



National Ivory Action Plan for Ethiopia



By
Ethiopian Wildlife Conservation Authority

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Addis Ababa, Ethiopia

Abbreviations

BIA..... Bole International Airport

CITES..... Convention on International Trade in Endangered Species of wild fauna and flora

ETB..... Ethiopian Birr

ETIS..... Elephant Trade Information System

EWCA.....Ethiopian Wildlife Conservation Authority

EWCO.....Ethiopian Wildlife Conservation Organization

IFAW.....International Fund for Animal Welfare

LATF.....Lusaka Agreement Task Force

LEO.....Law Enforcement Officer

NEAP.....National Elephant Action Plan

NIAP..... National Ivory Action Plan

SC..... Standing Committee

UNEP.....United Nation Environmental Program

WCO.....World Custom Organization

WSD.....Wildlife for Sustainable Development

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1. Background

Ethiopia is one of the East African countries located at the place prevalently known as the Horn of Africa. It is scientifically estimated that the country has about 320 different species of wild mammals (Vreugdenhil *et al.*, 2012). The African elephant (*Loxodonta africana*) is one of the wildlife species being conserved in Ethiopia. It is found in 8 sites within the country, four of which are cross international boundaries. (See Fig. 1) Recent total counts and surveys in the six main areas of Chechera Chebura, Gambella, Omo, Mago and Babilie and Kafta Shiraro indicate that the total elephant population in Ethiopia is estimated between 1700-1900 (see Table 1).

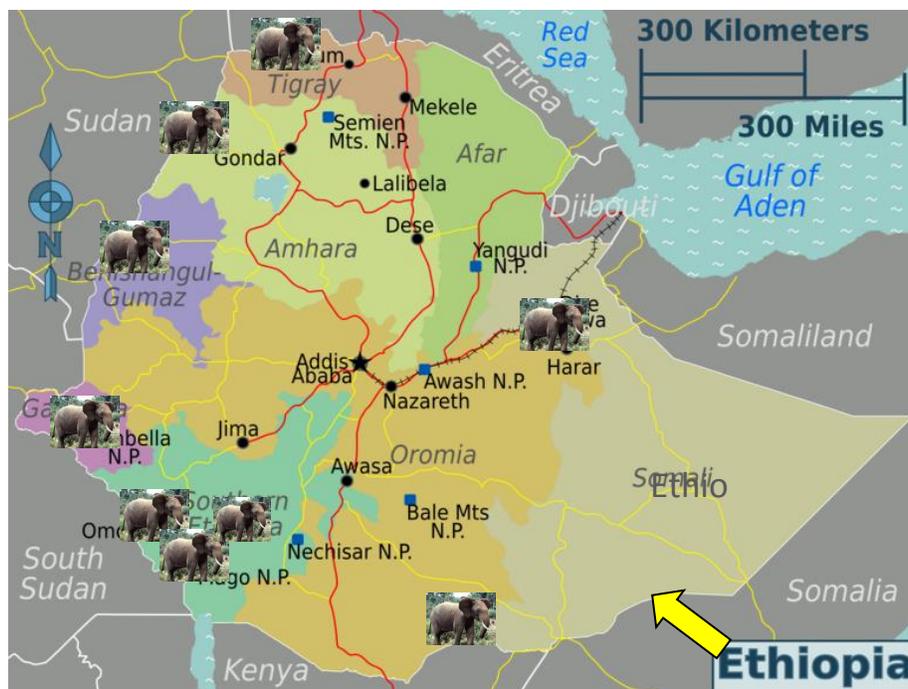


Fig. 1: Elephant range areas in Ethiopia (source: WSD official web site, 2012)

Elephants are referred to as a "keystone" species as they play a key ecological engineering role in the ecology of forests and savannas. By eating greenery high above ground, they punch holes through which sunlight penetrates, enabling low-growing plants to thrive and knock down smaller trees. By uprooting grasses, they turn over the soil, aerating it so new plants grow to replace the ones that are eaten. In times of drought, they dig water holes from which other wildlife also drink. As they walk through dense forests, elephants clear paths that smaller animals and humans can use (WSD, 2012).

