012) and, unlike for ivory, there have been few interceptions of illegal movements of rhino horn. Kenya will soon launch a new national conservation and management strategy for rhinos (ACF, 2012). KWS and the African Wildlife Foundation recently hosted a "Rhino Summit" attended by several African rhino range states as well as conservation organizations. A strategy was developed which included recommendations to assist surveillance and anti poaching units; strengthen law enforcement; use campaigns to curb the demand in rhino horn; and reach out to policy makers to build political will (AWF, 2012).

Tanzania, however, received yellow scores for both rhinos and elephants, indicating a broad need for improvement of enforcement, which has been recognized by top officials. Although Tanzania is generally in compliance with its stated policies, improvements there are also needed, and the country's Vice President recently announced that a major review of domestic legislation was underway. He said that government shared the concerns of conservationists regarding low fines and short jail terms and would introduce amendments to those provisions in parliament soon (Thome, 2011). One of the first actions in May 2012 for the newly appointed Minister for Natural Resources and Tourism was to hold a meeting with tourism stakeholders, who expressed significant concern about elephant poaching in game reserves and the illegal ivory trade (Anon., 2012a). He also suspended four top officials and 28 game rangers following the killing of a female rhino and her calf in Serengeti National Park. Five other suspects were being held, and potential collusion between poachers and rangers was under investigation (Ng'wanakilala, 2012). Tanzania made one large-scale ivory seizure in the period 2009-2011, but was implicated in six others, indicating a low detection rate and the need for enhanced controls at shipping ports (SC62 Doc. 46.1). The country's new national elephant strategy contains a number of provisions aimed at improving law enforcement (TAWIRI, 2012).

### Elephants and rhinos – Southern Africa

South Africa's and Zimbabwe's rhino scores have been discussed in detail above. Both have limited legal internal ivory trade and received green scores for elephants, although TRAFFIC has called on the South African Port Authorities to invest in scanning equipment and to "up their game" in monitoring export cargo to improve detection of illegal ivory exports (Parker, 2012b). Zimbabwe tightened controls on export permits for ivory carvings in August 2010 after it was revealed that the system was being used to export raw ivory (Guvamombe, 2010).

Mozambique and Zambia, however, received red scores for elephants. Large amounts of ivory were recently stolen from government stockpiles in Mozambique (more than 1,000 kilograms in February, 2012) (SC62 Doc. 46.1) and Zambia (more than 3,000 kilograms in June, 2012, in an incident which is a growing political scandal) (Adamu, 2012). Both countries have significant illegal internal ivory markets (Milliken et al., 2006; EIA 2010), and Zambia has been linked as a source for illegal ivory markets in the Democratic Republic of Congo (Ringuet, in prep.). While elephant poaching may be less of a problem than in the past, MIKE analyses indicate elephant poaching is on the rise in parts of both

countries (SC62 Doc. 46.1) and, while some is related to conflicts with local people (Chomba et al., 2012), some is increasingly sophisticated such as the use of helicopters (Gupta, 2011). Mozambique received a red score for rhinos as its nationals have been repeatedly implicated in rhino poaching in South Africa (Milliken and Shaw, in prep.). This is also true, to a somewhat lesser extent, concerning the incursion of Zambian poachers into Zimbabwe (Netsianda, 2012). Particularly for rhinos, there is need for better bi-lateral coordination as called for in Res. Conf. 9.14. Zambia has still handed down deterrent penalties for crimes involving ivory and rhino horn trade, however, with a business executive from DRC sentenced to five years with hard labour for illegal possession of 169 elephant tusks (Anon., 2011b). In April 2012 police arrested three men in possession of rhino horns who were travelling on a bus and who had apparently passed undetected through several wildlife authority checkpoints in the Kafue National Park (Mwale, 2012). Mozambique has stepped-up enforcement of port controls in recent years, seizing 166 tusks from Chinese nationals at the port of Maputo (AFP, 2011) and seven rhino horns from a Vietnamese national at Maputo International Airport (Anon., 2012b).



# KEY RECOMMENDATIONS

## TIGERS

The key strategy to protect tigers from entering into illegal trade is to ensure effective protection against poaching and focus direct anti-trafficking work around wild tiger populations. Tiger range countries should work as fast as possible towards zero poaching and trafficking of tigers.

