

CONVENTION ON INTERNATIONAL TRADE IN ENDANGERED SPECIES
OF WILD FAUNA AND FLORA



Sixty-fifth meeting of the Standing Committee
Geneva (Switzerland), 7-11 July 2014

Interpretation and implementation of the Convention

Species trade and conservation

Elephants

ELEPHANT CONSERVATION, ILLEGAL KILLING AND IVORY TRADE

1. This document has been prepared by the Secretariat.
2. At its 16th meeting (CoP16, Bangkok, 2013) the Conference of the Parties adopted Decision 14.78 (Rev. CoP16) on *Elephant conservation (Elephantidae spp.) and Decisions 16.78 to 16.83 on Monitoring of illegal trade in ivory and other elephant specimens (Elephantidae spp.)* as follows:

Directed to the Secretariat

14.78 (Rev. CoP16)

In preparation for the 65th and 66th meetings of the Standing Committee, pending the necessary external funding, the Secretariat shall:

- a) *produce an updated analysis of MIKE data, pending the availability of adequate new MIKE data;*
- b) *invite TRAFFIC to submit an updated analysis of ETIS data and UNEP-WCMC to provide an overview of the latest elephant trade data;*
- c) *invite the IUCN/SSC African and Asian Elephant Specialist Groups to submit any new and relevant information on the conservation status of elephants, and on pertinent conservation actions and management strategies; and*
- d) *invite the African elephant range States to provide information on progress made in the implementation of the African elephant action plan.*

On the basis of the information specified above, the Secretariat shall recommend actions for consideration by the Standing Committee.

Directed to the Secretariat

16.78 *The Secretariat shall, subject to external funding:*

- a) *convene a CITES Ivory Enforcement Task Force, consisting of representatives from China (including Hong Kong SAR), Kenya, Malaysia, the Philippines, South Africa, Thailand, Uganda, the United Republic of Tanzania and Viet Nam, in cooperation with partner organizations in the International Consortium on Combating Wildlife Crime (ICWC) and, as appropriate, other Parties and experts, to:*
 - i) *review existing strategies and develop new strategies to combat illegal trade in ivory; and*

- ii) *propose measures to African and Asian enforcement authorities to promote long-term collaboration between them, for example through exchange programmes or the secondment of law enforcement officers from destination or transit countries to source countries and vice versa;*
- b) *examine and advise about existing DNA-based and forensic identification techniques for sourcing and ageing ivory, identify relevant forensic facilities and research institutions, and consider the need for further research in these areas;*
- c) *convene a workshop for Parties on the use of controlled deliveries, in collaboration with ICCWC partner organizations, with the aim of expanding the application of this investigation technique, particularly in Africa and Asia; and*
- d) *develop, in cooperation with the World Bank and other ICCWC partners, an anti-money-laundering and asset recovery manual with a specific focus on wildlife crime, that can be used for the training of investigators, prosecutors and judges.*

The Secretariat shall report on progress on the implementation of the present Decision at the 65th and 66th meetings of the Standing Committee, with recommendations as necessary.

16.79 *The Secretariat shall, subject to external funding:*

- a) *contact each Party identified in document CoP16 Doc. 53.2.2 (Rev. 1) (ETIS report of TRAFFIC) as being of 'secondary concern' (Cameroon, the Congo, the Democratic Republic of the Congo, Egypt, Ethiopia, Gabon, Mozambique and Nigeria) to seek clarification on their implementation of CITES provisions concerning control of trade in elephant ivory and ivory markets;*
- b) *based on its findings and in consultation with the Parties of 'secondary concern', develop country-specific actions and deadlines focused on ensuring significant progress by the 65th meeting of the Standing Committee on the implementation of measures to effectively control trade in ivory and ivory markets; and*
- c) *report its findings and recommendations at the 65th and 66th meetings of the Standing Committee.*

16.80 *The Secretariat shall contact each country identified in document CoP16 Doc. 53.2.2 (Rev. 1) (ETIS report of TRAFFIC) as being of 'importance to watch' (Angola, Cambodia, Japan, the Lao People's Democratic Republic, Qatar and the United Arab Emirates) to seek clarification on their implementation of CITES and other provisions concerning control of trade in elephant ivory and ivory markets, and report its findings and recommendations at the 65th meeting of the Standing Committee.*

16.81 *The Secretary-General of CITES, subject to any guidance from the Standing Committee, shall cooperate with the United Nations Office on Drugs and Crime regarding:*