Table 1: Elephant population estimate (source: NEAP, 2015)

Population	Estimated Population Size	Method and Certainty
Babille E. Sanctuary	~250	Ground count (EWCA 2014)
Gambella N.Park	~ 340	Aerial Survey (Falk et al., 2014)
Omo N. Park	~410	Aerial Survey (EWB 2014)
Kafta- Shiraro N.P	~300	Ground estimate (EWCA 2013)
Mago N. Park	~80	Aerial Survey (EWB 2014)
Chebera Chuchura N.Park	~450	Estimate
Alatish N. Park	?20	Guess
Geralle N. Park	?20	Guess
Total	~1800 (1700-1900)	

Nowadays, this ecologically, socially and economically important animal has faced a number of challenges across its range. Habitat loss, overhunting and human encroachment are the major ones threatening the survival of the animal. Elephant poaching and illegal ivory trade is increasing due to the very high demand for ivory in consumer countries in the Far East. Due to these threats, the populations of elephants continue to decline in the wild. Ethiopia has lost about 90% of its elephants since the 1980s, with elephants being extirpated from at least 8 sites of 16 sites reported in the early 1990s (EWCO, 1991).

Ethiopia is identified both as a source and a key trade hub for illegal ivory trafficking. The Ethiopian Wildlife Conservation Authority (EWCA) is working in close cooperation with law enforcement agencies and partner organizations to combat this illicit activity. In 2014 alone, more than 100 people were arrested in the country in connection to illegal ivory trade and trafficking, with most being transit passengers at Bole International Airport (BIA) in Addis Ababa, and some as departing passengers. Thus there is an indication that ivory trade still occurs within Ethiopia, although it is highly hidden.

Therefore, a range of strategies must still be adopted to intercept ivory trafficking and simultaneously to discourage the poaching of elephants and illegal trade in ivory in the country. In this regard, this National Ivory Action Plan (NIAP) which has been developed by EWCA will serve as an important tool to enhance Ethiopia's effort in controlling illegal ivory trade at suspected trade spots and ivory trafficking across its land borders and through International Airports. The NIAP is also integrated into the Ethiopian Elephant Action Plan that will be published early in 2015.

2. Objectives of the NIAP

The development of a National Ivory Action Plan (NIAP) for Ethiopia has the following objectives:

- ◆ To enhance Ethiopia's effort to combat illegal ivory trade and trafficking and elephant poaching across the country.
- ◆ To show Ethiopia's commitment for combating illicit trade in wildlife and wildlife products.
- ◆ As a party to CITES, to comply with the requirements and recommendations of CITES adopted at the 65th meeting (Geneva, July 2014) to countries identified as *secondary concern*.

3. Current Illegal Ivory Trade Situation in Ethiopia

In the last few years, EWCA has worked in close cooperation with national law enforcement agencies such as the Ethiopian Revenue and Customs Authority, the Federal and Regional Police Commissions, Ministry of Defence, Ministry of Justice (judiciaries), prosecutors and the National Information and Security Service to improve awareness on wildlife laws and increase detection rates of illegal trade and trafficking in wildlife, including ivory. EWCA has also worked with various international partners and donors such as INTERPOL, WCO, UNEP, LATF, Born Free Foundation, and IFAW to tackle illicit trade in wildlife and wildlife products.

With this collaborative effort, EWCA has obtained significant results particularly in intercepting illegal ivory trafficking at BIA and also in the overland trade, showing that EWCA is making considerable progress in combating illegal ivory trade and trafficking. A summary of the arrests is outlined in Table 2 below.