Measures to eliminate demand for tiger products represent a major gap for effective implementation of CITES commitments and the Global Tiger Recovery Program (GTI, 2012). It is recommended that all consumer countries, particularly China, Thailand and Viet Nam, develop and undertake well researched demand reduction campaigns, using targeted strategies to influence consumer behaviour, with a view to reducing demand for tiger products.

Because tiger crime is relatively low volume (SC61 Doc. 43 Annex 1), given the endangered population of only approximately 3,200 wild tigers (IUCN, 2012b), intelligence-led enforcement is of critical importance for effective protection from illegal trade (SC62 Doc. 43 Annex). It is recommended that a range-wide enforcement overview for 2013 proceeds as planned by tiger range country governments working with Interpol and CITES under the Global Tiger Recovery Program (GTI, 2012). The creation of a centralized tiger crime database built around official submissions from governments (SC58 Inf. 9), modelled on the existing TRAFFIC tiger seizures database (Verheij et al., 2010; Stoner, 2012) is also recommended.

Leakage of tiger products from captive sources into illegal internal markets is a source of continuing concern. While there have been improvements in China and Thailand. Viet Nam and Laos have not complied with CITES commitments to report on their implementation of Decision 14.69 (CITES Notification 2008/059, SC58 Doc. 33, SC58 Inf. 9), which prohibits captive breeding of tigers for the purpose of trade in their parts and derivatives. Viet Nam and Laos should address this issue as a matter of urgency.

## RHINOS

Viet Nam needs urgently and dramatically to improve enforcement efforts to crack down on the illegal rhino horn trade, and to reduce demand for rhino horn through a well researched and scientifically informed campaign.

Both Viet Nam and South Africa are urged to take up comprehensive recommendations made by an upcoming TRAFFIC report (Milliken and Shaw, in prep.), including strengthening of their international enforcement coordination.

A Ministerial level meeting between China, South Africa, Thailand and Viet Nam should be convened to put in place mechanisms against the illegal trade in rhinoceros horn and to discuss measures to further improve communication, collaboration and coordination at the international level (as proposed in SC62 Doc. 47.2).

The CITES Standing Committee Working Group on Rhinoceroses has called for SC62 to endorse a study of recent illegal trade in rhino horn, considering the drivers of trade and measures that could be taken to prevent rhinoceros horn entering the illegal market (SC62 Doc. 47.1). The new study of rhino crime in South Africa and Viet Nam by TRAFFIC (Milliken and Shaw, in prep.) effectively fills that gap. The Working Group should request both Viet Nam and South Africa to review and address the study's recommendations. Viet Nam has also been asked to report on its implementation of Res Conf. 9.14 by September 2012 (SC62 Doc. 47.2). The CITES Standing Committee should be given a specific mandate to react by postal procedure in the event that Viet Nam fails to submit a report or submits one that the working group considers unsatisfactory (WWF, 2012c).

## ELEPHANTS

### China

The ongoing flow of large volumes of illegal ivory to China suggests that such ivory may be moving into legal ivory trade channels (SC62 Doc. 46.1). China, and particularly the responsible department (the Wildlife Conservation Department, State Forestry Administration) is urged to dramatically improve its enforcement controls for ivory. China should produce a written report on the implementation of its internal ivory trade control system, including a review of its internal ivory trade data and measures taken to comply with the provisions in Resolution Conf. 10.10 (Rev. CoP15) and Decision 13.26 (Rev. CoP15). China should submit this report to the Secretariat by 15 November 2012, so as to give enough time to the Secretariat to evaluate the report and convey its findings and recommendations to the 63rd meeting of the Standing Committee, as called for in SC62 Doc. 46.1.

In addition, given the substantial demand for ivory products in China, it is imperative that China implement a well-researched campaign, using targeted strategies to influence consumer behaviour, with a view to reducing demand for ivory of illegal origin. Finally, given the extensive involvement of Chinese nationals in Africa in illegal ivory trade, it is recommended that China scale-up its efforts to communicate to Chinese nationals in Africa (as described in Annex 2) that the Chinese government has a "zero tolerance" policy for illegal wildlife trade, and that anyone caught importing or attempting to import illegal wildlife products into China would be prosecuted, and if convicted, severely penalized.

### Thailand

Thailand is unique in permitting legal trade in ivory from domesticated Asian elephants, which has served as a major loophole giving rise to a large internal market for illegal ivory largely of African origin (Stiles, 2009). As there does not appear to be any legal or administrative basis in which Thailand can provide for credible mechanisms that would separate ivory originating legally from domestic elephants from that of illegal African origin, and given the large quantity of ivory already in circulation, the most effective course open to Thailand at this stage would be to simply ban all sale of ivory in the country.