- a) *the levels of illegal killing of elephants in Africa and the related illegal trade in elephant ivory; and*
- b) *the national security implications for certain countries in Africa of this illegal killing and trade.*

Directed to the Standing Committee

16.82 *The Standing Committee shall review the report and recommendations of the Secretariat concerning the implementation of Decisions 16.78-16.81 and Decision 16.83 at its 65th and 66th meetings, and determine whether any further actions are necessary.*

Directed to the Parties

16.83 *Parties involved in large scale ivory seizures (i.e. 500 kg or more) should collect samples from the ivory seized within 90 days of the seizure and, if possible, from all large seizures from the past 24 months. They should submit the samples for analysis to begin immediately to appropriate forensic-analysis facilities capable of reliably determining the origin of the ivory samples, with the aim of addressing the entire crime chain.*

3. In Resolution Conf. 10.10 (Rev. CoP16) on *Trade in elephant specimens*, in the section “Regarding trade in elephant specimens”, the Conference of the Parties:

URGES those Parties in whose jurisdiction there is an ivory carving industry, a legal domestic trade in ivory, an unregulated market for or illegal trade in ivory, or where ivory stockpiles exist, and Parties that may be designated as ivory importing countries, to ensure that they have put in place comprehensive internal legislative, regulatory, enforcement and other measures to:

...

- e) *maintain an inventory of government-held stockpiles of ivory and, where possible, of significant privately held stockpiles of ivory within their territory, and inform the Secretariat of the level of this stock each year before 28 February, indicating: the number of pieces and their weight per type of ivory (raw or worked); for relevant pieces, and if marked, their markings in accordance with the provisions of this Resolution; the source of the ivory; and the reasons for any significant changes in the stockpile compared to the preceding year; ...*

and

DIRECTS the Secretariat to report at each regular meeting of the Standing Committee on any apparent problems in the implementation of this Resolution or in the control of trade in elephant specimens, and to assist the Standing Committee in its reporting to the Conference of the Parties.

Implementation of Decision 14.78 (Rev. CoP16)

4. In compliance with Decision 14.78 (Rev. CoP16) and in preparation for the present meeting, the Secretariat produced an updated analysis of MIKE data. It invited African elephant range States, TRAFFIC, the UNEP World Conservation Monitoring Centre (UNEP-WCMC), and the African and Asian Elephant Specialist Groups of the IUCN Species Survival Commission to submit the analysis and information that are referred to in paragraphs b) to d) of the Decision. These were integrated into a single report, which is presented in Annex 1 to the present document. It presents an up-to-date overview of the status of elephants, the implementation of the African elephant action plan, the illegal killing of elephants and the trade in elephant specimens.

Implementation of Decision 16.78, paragraph a)

5. In accordance with the recommendations on national ivory action plans adopted at the 64th meeting of the Standing Committee (SC64, Bangkok, 2013), China, Kenya, Malaysia, the Philippines, Thailand, Uganda, the United Republic of Tanzania and Viet Nam were requested to develop national ivory action plans, with time frames and milestones and to take urgent measures to implement these plans between SC64 and the present meeting (SC65)¹. The Secretariat reports in detail on the implementation of these national ivory action plans in document SC65 Doc. 42.2 on *National ivory action plans*.
6. In light of the activities that were to be conducted by the countries listed in paragraph 5 above, the Secretariat concluded that it would be appropriate to convene a CITES Ivory Enforcement Task Force between SC65 and the 66th meeting of the Standing Committee (SC66, 2015). This timing will enable the Task Force to take into consideration the results of the implementation of the national ivory action plans, and any best practices and challenges identified during this process.
7. The implementation of Decision 16.78, paragraph a), is subject to external funding, and Parties are invited to contribute finances to enable the Secretariat to implement this Decision. The Secretariat will report any progress at SC66.

¹ <http://cites.org/sites/default/files/eng/com/sc/64/E-SC64-02.pdf>

Implementation of Decision 16.78, paragraph b)

8. The United Nations Office on Drugs and Crime (UNODC), on behalf of the International Consortium on Combating Wildlife Crime (ICWC)², is leading the development of a manual on “Guidelines for forensic methods and procedures of ivory sampling and analysis”³. Law enforcement officers responsible for the investigation of cases involving large-scale ivory seizures are often confronted with the challenge of identifying the most appropriate way to collect and submit specimens to appropriate facilities for forensic analysis. This manual is being developed as a practical guide that shows best practices and logistical procedures. It is intended for worldwide application, to facilitate the use of wildlife forensics to the fullest extent possible to combat wildlife crime, and in particular illegal ivory trade. It includes detailed protocols on methods of ivory sampling and analysis, which can be applied by law enforcement officers and by laboratories with appropriate facilities. At the time of writing (May 2014), the guidelines were in an advanced stage of development, and the Secretariat will provide an oral update at the present meeting.