Table 2: Summary of arrests for wildlife trafficking

Year	# Arrests overall	# Arrests at BIA			Value of fines (in ETB)	Nationality of Arrests Ethiopian/Chinese/ Other
		Departure	Transit	Total		
2010	109	--	--	--	500,000	All Ethiopian
2011	249	59	145	204	1.7 million	45 / 185 / 19
2012	123	4	114	118	1.5 million	6 / 107 / 11
2013	147	7	131	138	110,000	9 / 125 / 13
2014	106	5	95	100	>500,000	6 / 91 / 9

To address the illegal ivory trade and trafficking challenge, in the past few years EWCA has carried on several continuous assessments and intelligence operations on the problem in different areas suspected for the above illicit activities. Discussions have taken place with the relevant national law enforcement agencies on how we can cooperate to tackle the challenge and also communication has been set up with partners such as INTERPOL, with technical assistance provided. A number of training courses on wildlife crimes have been given to customs, security and federal and regional police officers.

As a result, the capacity of the officers in searching for illegal wildlife and wildlife products has improved and our collaboration with other national and regional law enforcement agencies has resulted in increased arrest. However that the problem has not been eliminated from Ethiopia the continuing seizures and ETIS reports indicate that there is still illegal ivory trade within the country and through the BIA. There are still some knowledge gaps among law enforcement officers, prosecutors and judiciaries, which is hampering our effort.

Moreover the penalties for wildlife crime are inadequate to deter criminals, when the ivory price is so high. Finally, the intelligence work to address the problem must also be improved with training and operational funds provided. EWCA, therefore, feels that much more work is required to effectively control both the illegal ivory trade and trafficking and elephant poaching across the country.

In light of this fact, the NIAP which has been developed by EWCA as a response to the recommendation given by CITES standing committee has a paramount importance and it is a timely response to address the challenge efficiently and effectively. Ethiopia has also recently developed an Elephant Action Plan, which is in press, and thus this NIAP is fully integrated into the NEAP.

In general, the NIAP is developed in the following procedures:

Step 1: Recommendation received from the CITES secretariat.

Step 2: EWCA's law enforcement section started to discuss the issue with relevant people in EWCA and consult it with potential stake holders - important for the implementation of the action plan (Federal Police Commission, Ethiopia National INTERPOL office (NCB), Revenues and Customs Authority and Bole Intl. Airport security, Ministry of Defense, Ministry of Justice).

Step 3: National Elephant Action Plan (NEAP) for Ethiopia document used as main source of activities for the NIAP as this was in development when the NIAP requirement was set. A workshop was held in June 2014, in which other stakeholders participated. Problems and issues were analysed and key strategies and activities identified to address these issues and reviewed by key stakeholders.

Step 4: Self assessment on wildlife crime and law enforcement capacity made and submitted to CITES.

Step 5: The draft NIAP document for Ethiopia prepared and feedback obtained from CITES via the consultant and experts within EWCA.

Step 6: Final NIAP document prepared for Ethiopia.



4. Priority actions to be undertaken to combat illegal Ivory trade

Law Enforcement Pillar	Key/Priority Actions	Responsible National Agency	Milestones			
			By 30 Apr 2015	By 31 October 2015	By 30 April 2016	By 31 October 2016
A. LEGISLATION	A.1 Improve legal framework on wildlife crime with a focus on increasing deterrents	EWCA/ Regional Wildlife Authorities/ Ministry of Justice	<ul style="list-style-type: none"> - Existing wildlife legislations, by focusing on wildlife crime related provisions reviewed on whether criminality are deterred - Consultation with stake holders has taken place on gaps and potential changes. - Experience, policy and legal framework/level of fines and prison sentences in at least 2 other range states reviewed. 	<ul style="list-style-type: none"> - New wildlife crime penalty frame work (fines and prison sentences) drafted. - Subsidiary legislative provisions integrated into EWCA wildlife legislation review process. - Developed project proposal to get financial and technical support. 	<ul style="list-style-type: none"> - Wildlife act amendment bill presented to the government for approval 	<ul style="list-style-type: none"> - Amended Wildlife act in place.
	A.2 Analyse the gaps between the Federal and Regional States wildlife legislations on wildlife crime; for harmonization & enhancement of EWCA's and Regional States wildlife legislation.	EWCA/ Regional Wildlife Authorities	<ul style="list-style-type: none"> - Discussion with the Regional States wildlife authorities has identified the gaps in their wildlife legislations in controlling illegal trade in ivory. 	<ul style="list-style-type: none"> - Recommendations provided to EWCA and Regional States on the results of the analysis to dissolve the gaps and harmonize the laws. 	<ul style="list-style-type: none"> - At least one harmonized legislation in place, and one other drafted. 	