Thailand has reported to SC62 on measures it has taken and plans to take for its internal ivory trade regulation to comply with Res. Conf. 10.10 (Rev. CoP15) (SC62 Doc. 46.2). The report acknowledges that legislative amendment is required and that this will take at least a year but does not offer any explanation as to why the process has not already been initiated, since it is already a year since the Standing Committee brought the matter to Thailand's attention. The Standing Committee should require Thailand to present a timetable to the Committee for the enactment of the legislation and for the implementation of any other interim measures that would curtail the open trade in African elephant ivory in that country (WWF, 2012c).

### Transit countries

This report and SC62 Doc. 46.1 point to substantial enforcement gaps in countries which are increasingly serving as illegal ivory transit points: Kenya, Tanzania and Uganda in Africa; and Hong Kong SAR, Malaysia, the Philippines and Viet Nam in Asia. All these countries should take action to significantly improve port and airport controls, and scale-up efforts toward Asia-African cooperation in investigating wildlife crime.

WIDESPREAD  
DEMAND  
REDUCTION  
CAMPAIGNS  
ARE NEEDED

### Central Africa

The region of central Africa all scored poorly for compliance and enforcement regarding elephant conservation and ivory trade control. Central African governments are to be commended for the signing of a Central African Regional Wildlife Law Enforcement Action Plan under the auspices of COMIFAC entitled Plan régional des pays de l'espace COMIFAC pour le renforcement de l'application des législations nationales sur la faune sauvage (PAPECALF). They should now make implementation of PAPECALF their highest priority, and demonstrate this by allocating budget resources to this end and, particularly, by improving the efficacy of prosecutions for those convicted of poaching or illegal trade, including of elephants and great apes. Donor countries and institutions should support COMIFAC and its member states, and to offer financial and technical assistance with its implementation.

Furthermore, since the end destination of ivory taken by poaching gangs allegedly from Sudan entering Cameroon from Chad and/or CAR in a major incident early in 2012 is unclear at present, this is an issue which CITES should pursue. In addition, although Sudan has reportedly taken action against ivory trading, it has been flagged by ETIS as having a large and poorly controlled domestic ivory market in the capital Khartoum (CoP15 Inf. 53), apparently catering largely to Chinese nationals (WWF, unpublished information) and its role in regional illegal ivory trade should be investigated.

Finally, the Standing Committee, in implementation of Decision 15.74 concerning the revision of Resolution Conf. 10.10 (CoP15), should develop a modern system for regular reporting on and monitoring of elephant ivory stockpiles, and provisions for the collection of ivory samples from large-scale seizures for DNA, isotopic and other forensic analyses (SC Doc. 46.1).

## ANNEX 1: COUNTRY SELECTION PROCESS

Information derived from three trade monitoring tools associated with TRAFFIC was employed to identify countries most affected by illegal trade in tiger, rhino and elephant products: the CITES/TRAFFIC Elephant Trade Information System (ETIS) database (CoP15 Inf. 53), TRAFFIC's Tiger Seizure database (Stoner, 2012) and IUCN/TRAFFIC's reports to CITES on rhinoceros conservation and trade (CoP15 Doc. 45.1 [Rev. 1] Annex). A numerical scoring system was devised based on their data, and the top 20 scoring

countries were evaluated for compliance and enforcement by this report. With a maximum score of 8 (highest degree of wildlife crime) per species group per country, the highest potential score, for a country affected by illegal trade in all three species groups, is 24. The elephant, tiger and rhino wildlife crime scores are explained below, followed by a table listing the data for all 43 countries screened.

In addition to the top-scoring 19 countries selected by this approach, four additional countries were included for evaluation in this report. Russia was included, as it has been flagged for its border region with northeastern China as a persistent "hotspot" of illegal trade from the TRAFFIC tiger seizures database (Stoner, 2012). Egypt was previously flagged by ETIS as having Africa's largest uncontrolled internal ivory market which caters to foreign nationals (CoP15 Doc. 44.1 Annex), but data for this country on other ETIS components such as seizures were not available (CoP15 Inf. 53). Because ETIS is built primarily around ivory seizure reports, there is a risk that countries with high levels of elephant poaching but low rates of ivory interception (both internally and externally) would not emerge in the selection process. Indeed, Central African Republic and Republic of Congo are two that fall into this bracket. These two countries were added to the scorecard due to the fact that Central Africa is consistently highlighted by ETIS (SC62 Doc. 46.1) and MIKE (CITES Monitoring of Illegal Killing of Elephants programme) as the most problematic region for elephant poaching and ivory trade. Within Central Africa, these two countries routinely have high poaching rate indicators (PIKE scores: CoP15 Doc. 44.2 [Rev. 1]), and it is of concern that ivory seizures are not being made/reported to ETIS.