Implementation of Decision 16.78, paragraph c)

9. Investigations often do not extend beyond the point of detection or seizure. For this reason the increased use of controlled deliveries could have a significant impact on the activities of organized crime groups, as it targets the entire crime chain and facilitates law enforcement action beyond the point of detection or seizure. This will not only be of benefit in the context of elephants, but also for combating other wildlife crimes more effectively.
10. At the time of writing, both INTERPOL and the World Customs Organization (WCO), in close consultation with each other, were developing projects to enhance the use of controlled deliveries to combat wildlife crime. INTERPOL is developing a 28-month long project, co-funded by ICCWC, which will include training on the application of controlled deliveries and other tracking methods, followed by potential domestic, regional and international operations using these methods.
11. WCO is currently developing a multi-year programme that is seeking to build the capacity of Customs officials in responding to wildlife crime. The CITES Secretariat has secured funding from the United Kingdom of Great Britain and Northern Ireland for the implementation of Decision 16.78, paragraph c). Following discussions amongst ICCWC partners, it was agreed that it would be more beneficial to incorporate a controlled delivery component in the capacity-building programme that is being developed by WCO, rather than organizing a single workshop on controlled deliveries. The funding that was made available to the Secretariat, will enable the development of such a component. Countries in Africa and Asia that have the legal framework to conduct controlled deliveries with wildlife specimens will be identified, training workshops will be provided and an international law enforcement operation using controlled delivery techniques will be carried out, as part of the broader WCO programme.
12. The INTERPOL project and WCO programme will complement each other, and the Secretariat will further report on this matter at SC66.

Implementation of Decision 16.78, paragraph d)

13. The Secretariat is currently in discussion with the World Bank regarding the development of an e-learning module on wildlife crime and anti-money-laundering. From deliberations between the Secretariat, the World Bank and other ICCWC partners, it became evident that an e-learning module would be a more beneficial output than the manual foreseen in Decision 16.78, paragraph d). Such an e-learning module would not only be of benefit in the context of elephants, but also for combating wildlife crime involving other species. The Secretariat would like to thank the United Kingdom and the European Commission for the generous funding provided for the implementation of this Decision.
14. On 25 March 2014, the Secretariat participated in a meeting on “Following the money from wildlife crime”, hosted by the International Sustainability Unit of the Prince of Wales Charitable Foundation in London. The meeting brought together approximately 30 participants representing a broad range of expertise from the financial sector, law enforcement and wildlife conservation, to discuss how banks and others might use existing tools to “follow the money” from the illegal wildlife trade. Participants welcomed the opportunity to meet with such a diverse group, and welcomed the convening of an Experts Group that could continue to

² <http://www.cites.org/eng/prog/ICCWC.php>

³ <http://www.unodc.org/unodc/en/press/releases/2013/November/unodc-hosted-meeting-strengthens-measures-to-protect-elephants-killed-for-illegal-ivory-trade.html>

work together after the meeting. The Secretariat will continue its engagement in this field, and will participate in the activities of the Experts Group.

15. The Secretariat will report again on these matters at SC66.

Implementation of Decision 16.79

16. Pursuant to the implementation of Decision 16.79, paragraph a), the Secretariat sent letters to Cameroon, Congo, the Democratic Republic of the Congo, Egypt, Ethiopia, Gabon, Mozambique and Nigeria, in October 2013. The Secretariat reminded these Parties of the provisions of Decisions 16.79 and 16.83, and the relevant provisions of Resolution Conf. 10.10 (Rev. CoP16) on *Trade in elephant specimens*. It requested these Parties to provide detailed reports, by 30 November 2013, on their implementation of CITES provisions concerning control of trade in elephant ivory and national ivory markets, as contained in the Resolution, and information on any measures that might have been implemented in compliance with Decision 16.83, to assist the Secretariat with the implementation of Decision 16.79 paragraph b). Responses to these letters were received from the Democratic Republic of the Congo, Egypt and Gabon.
17. The response from the Democratic Republic of the Congo contained limited information on the implementation of CITES provisions concerning control of trade in elephant ivory and national ivory markets. Gabon responded by welcoming the opportunity to work with the Secretariat on the implementation of Decision 16.79, paragraph b).
18. The most comprehensive response was from Egypt, which provided a report, including annexes of a brochure and a list of ivory confiscations in 2012 and 2013. The report and the brochure are attached to the present document as Annexes 2 and 3, in the language in which they were received. The list of ivory confiscations provided by Egypt is shown below:

Egypt: List of ivory confiscations in 2012 and 2013

S #	Date	Description of the elephant Ivory	Total Weight	Smuggler's nationality	Airline	Coming from	Place of Confiscation
1	05 / 07 / 2012	Pieces of both raw & worked	24 kg	Sudanese	France airways	France	Cairo airport
2	24 / 11 / 2012	4 pieces (raw)	20 kg	Egyptian	Egypt air	South Sudan	Cairo airport
3	01 / 12 / 2012	One piece (raw)	10 kg	Sudanese	Egypt air	Sudan	Cairo airport
4	28 / 02 / 2013	6 pieces (raw)	42 kg	Egyptian	Egypt air	South Sudan	Cairo airport
5	10/ 04 / 2013	Small pieces in the form of stripes, each piece weighing 2-40 g.	20 kg	Sudanese	Ship	Sudan	Aswan Harbor / Upper Egypt
6	29 / 05 / 2013	Pieces of worked ivory	17 kg	Egyptian	Egypt air	Nigeria	Cairo airport
7	29 / 05 / 2013	Pieces of raw ivory	11 kg	Nigerian	Egypt air	Nigeria	Cairo airport
8	26 / 06 / 2013	Pieces of raw ivory	22 kg	Egyptian	Egypt air	Uganda	Cairo airport
9	04 / 09 / 2013	One piece of worked Ivory tip fixed on a wooden base via an inserted wooden stalk	341 g.	Sudanese	Ship	Sudan	Aswan Harbor / Upper Egypt)

19. The Secretariat would like to thank Egypt for its report. It was encouraging to note that a number of activities are reportedly implemented at national level to combat illegal ivory trade. The 2012-2013 seizure data suggest that enforcement efforts in Egypt may be limited to two major points of entry and exit. The Secretariat encourages Egypt to also increasingly target illegal ivory trade within the country, and other points of entry and exit, as appropriate, as part of its enforcement efforts.
20. As a result of the lack of response from Parties (other than Egypt) identified in document CoP16 Doc. 53.2.2 (Rev. 1) (ETIS report of TRAFFIC) as being of 'secondary concern', there is limited information available on whether any meaningful action is being taken by these Parties to implement CITES provisions concerning control of trade in elephant ivory and ivory markets.
21. Parties of 'secondary concern' appear to continue to play an important role in the illegal ivory trade chain, as may be illustrated by the following examples.
 - i) On 4 July 2013, Customs authorities in Huangpu, China, seized 4464 kg of ivory and 7.57 kg of rhinoceros horn. On 6 August 2013, Customs authorities in Hong Kong, China, seized an illegal shipment of 2229.7 kg of ivory, 13 rhinoceros horns (37.22 kg) and five pieces of leopard skin. The illegal shipments were declared as being from Mozambique, but further investigation revealed that both were shipped from a company in Nigeria. The Secretariat and the Management Authority of China shared details about these cases with INTERPOL in support of follow-up investigations, and the Secretariat also wrote to the CITES Management Authority of Nigeria, encouraging it to initiate follow-up investigations.
 - ii) Information provided by INTERPOL in February 2014 indicated that passengers arriving from 22 African cities pass in transit through Bole International Airport, Addis Ababa, Ethiopia. INTERPOL also reported that flights destined to 16 Asian cities depart from Bole International Airport, and that more than 85 percent of transit passengers who were caught with illegal ivory at that airport were Chinese nationals. INTERPOL further reported that the Ambassador of China in Ethiopia, as a result, sent personal letters to the Chief Executive Officers of Chinese companies doing business in Ethiopia, to raise awareness among the employees of these companies about illegal ivory trade, and advising them that any passengers caught with illegal ivory risked prosecution. INTERPOL indicated that the number of Chinese nationals departing Ethiopia, who were caught with illegal ivory in their possession, declined significantly after the letter was sent, and that it had a very positive effect.
 - iii) The deliberations of the United Nations Security Council on the issue of illegal killing of elephants and the related illegal trade in elephant ivory are relevant to some of the countries of 'secondary concern'. The Secretariat reports in more detail on this in document SC65 Doc. 27.1 on *Enforcement matters*. In the section of Annex 1 to the present document prepared by the IUCN/SSC African Elephant Specialist Group, it is indicated that, in the subregion of Central Africa, Congo, the Democratic Republic of the Congo and Gabon hold the majority of the known elephants, and that declines have been observed in a number of Protected Areas in Central Africa, in particular Bayang-Mbo Wildlife Sanctuary in Cameroon, and Odzala Kokoua National Park in Congo.
22. In light of the above, the Secretariat believes that it remains vital for Parties of 'secondary concern' to implement country-specific actions to combat illegal ivory trade. At the time of writing, the Secretariat was working to secure the services of consultants to work with the Secretariat and the Parties concerned to ensure the successful initiation and implementation of Decision 16.79, paragraph b). The Secretariat is pleased to inform the Committee that funding for this purpose has been made available by the European Union. The Secretariat will report orally on progress at the present meeting, and will report further at SC66.