Law Enforcement Pillar	Key/Priority Actions	Responsible National Agency	Milestones			
			By 30 Apr 2015	By 31 October 2015	By 30 April 2016	By 31 October 2016
B. PROSECUTION	B.1 Increase prosecution rates for illegal ivory trade and trafficking.	EWCA/ Ministry of Justice/police	<ul style="list-style-type: none"> - Ministry of justice consulted on how judiciaries can be made strictly apply wildlife crime. - Meeting held with the ministry of justice to discuss on the applicability of guidelines on sentencing and wildlife crime for judiciary. - Delivered at least 2 trainings to increase knowledge and awareness of 20-30 prosecutors, 10-15 judiciaries and 80-100 polices on seriousness of wildlife crimes and associated penalties, in at least 3 elephant range sites. 	<ul style="list-style-type: none"> - Wildlife crime training material to be used in judiciary, police & prosecutors training colleges/ academy developed. - Commence a system for collecting information on wildlife crime penalties being applied, success and failure of wildlife related court cases and key reasons for success/failure - Meeting organized for prosecutors and judiciaries working in Federal and Regional states offices to share their experience on prosecution and successes/failure of court cases. 	<ul style="list-style-type: none"> - Judiciaries & prosecutors aware of wildlife-crime in place & prosecution on wildlife crime improved in those areas focused in the first period. - A training material on wildlife crimes made available. - Guidelines materials for judiciaries produced & disseminated. 	<ul style="list-style-type: none"> - Guidelines in place.



Law Enforcement Pillar	Key/Priority Actions	Responsible National Agency	Milestones			
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	B.2 Increase illegal ivory trafficking detection rates at international and land borders and along trafficking routes.	EWCA/ Airport Authority/ Customs Agency/police	<ul style="list-style-type: none"> - Training on wildlife identification skills provided to customs, security, police officers & national army working at BIA and land borders (moyale /Ethio-Kenya, metema / Ethio-Sudan & togo wechale /Ethio-Somali) - Wildlife & their products identification manual developed for customs, police and other LEO doing inspection or control duties. - Gaps in Bole International Airport (BIA) in systems, equipment and capacity identified, with a focus on cargo systems and transit luggage inspection. 	<ul style="list-style-type: none"> - 60 Customs staff in Southern Nations given on the job training in detecting trafficking over 25 days. - Southern NNP police, customs and , judiciary staff trained in detecting wildlife crime - Wildlife & their products identification manual distributed to ten sensitive trafficking routes. - Feasibility of deploying sniffer dog unit or other mechanism for BIA assessed. - BIA customs and other LEO staff trained in wildlife identification. 	<ul style="list-style-type: none"> - Recommendations for filling gaps in detection at BIA implemented. - Anti-trafficking messaging increased at BIA and on inflight communications on Ethiopian Airlines flights - Detection rates on wildlife crime improved. 	