### ELEPHANT SCORE

Since the ETIS dataset for illegal trade in African elephant ivory is more robust than available datasets for tigers and rhinos, it was initially screened to score countries based on their ETIS values for seizures, law enforcement effort, organized crime indicator and domestic ivory market regulation, as below. These ETIS components were last published for individual countries in 2010 (CoP15 Inf. 53).

Table 7.

Points	Domestic ivory market score <sup>1</sup>	Law enforcement effort ratio <sup>2</sup>	Total weight of recent ivory seizures <sup>3</sup>	Organized crime indicator <sup>4</sup>
2	10.1-20	<40%	>10,000 kg	>50%
1	5.1-10	40-60%	1,000-10,000 kg	25-50%
0	neg 4 - 5	>60%	<1,000 kg	<25%

Countries are scored a maximum of two points for each of the four ETIS variables, with highest scores indicating where illegal trade is most problematic, for a maximum potential elephant score of eight (8).

1. Scores range from -4, indicating no or very small, highly-regulated domestic ivory markets and carving industries, to 20, indicating extremely large, completely unregulated domestic ivory markets and carving industries. As described in CoP13 Doc.29,2 Annex, this component is based upon a cumulative scoring system which tracks the relative scale of the retail-level trade, the degree of control over such trade, and the status of ivory carving.
2. Number of in-country seizures divided by total number of seizures linked to that country 1999-2010.
3. Total weight of ivory seizures linked to that country 1999-2010.
4. Percentage of seizure cases linked to that country 1999-2010 of more than 1,000 kg in weight, indicative of involvement of organized crime in the movement of ivory.  
Source: CoP15 Inf53 Tables 3-7



### TIGER SCORE

Countries are scored for tigers according to the quantity of tigers in illegal trade, as measured by seizures. The TRAFFIC tiger seizures dataset (Stoner, 2012) was used to group range states by total seizure quantity from 2000 to 2011. Eight points was given for countries where seizures were equivalent to a minimum of more than 100 tigers for the period, and four for those with fewer than 100. Source: Stoner (2012)

Table 8.	Points	Criteria
	8	More than 100 Tigers seized (minimum), 2000-2011
	4	Fewer than 100 tigers seized (minimum),2000-2011

### RHINO SCORE

As with tigers, countries were scored for rhinos according to the quantity of animals involved in illegal trade, but as measured by poaching reports. Non-range countries were scored according to their identification as important destination or transit countries in illegal rhino trade (CoP15 Doc 45.1 [Rev. 1] Annex).Source: CoP15 Doc. 45.1 (Rev. 1) Annex.

It should be noted that although quantities of rhinos poached are indicative of high levels of illegal trade, they are not necessarily the best indicator of the population's state of threat. For example, although South Africa lost 448 rhinos to poachers in 2011 alone (Saving Rhinos, 2012a), and Kenya comparatively fewer at 24 (ACF, 2012b), both losses amounted to approximately 2 per cent of national rhino populations. Source: CoP15 Doc. 45.1 (Rev. 1) Annex.

Table 9.	Points	Criteria
	8	Identified as major end-use destination for rhino horn <i>or</i> >200 rhinos poached 2006-2009
	4	Identified as a transit point for rhino horn <i>or</i> < 200 rhinos poached 2006-2009

It should be noted that although quantities of rhinos poached are indicative of high levels of illegal trade, they are not necessarily the best indicator of the population's state of threat. For example, although South Africa lost 448 rhinos to poachers in 2011 alone (Saving Rhinos, 2012a), and Kenya comparatively fewer at 24 (ACF, 2012b), both losses amounted to approximately 2 per cent of national rhino populations.