Implementation of Decision 16.80

23. Pursuant to Decision 16.80, the Secretariat sent letters to Angola, Cambodia, Japan, the Lao People's Democratic Republic, Qatar and the United Arab Emirates, in late February 2014. In these letters, the Secretariat reminded the Parties of the provisions of Decisions 16.80 and 16.83, and of the relevant provisions of Resolution Conf. 10.10 (Rev. CoP16). To facilitate its reporting at the present meeting, the Secretariat requested these Parties to provide it with detailed reports by 30 April 2014, on the implementation of CITES provisions concerning control of trade in elephant ivory and national ivory markets, and information on any measures that might have been implemented in compliance with Decision 16.83. In response, the Secretariat received replies from Qatar and the United Arab Emirates.

24. Qatar stated that it had not seized any ivory during 2013, and that it had no ivory stockpiles, no ivory carving industry, and no domestic ivory market. It further emphasized that its CITES Management Authority implements CITES provisions concerning trade in CITES-listed species strictly, in particular as they relate to ivory.
25. The United Arab Emirates indicated that it would appreciate receiving information about the forensic analysis of seized ivory, which the Secretariat subsequently provided. However, the United Arab Emirates did not provide information on the implementation of CITES provisions concerning its control of trade in elephant ivory and national ivory markets.
26. With regard to Cambodia, the following seizures made in the country came to the attention of the Secretariat:
 - i) 10 ivory pieces and 125 ivory bracelets allegedly originating from Angola, seized in two separate incidents on 20 June 2013;
 - ii) 282 ivory bracelets and 174 ivory chopsticks of unknown origin seized on 1 July 2013; and
 - iii) Six rhinoceros horns, allegedly originating from Mozambique, seized on 7 May 2013, and a further three rhinoceros horns, allegedly originating from Uganda, seized on 5 July 2013.
27. These seizures indicate that enforcement action is being taken in Cambodia to combat illegal wildlife trade, but it is noted that the seizures were all made in a two-month period between 7 May and 5 July 2013. As Cambodia did not respond to the letter of the Secretariat, it is unknown whether more seizures were made, and whether Cambodia might be targeted by organized crime groups as a transit point for illegal elephant ivory and rhinoceros horns from Africa.
28. The ivory seized in Cambodia on 20 June 2013 allegedly originated in Angola (see paragraph 26). Information provided to the Secretariat by INTERPOL in February 2014 indicates that, during the previous three years, Angola was the departure country for the largest number of passengers caught with illegal ivory that transited Bole International Airport, Addis Ababa. It was reported by INTERPOL that most of the illegal ivory items originating in Angola consisted of worked ivory, which suggests that an active ivory carving industry may be operating in the country. The Secretariat is pleased to report that Angola became a Party to CITES on 31 December 2013 and has formally requested ICCWC to implement the *ICCWC Wildlife and Forest Crime Analytic Toolkit*⁴ in the country, and believes that this will assist the country to significantly enhance its capacity to combat wildlife crime. Arrangements for implementation were ongoing at the time of writing.
29. The Secretariat conducted a mission to the Lao People's Democratic Republic from 18 to 22 November 2013. From the findings of the mission, it was evident that national authorities face a number of challenges in implementing CITES. These relate to enforcement matters, but also to general compliance issues, such as issuance of permits, monitoring levels of trade, regulation and control of captive-breeding facilities and the making of non-detriment findings. The Secretariat will report in more detail on the Lao People's Democratic Republic at the present meeting, under agenda item 23, on *Application of Article XIII*.
30. Japan has not responded to the letter of the Secretariat referred to in paragraph 23. The Secretariat notes that TRAFFIC states, in its analysis in Annex 1, that, "In the period 2009-2011...in terms of end-use markets, Japan is absent from any further involvement in large-scale ivory seizures."
31. There has been little response to the letters that the Secretariat sent to countries of 'importance to watch'. This exercise, which was intended to provide an overview of the implementation of CITES provisions concerning control of trade in elephant ivory and national ivory markets in countries of 'importance to watch', has therefore not been particularly successful. The Secretariat had to rely largely on information from other sources for its reporting on this matter at the present meeting. The Secretariat believes that it would be important for the six Parties concerned to further advise the Secretariat on their implementation of CITES provisions concerning trade in ivory. In view of the information received about Angola and Cambodia, and the findings made during the mission to the Lao People's Democratic Republic, these three Parties may also wish to consider developing national ivory action plans, similar to those to be developed by countries of 'secondary concern', and to report on the implementation of these action plans at SC66.