Law Enforcement Pillar	Key/Priority Actions	Responsible National Agency	Milestones			
			By 30 Apr 2015	By 31 October 2015	By 30 April 2016	By 31 October 2016
C. INTELLIGENCE and INVESTIGATIONS	C.1 Strengthen the intelligence networks of EWCA up to site levels to curb illegal wildlife trade and trafficking.	EWCA/ National Security/Customs Authority/ police	-	<ul style="list-style-type: none"> - Federal and site level training provided to LEO on setting up and managing intelligence networks. - At least 6 experts recruited for strengthening wildlife intelligence units & relevant training given to them from appropriate agencies. - Site level network operating at 1 key site. 	<ul style="list-style-type: none"> -EWCA has at least 11 dedicated intelligence officers in place. -Site level networks operating at 3 key sites 	
	C.2 Improve system for handling, transport and storing ivory (including data management and communication channels) seized at site levels and BIA.	EWCA/regional wildlife authorities/police/ customs	<ul style="list-style-type: none"> - Inventory of current ivory stocks completed. - Ivory stocks destroyed - Audit of the country's current system for the storage and management of confiscated wildlife products conducted. 	<ul style="list-style-type: none"> - Standard Operational Procedures (SOPs) for the handling and transport of ivory developed. by reviewing those of other countries & international standards. - 	<ul style="list-style-type: none"> -SOPs distributed to relevant agencies, -Regular stock inventories conducted to confirm that all new ivory is correctly catalogued, stored and data entered. 	- SOPs in place



Law Enforcement Pillar	Key/Priority Actions	Responsible National Agency	Milestones			
			By 30 Apr 2015	By 31 October 2015	By 30 April 2016	By 31 October 2016
			<ul style="list-style-type: none"> - Security system of confiscated ivory stockpile reviewed. - Regular stocktaking (collection) of wildlife specimens conducted and accurate database maintained. 	<ul style="list-style-type: none"> - Security system of stored and transported ivory improved as per review. 	<ul style="list-style-type: none"> - Regular stock inventories confirm that all new ivory is correctly catalogued, stored and data entered. 	<ul style="list-style-type: none"> - Regular stock inventories confirm that all new ivory is correctly catalogued, stored and data entered
	C.3 Improve forensic support for prosecutions and detection of origin of seized ivory.	EWCA	<ul style="list-style-type: none"> - Sampling protocols for large seizures to undertake analysis of origin of seized ivory drafted. 	<ul style="list-style-type: none"> - Required support polices to improve forensics for effective prosecutions and appropriate action identified. - Sampling protocols operational. 	<ul style="list-style-type: none"> - Results from sampling analysed and used to identify origin of ivory and priorities for anti-trafficking measures 	
	C.4 Develop wildlife crime intelligence and investigation procedures and take the necessary measures to ensure their implementation.	EWCA	<ul style="list-style-type: none"> - Inter-agency task force has identified procedures to improve Intelligence & investigations 	<ul style="list-style-type: none"> - Project proposal developed to for additional financial & technical assistance for implementing the wildlife crime investigations and intelligence operations 	<ul style="list-style-type: none"> - Wildlife crime intelligence and investigation procedures developed. - Scene of crime training provided to PA staff in 2 Pas and other regional LEO. 	<ul style="list-style-type: none"> - Wildlife I & I in place.