Table 10.	ETIS Dom Mkt	ETIS Law Enf Eff	ETIS Wt Recent	ETIS Org Crime	Elephant score see table	Tiger seizers	Tiger score see table	Rhinos poached or type of trade	Rhino score see table	Total Wildlife Crime Score
Viet Nam	10.5	19%	10037	90%	8	104	8	End use	8	24
China	11.5	58%	46499	59%	7	141	8	End use	8	23
Laos	10	0%	2306	90%	7	4	4	Transit	4	15
Malaysia	5	35%	11488	91%	7	106	8			15
Thailand	16	12%	15053	47%	7	89	4	Transit	4	15
India	2.5	66%	4201	0%	2	532	8	55	4	14
Nepal	7	63%	33	0%	2	158	8	149 (1999-2007)	4	14
Zimbabwe	11.5	48%	10391	29%	6			235	8	14
South Africa	6	47%	10353	39%	5			210	8	13
Mozambique	12.5	16%	12384	71%	8			5	4	12
Myanmar	14	0%	20	0%	4	1	4	Transit	4	12
DR Congo	14.5	1%	10271	75%	8			1*		8
Nigeria	16	2%	12577	49%	8					8
Tanzania	-0.5	86%	46539	68%	4			1	4	8
Zambia	3	71%	16414	66%	4			1	4	8
Gabon	10	10%	8492	80%	7					7
Indonesia	6	18%	988	0%	3	91	4			7
Kenya	-2.5	75%	23367	32%	3			17	4	7
Cameroon	8	21%	13438	45%	6					6
Ghana	8	2%	1829	77%	6					6
Angola	15	0%	1556	0%	5					5
Cote d'Ivoire	10.5	5%	1526	0%	5					5
Sudan	11	58%	6167	25%	5					5
Uganda	-0.5	50%	11581	66%	5			0		5
Cambodia	10	0%	21	0%	4					4
Congo-Brazza	7	6%	1797	0%	4					4
Ethiopia	10.5	40%	5828	0%	4					4
Malawi	6	81%	8107	88%	4			0		4
Russia						70	4			4
Senegal	11	0%	320	0%	4					4
Benin	6	0%	728	0%	3					3
Central African Republic	7.5	13%	772	0%	3					3
Chad	7	29%	98	0%	3					3
Equatorial Guinea	7	0%	305	0%	3					3
Eritrea	6	22%	5	0%	3					3
Mali	5	2%	427	0%	3					3
Somalia	7	0%	15	0%	3					3
Sri Lanka	5.5	31%	61		3					3
Bangladesh	2	0%	0	0%	2					2
Guinea	5	2%	254	0%	2					2
Rwanda	5	11%	1600	0%	2					2
Botswana	-1	82%	3721	0%	1			0		1
Namibia	1.5	90%	0	0%	1			0		1

\*DRC not scored, as the northern white rhino *Ceratotherium simum cottoni* is now probably extinct (IUCN, 2012b).

## ANNEX 2: REVIEW OF RECENT COMPLIANCE AND ENFORCEMENT ACTIONS IN CHINA

China is one of the largest destination markets for illegal trade in tiger, rhino and elephant products, It was one of several countries flagged for attention in documents prepared for SC62 and is frequently mentioned in media coverage of the issue. As such, it was considered useful to include this annex setting-out a detailed discussion of recent actions which underpinned its species scores in this report. Other countries flagged for attention include South Africa and Viet Nam; these countries' actions concerning rhino crime are covered in detail in an upcoming TRAFFIC report (Milliken and Shaw, in prep.).

China's recent progress on key elements of CITES commitments are discussed below.

**Enforcement:** China has raised enforcement of CITES commitments to top political levels (Govt. of China, 2010b; SC62 Doc. 29), and recently more financial resources have been directed to wildlife conservation and enforcement authorities at all levels

(SC61 Doc. 41 Annex 2). Increasing and strengthening enforcement capacity was listed by the government as a 2012-2013 priority action for tigers (GTI, 2012). In early 2012, large-scale enforcement actions involving more than 100,000 officers were undertaken by the Forest Police (under the State Forest Administration [SFA]) and the Customs Authorities (under the General Administration of Customs). Customs seized 1,336.3 kg of ivory, and the Forest Police took action against more than 1,000 wildlife dealers and 600 online traders. The operation was coordinated by NICEGG, the National Inter-Agency CITES Enforcement Coordination Group of China, and targeted tiger, rhino and elephant products in particular (NICEGG, 2012). Ms Yin Hong, Vice Administrator of the State Forestry Administration, was presented with a Certificate of Commendation by the Secretary General of CITES in May 2012 (CITES, 2012). Under NICEGG, more than 10 provincial inter-agency CITES Enforcement Coordination Group were officially established in 2012.