⁴ http://www.cites.org/sites/default/files/common/resources/pub/ICCWC_Toolkit_v2_english.pdf

Implementation of Decision 16.81

32. The United Nations Security Council has discussed the issue of the illegal exploitation of natural resources, including poaching and illicit wildlife trade in some countries in Africa, on a number of occasions since CoP16. The Secretariat reports in more detail on this issue in document SC65 Doc. 27.1 on *Enforcement matters*.
33. The illegal trade in wildlife was given prominence during the 22nd Session of the Commission on Crime Prevention and Criminal Justice (CCPCJ), held in Vienna, Austria, from 22 to 26 April 2013. The theme for the meeting was, "The challenge posed by emerging forms of crime that have a significant impact on the environment and ways to deal with it effectively". The CITES Secretary-General was a panellist at the thematic discussion of this topic, on 23 April 2013. A key outcome of the CCPCJ was the adoption of a draft resolution on "Crime prevention and criminal justice responses to illicit trafficking in protected species of wild fauna and flora"⁵. This draft resolution was subsequently adopted by the United Nations (UN) Economic and Social Council (ECOSOC) as Resolution 2013/40 of 25 July 2013. It encourages States to treat illicit trafficking in wild fauna and flora as a serious crime when organized criminal groups are involved, and to fully utilize the UN Conventions against Transnational Organized Crime and Corruption to implement appropriate measures to prevent and combat illicit trafficking in wild fauna and flora. The UN General Assembly, in its Resolution 68/193 on the *Strengthening the United Nations crime prevention and criminal justice programme, in particular its technical cooperation capacity*⁶, of 18 December 2013, reaffirmed ECOSOC Resolution 2013/40 of 25 July 2013.
34. In September 2013, UNODC released a report entitled "Transnational Organized Crime in Eastern Africa: A Threat Assessment"⁷. The report highlights the most pressing transnational organized crime threats facing the eastern Africa region, including ivory trafficking. The Secretary-General of CITES and the Executive Director of UNODC also issued a joint press release in September 2013, emphasizing the serious nature of wildlife crime⁸.

Implementation of Decision 16.83

35. Forensic analyses of samples from seized specimens can significantly contribute to ongoing investigations, the design of appropriate law enforcement responses, and ensuring that the entire crime chain is addressed. For forensic data to be credible and admissible, relevant legislation must be complied with at all times, and appropriate methods and procedures must be used during crime-scene investigation, sample collection, shipping, analysis, interpretation of results and database maintenance. The Secretariat believes that the "Guidelines for forensic methods and procedures of ivory sampling and analysis", described in paragraph 8 above, will be a valuable tool for Parties confronted with large-scale ivory seizures.
36. Decision 16.40, paragraph a), on *Enforcement matters*, calls for Wildlife Incident Support Teams (WISTs), composed of enforcement staff or relevant experts, to be dispatched at the request of countries that are affected by significant poaching of CITES specimens, or that have made large-scale seizures of such specimens, to assist, guide and facilitate appropriate follow-up actions in the immediate aftermath of an incident⁹. In July 2013, Sri Lanka requested assistance from ICCWC, which subsequently deployed its first WIST, led by INTERPOL, to collect DNA samples from a large-scale ivory seizure. INTERPOL also deployed a number of other wildlife-related incident support teams and, in February 2014, released a report entitled '*Elephant Poaching and Ivory Trafficking in East Africa – Assessment for an effective law enforcement response*'. The executive summary of the report, encouraging east African elephant range States to request the deployment of a WIST when appropriate, is available on the INTERPOL website¹⁰.
37. Pursuant to and in support of the implementation of Decision 16.83, ICCWC collaborated with the Center for Conservation Biology at the University of Washington, United States, to arrange the conduct of DNA analyses of samples from large-scale ivory seizures. Through this collaboration, DNA analyses have been, and continue to be, done on ivory samples from a range of seizures, including: a seizure made in Hong