Law Enforcement Pillar	Key/Priority Actions	Responsible National Agency	Milestones			
			By 30 Apr 2015	By 31 October 2015	By 30 April 2016	By 31 October 2016
D. NATIONAL and INTERNATIONAL COOPERATION TO COMBAT WILDLIFE CRIME	D.1 Improve national cooperation to combat illegal ivory trade & trafficking.	EWCA/All stakeholders	<ul style="list-style-type: none"> - System for regular contact with local security forces, intelligence bodies and other relevant agencies to identify actors and locations of current networks on illegal ivory smuggling set up and operational. - National and Regional States law enforcement units are all aware of the severity & implications of illegal ivory trade & other wildlife crimes & CITES requirements through awareness raising programme. 	<ul style="list-style-type: none"> - Cases involving illegal ivory trade successfully investigated and prosecuted through inter-agency cooperation. - At least four awareness workshops with Customs, Judiciary, and Police at major ivory route border posts undertaken to sensitize these stakeholders. 	<ul style="list-style-type: none"> - Cases involving illegal ivory trade successfully investigated and prosecuted through interagency cooperation 	
	D.2 Develop a national strategy for enhancing inter-agency collaboration and wildlife contraband detection.	EWCA/All stakeholders	<ul style="list-style-type: none"> - Initial discussions held with Police, Interpol, Customs and Immigration, National Army, Judiciary and Intelligence bodies to establish a National Task Force. 	<ul style="list-style-type: none"> - National Task Force consisting of key stakeholders (EWCA, regions, customs, police, judiciary, military and other security agencies) has had at least 1 meeting and strategies to improve collaboration identified. 	Strategies in process of being integrated into agency plans	- Strategies fully integrated into agency plans



Law Enforcement Pillar	Key/Priority Actions	Responsible National Agency	Milestones			
			By 30 Apr 2015	By 31 October 2015	By 30 April 2016	By 31 October 2016
	D.3 Improve international cooperation & collaboration to combat illegal ivory trade & trafficking	EWCA/ international partners	<ul style="list-style-type: none"> - Horn of Africa Wildlife Enforcement Network (HA-WEN) development supported and participated in at least 1 meeting. - Reports as per international obligations: CITES, MIKE, etc. submitted in a timely fashion - At least one discussion held with relevant law enforcement agencies from neighbouring countries for joint planning and tactical operations with them against wildlife crime. 	<ul style="list-style-type: none"> - Cross border and regional cooperation agreements signed with Trans boundary PAs in South Sudan, Kenya etc) and Governments. - At least one joint cross border meeting conducted for sharing information and experience (Somaliland). - Current state of those identified critical land and air ivory trafficking routes and 'high risk flights assessed. - Reports as per international obligations: CITES, MIKE, etc. submitted in a timely fashion 	<ul style="list-style-type: none"> - Reports as per international obligations: CITES, MIKE, etc. submitted in a timely fashion - HA-WEN meetings attended 	<ul style="list-style-type: none"> - Reports as per international obligations: CITES, MIKE, etc. submitted in a timely fashion



Law Enforcement Pillar	Key/Priority Actions	Responsible National Agency	Milestones			
			By 30 Apr 2015	By 31 October 2015	By 30 April 2016	By 31 October 2016
E. LAW ENFORCEMENT OPERATIONS	E.1 Reduce illegal domestic sales and domestic involvement in ivory trade	EWCA/ police/ security/	<ul style="list-style-type: none"> - Trace origin of the ivory used for the trade to enable action to be taken at source before it reaches market. - Two covert operations conducted targeting illegal sale of ivory. 	<ul style="list-style-type: none"> - Current state of local ivory markets and routes assessed. - At least four covert operations undertaken. 		
	E.2 Site-based law enforcement efforts strengthened with an initial focus on Babile E.S, Gambella, Mago and Omo NPs populations.	EWCA/regional police/ prosecutors/ judiciaries/	<ul style="list-style-type: none"> - LE system in Omo and Mago National parks reviewed and key barriers to effectiveness addressed. 	<ul style="list-style-type: none"> - Personnel security training provided to 15 PA staff in Omo and Mago NP. - 40 sets of scout equipment provided to Omo and Mago NPs. - Additional 4000 man-days of patrolling in Omo/Mago NPs conducted. - Funding proposals to support improved field law enforcement prepared 	<ul style="list-style-type: none"> - Settlement in corridor between Ethiopia and Eritrea reduced, in Kafto Shiraro National Park - Local security taskforce set up around 3 Pas. 	