While enforcement of China's system for legal internal ivory trade has been assessed as falling short (a recent article in the Shanghai Daily describes government efforts to police the ivory market as "highly visible but woefully ineffective": Anon. 2012d), there have been some targeted operations. In February 2012, SFA announced that it had arrested eight suspects and seized 28.82 kg of ivory and ivory products in an enforcement action "focusing on the location of the processing and sale of ivory and its products." The operation was carried out in the cities of Beijing and Tianjin, and the provinces of Fujian, Guangdong, and Yunnan as well as other places (Yao, 2012). In May 2012, Shanghai police seized 780 ivory items in a local antique market and four illegal ivory traders were arrested (CWCA, 2012). On 5 July 2012, based on TRAFFIC's information, a total of 6,109 illegal ivory items, weighing 115 kg, were confiscated in a Tianjin second-hand market and eight suspects were arrested. Nearly 100 local forest police and public security police joined this raid. This is likely to represent China's largest seizure yet of illegal ivory on the retail market (TRAFFIC, unpublished information).

China has also made recent large seizures of smuggled ivory, including nearly one tonne of tusks seized by Tianjin Customs originating from Tanzania (Zhang, 2012). China intensified its enforcement activities in Guangxi province bordering Viet Nam in 2011, seizing more than 1,300 pieces of ivory and ivory products (and one rhino horn) (TRAFFIC, 2012c).

China has started targeting certain flights and types of cargo that are coming into ports in containers, for scanning and enhanced law-enforcement evaluation (Russo, 2012). China is starting the use of wildlife detection sniffer dogs (WWF, 2011), has held several major training exercises for enforcement officials, and has developed and distributed a Chinese-

language manual Endangered Species Enforcement Techniques (SC61 Doc. 41 Annex 2; SC62 Doc. 55 Annex 2). In April 2012 a collaborative enforcement workshop on the illegal transport of endangered species was held in cooperation with the National Postal Bureau (SC62 Doc. 55 Annex 2). Illegal online trade in tiger, rhino and elephant products was the primary focus of a workshop in June 2012 hosted by the Forest Police, resulting in the largest e-commerce companies in China signing a zero-tolerance pledge for illegal trade in endangered species. The representative from the Network Security Bureau of the Ministry of Public Security noted how illegal online wildlife trade undermined internet security, and said, "New regulations coming into force mean that websites facilitating illegal online wildlife trade must take full responsibility for their actions" (TRAFFIC, 2012b).

While it is not yet possible to assess the impact of 2012 enforcement operations upon illegal trade in general, there has been an observed decrease in online illegal trade in recent months. TRAFFIC carried out monthly monitoring of 18 Chinese-language e-commerce websites between January and May 2012, with six more sites added to the monitoring in June. In July 2012, following major enforcement actions described above, illegal online advertisements decreased markedly for all three species groups: tiger (65 per cent), rhino (73 per cent) and ivory (51 per cent) (TRAFFIC, unpublished information).

China tightened regulations on captive exotic animals in 2010 (Nowell et al., 2011), with particular attention to tigers: the two largest tiger breeding operations are required to micro-chip and data log their live tigers, and to seal and label tiger bones and tiger skins, while destroying other parts (SC61 Doc. 41 Annex 2). Previous documentation of illegal trade from such sources (Nowell et al., 2011), however, indicates that these facilities should be subject to regular monitoring as well as those companies, such as Longhui Pharmaceutical Company (SC62 Doc. 47.2 Annex), with captive rhinos. One of China's priority actions for 2012-2013 is to conduct "four professional training courses on managing captive wildlife breeding and utilization and illegal trade control" (GTI, 2012).

**International coordination:** In July 2011, China joined the Southeast Asian regional wildlife enforcement network, ASEAN WEN (Corben, 2011), and also attended meetings in 2011-2012 as an observer of its South Asian counterpart SAWEN (TRAFFIC, 2012a). A joint meeting with governments from Africa is planned in the Chinese city of Hangzhou in September to improve control over illegal trade in rhino horn and elephant ivory (NICEGG, 2012), building on the first Technical Exchange Meeting that China hosted in November 2010 to address illegal ivory trade, with participants including DR Congo, Thailand, Viet Nam and the US (SC62 Doc. 46.1). China also hosted the 2nd Workshop on CITES Implementation and Enforcement among China, India and Nepal in October 2011 (TRAFFIC, 2011a). In December 2011 a workshop on Establishing a Network of Controlled Delivery Units for Forest and Wildlife Law Enforcement was organized by the World Customs Organization under the auspices of the International Consortium on Combating Wildlife Crime (ICCWC) in Shanghai (SC62 Doc. 29).