⁵ http://www.cites.org/eng/news/sundry/2013/20130502_ccpcj_resolution.php

⁶ http://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/68/193

⁷ http://www.unodc.org/documents/data-and-analysis/Studies/TOC_East_Africa_2013.pdf

⁸ http://www.cites.org/eng/news/sg/2013/20130927_wildlife_crime.php

⁹ <http://www.cites.org/eng/dec/valid16/192>

¹⁰ <http://www.interpol.int/News-and-media/News/2014/N2014-029>

Kong, China, in 2013, after the ivory transited through Togo; tusks seized in Malawi in June 2013; tusks in the Philippine ivory stockpile that was later destroyed; ivory that transited through Kampala, Uganda, and Mombasa, Kenya, before it was seized by authorities in Sri Lanka; a seizure made in Togo in 2013; and ivory seized in the Port of Colombo, Sri Lanka, in 2012¹¹. Samples from the Sri Lanka seizure were also submitted to the Federal Agency for Nature Conservation, Germany, for isotopic analysis.

38. The analysis of samples collected from ivory seizures made in Hong Kong, China, Malawi and Sri Lanka, were finalized at the time of writing, and provided valuable information on its origins. The results were shared with the Parties that submitted the samples, for further action to be taken. Identifying the regions where ivory in large-scale ivory seizures originated, as well as its age, can be vital for the design of efficient law-enforcement responses, and could contribute to the targeted deployment of resources in the areas in elephant range States where the most significant poaching activities occur. Forensic analyses can assist authorities to link seized wildlife specimens to crime scenes and suspects, facilitating their identification, arrest and successful prosecution, and can significantly contribute to an improved understanding of the international illegal trade in ivory.
39. The Secretariat suggests that Parties be encouraged to use the forensic analysis results from samples they have submitted in particular for the following:
 - i) in support of ongoing investigations by national authorities. The investigator could for example contact authorities in the country of origin, providing them with details of suspects, if any. If there were markings on the ivory, this information should also be shared. This could assist to determine whether suspects, if any, in the seizing country, were known or wanted for involvement in similar or other crimes in the country of origin. If any information about links that the suspects might have in countries of origin were available, that information could be shared with relevant authorities for further follow up investigations to be conducted, possibly addressing the entire crime chain. The Secretariat recommends that Parties do this by engaging with their INTERPOL National Central Bureau (NCB);
 - ii) to share with law enforcement authorities within the country of seizure, encouraging them to enhance enforcement actions to combat illegal ivory trade at ports of entry associated with the identified country of origin;
 - iii) as a basis for initiating discussions with the country of origin, to implement measures to enhance cross-border cooperation to combat illegal ivory trade, and to consider the design of cross-border operations, as appropriate; and
 - iv) to share with the CITES Management Authority of the country of origin, which should be requested to draw these results to the attention of relevant authorities within the country. The results could be of value to authorities in countries of origin, by assisting them to identify priority areas that should be targeted through increased enforcement action, as appropriate.
40. The Secretariat believes that information on the origin of seized ivory, arising from forensic analysis of ivory samples, would greatly benefit and complement the analyses and reporting of MIKE and ETIS to the Standing Committee and the Conference of the Parties. It therefore encourages all Parties to share such information with the Secretariat, for use by the MIKE and ETIS programmes.
41. The Secretariat wishes to draw the attention of Parties to CITES Alert No. 40 of December 2011, which deals extensively with combating the illicit trade in ivory, and CITES Alert No. 43 of March 2012, through which Parties were requested to increase enforcement actions against the illegal trade in ivory. These Alerts were posted on the Enforcement Authorities Forum, which is in the restricted-access Forum section¹² of the CITES website. This is where the Secretariat posts Alerts, manuals, handbooks and enforcement-related messages. The restricted-access area can also be used by registered members of the Forum to post messages or seek information and assistance from their counterparts around the world.
42. While Resolution Conf. 10.10 (Rev. CoP16) and Decision 16.83 request Parties to collect ivory samples from seizures of shipments of more than 500 kg for forensic analysis, similar samples from government stockpiles would also be a valuable source of information.