5. Indicators to monitor impacts of the priority actions

Law Enforcement Pillar	Proposed indicator(s)	Base line data	Means of verification
A. LEGISLATION	<ul style="list-style-type: none"> ▪ Amendment of wildlife act, with scale of new penalty framework. 	<ul style="list-style-type: none"> ▪ Current penalties in the existing wildlife legislation. 	<ul style="list-style-type: none"> ▪ Wildlife act in official publications
	<ul style="list-style-type: none"> ▪ Federal and regional wildlife provisions on wildlife crime are harmonized 	<ul style="list-style-type: none"> ▪ Not known: X regional authorities have no wildlife - legislation and y incidents of discrepancies between federal and regional legislation. 	<ul style="list-style-type: none"> ▪ Federal and regional legislation
B. PROSECUTION	<ul style="list-style-type: none"> ▪ Status of prosecution rates, 	<ul style="list-style-type: none"> ▪ Good at federal level and weak at regional states level. 	<ul style="list-style-type: none"> ▪ Improved prosecution rates.
	<ul style="list-style-type: none"> ▪ Status of detection of contraband in ivory 	<ul style="list-style-type: none"> ▪ Gaps realized both at BIA and at border custom checking points 	<ul style="list-style-type: none"> ▪ Detection improved at BIA and at border custom checking points, via enhancing the enforcement capacity of officers through training and use of new techniques.
C. INTELLIGENCE AND INVESTIGATIONS	<ul style="list-style-type: none"> ▪ Intelligence networks established up to site levels. 	<ul style="list-style-type: none"> ▪ None at this moment. 	<ul style="list-style-type: none"> ▪ At least intelligence network operational at three key sites by 30 April 2016.
	<ul style="list-style-type: none"> ▪ Mechanism in place to improve system for handling, transport and storing ivory. 	<ul style="list-style-type: none"> ▪ No formal mechanism currently. 	<ul style="list-style-type: none"> ▪ SOPs in place by 31 October 2016.
	<ul style="list-style-type: none"> ▪ Forensic evidence to prosecution. 	<ul style="list-style-type: none"> ▪ Not use forensic for prosecution and detection of origin. 	<ul style="list-style-type: none"> ▪ Start to use forensic evidence for prosecution and to know origin of large seizures by 31 October 2015.
	<ul style="list-style-type: none"> ▪ Wildlife crime intelligence and 	<ul style="list-style-type: none"> ▪ No formal wildlife intelligence and 	<ul style="list-style-type: none"> ▪ Formal wildlife intelligence and



	investigation procedures.	investigation procedures currently.	investigation procedures in place by 31 October 2016.
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Law Enforcement Pillar	Proposed indicator(s)	Base line data	Means of verification
D. NATIONAL and INTERNATIONAL COOPERATION TO COMBAT WILDLIFE CRIME	▪ Status of National cooperation.	▪ National cooperation with federal police is good, but weak with defence force and regional police, prosecutors, and judiciaries.	▪ National cooperation with all law enforcement agencies improved at least at site levels and selected illegal trade spot areas by 31 October 2015.
	▪ National strategy to enhance inter-agency collaboration.	▪ No National Task Force that specifically deal with wildlife crime at this moment.	▪ Active National Task Force in place by 31 October 2015.
	▪ Set up cross boarder collaboration with two neighbouring countries.	▪ Cross boarder collaboration restricted with Kenya.	▪ Extend Cross boarder collaboration to South Sudan and Somalia.
	▪ Comply to international obligations	▪ Comply with international obligations, but not well-timed usually.	▪ Timely Comply with international obligations
E. LAW ENFORCEMENT OPERATIONS	▪ Status of illegal domestic sales in ivory.	▪ No open domestic market, but there are some hidden domestic sales.	▪ Any domestic sales in ivory eliminated at least from hot spots by 31 October 2015.
	▪ Status of site-based law enforcement effort	▪ Weak site-based law enforcement effort	▪ Strengthened site-based law enforcement effort at least at four sites by 31 October 2015.

The end