**Data collection:** China has greatly increased its provision of ivory seizure data to ETIS, now providing non-criminal seizure cases (SC61 Doc. 44.2 [Rev. 1] Annex 1). However, "it is not clear whether China is regularly analysing the information in their ivory database system to assess levels of production and trade of the manufacturing and retail sectors to prevent the possibility of laundering of ivory from illegal sources into the legal system" (SC62 Doc. 46.1). China was one of only a few tiger range countries to submit information on illegal tiger trade for a joint CITES/INTERPOL analysis called for in Decision 15.46, using the preferred Ecomessage format (SC61 Doc.41 Annex 1), and also to report on its implementation of Res Conf. 12.5 (Rev. CoP15) to the 61st meeting of the CITES Standing Committee (SC61 Doc.41). China was also one of the few Parties to recently report to the Secretariat on its implementation of the Rhino Resolution (Res. Conf. 9.14) (SC62 Doc. 47.2).

### IT IS ILLEGAL TO SELL ELEPHANT IVORY ONLINE IN CHINA



**Deterrent penalties:** A maximum sentence of life imprisonment is applicable under current law (SC61 Doc. 41 Annex 2). Although prosecutions are relatively few, according to information collected by TRAFFIC for the years 2010-2011 (unpublished information), stiff penalties were applied in cases involving all three species groups. For example, in October 2011 prison sentences up to 15 years and high fines (up to US\$15,000) were handed down to three people by a court in Yunnan in a case of smuggling rhino horn from Myanmar (Ching, 2011).

**Public awareness:** In 2010, the Chinese Year of the Tiger, top-level officials in China made public statements in support of tiger conservation and against illegal trade (CoP15 Inf. 16, SC61 Doc. 41 Annex 2), including Premier Wen Jiabao (Govt. of China., 2010). Also that year, provincial governments in western China, where illegal trade in tiger skins had recently been a problem (Nowell, 2007), were instructed by the central government to carry out public awareness and enhance market inspection (SC61 Doc. 41 Annex 2). China self-reported significant progress on public education about tiger conservation and the establishment of telephone hotlines for tips about illegal wildlife trade, and also plans to continue public education to urge people to reject illegal wildlife trade activities, particularly for tigers, in 2012-2013 (GTI, 2012). The State Forest Administration has produced leaflets for customers at approved ivory retail outlets regarding trade controls (Martin and Vigne, 2011) and the government has cooperated with conservation organizations to produce a variety of public awareness materials about elephant and tiger conservation (SC62 Doc. 41 Annex 2; Gabriel et al, 2011). A Rhinos in Crisis conference was organized in Beijing in June 2012 to mark the Year of the Rhino and raise awareness of illegal trade (Humane Society, 2012), and a workshop for creative experts to reduce demand for tiger and rhino products was held in Hong Kong in November 2011 (TRAFFIC, 2011c). Another workshop for China's Traditional Chinese Medicine practitioners to reject the use of tiger, rhino and other endangered species products was jointly facilitated by World Federation of Chinese Medicine Societies and TRAFFIC in June 2012 (TRAFFIC, unpublished information). In 2011, the SFA, Commerce Administration and National Tourism Administration jointly issued a notification requesting travel agencies, import and export companies, Chinese companies outside China and Chinese embassies to enhance public awareness of CITES restrictions on wildlife trade (SFA, 2011). China's CITES Management Authority together with customs has displayed CITES posters in all airports and other major transit areas to alert passengers not to illegally carry endangered species across borders (TRAFFIC, unpublished information).

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# Wildlife Crime Scorecard

23

Top range, transit and destination countries implicated in illegal trade of elephant, rhino and tiger products assessed

262

South African rhinos poached in the first half of 2012



3,200

Wild tigers remaining, with 200 carcasses seized in illegal trade each year

2,500

Ivory from 2,500 elephants was caught in large seizures in 2011



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To stop the degradation of the planet's natural environment and to build a future in which humans live in harmony with nature.

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