¹¹ http://www.cites.org/eng/news/sundry/2013/20130725_iccwc_wist_Srilanka.php

¹² <http://cites.org/eng/user/login>

43. As not all Parties that have made large-scale ivory seizures are currently implementing Decision 16.83, the Secretariat believes that it would be beneficial for Parties affected by illegal ivory trade, as a source, transit or destination country, to develop national sampling and funding strategies, to ensure that the sample collection delivers the maximum benefit. Data from ivory of known age and origin, can be included in a reference database collection, and used to enhance the ability to accurately ascertain the age and origin of seized samples.

Resolution 10.10 (Rev. CoP16) section “Regarding trade in elephant specimens”, paragraph e)

44. On 2 December 2013, the Secretariat issued Notification to the Parties No. 2013/055 to remind Parties of the deadline set by the Conference of the Parties for submitting an inventory of ivory stocks. The Notification also contained a model inventory that could be used for this purpose. At the time of writing, the Secretariat had received ivory stock declarations in response to Resolution Conf. 10.10 (Rev. CoP16) from 10 Parties; four in Africa, three in Asia, two in Europe and one in North America.
45. The Secretariat is aware of a number of thefts of ivory, rhinoceros horn and other items from government-held stocks in recent years. For this reason, it has not included in the present document details of the information that it has received from the Parties, in order to avoid elevating potential security risks.
46. Resolution Conf. 10.10 (Rev. CoP16) directs the Secretariat, subject to available funding, to provide technical assistance to Parties to support, where requested, the security and registration of government-held ivory stockpiles. In 2012 and 2013, with support of the European Union, the Secretariat contracted TRAFFIC to implement a project in Gabon to enhance the securing of ivory stocks, and to prevent seized ivory from leaking into the illegal market. This involved, amongst other activities: development of an ivory inventory database user’s manual for the CITES Management Authority of Gabon to maintain the ivory inventory; and technical support and training to enable the Gabonese authorities to implement an effective, robust and appropriate ivory stock management system.
47. In December 2013, the Secretariat undertook a mission, externally funded, to monitor the inventorying of the ivory stock of the Government of Ethiopia. The main purpose was to review a new system devised by the non-governmental organization ‘Stop Ivory’ for establishing an ivory-stock inventory using an ‘app’ on electronic tablets and to determine whether the system met CITES requirements. The system, which was corrected during this testing phase, enables the production of an electronic inventory that stores all of the information indicated in the Secretariat’s sample model as well as photographs of all tusks. This system is being offered to Parties interested in establishing an inventory of their ivory stock.
48. Data on the size of ivory stockpiles in the custody of Parties should be useful to achieve a better understanding of the dynamics of the illegal ivory trade chain. For this reason, the Secretariat believes that such data — including data on ivory from stockpiles that have been or are to be destroyed — should be made available to the MIKE and ETIS monitoring systems for integration into their analyses under an appropriate data release policy.

Conclusions and final remarks

49. The results of the MIKE and ETIS analyses show that, following a reduction in the levels of poaching and illegal ivory trade in the 1990s, levels started to increase again in the mid-2000s, with the rate of increase peaking in 2010, with a further peak in 2011. However, the aggregated upward poaching trends in Africa appear to be levelling off and the overall levels of illegal killing of elephants in Africa appear to have stabilized, albeit at an alarmingly high level.
50. Although poaching numbers in 2013 were lower than in 2011 and 2012, more than 20,000 elephants were killed on the African continent. The poaching numbers in Africa remain at levels that are unsustainable, with mortality exceeding the natural birth rate, resulting in an ongoing decline in African elephant numbers. The frequency of surveys of wild African and Asian elephant populations remains sporadic and inconsistent, except for a few well-monitored sites. The low level of precision of most estimates makes it difficult to detect any immediate changes in elephant population numbers in the short-term, but this does not mean there are no changes. Surveys across many sites in Africa are planned for 2014 and the results should provide useful information in tracking the status of elephant populations.
51. While the results of MIKE analyses are mirrored by those of ETIS, which shows a slight levelling off in the bias-adjusted trend of trade in illegal ivory in 2012, a number of countries have yet to report their 2012 seizures. In addition, the overall weight and number of large-scale ivory seizures in 2013 exceeds that for

any previous year in the ETIS data. However, as these data have not yet been adjusted for bias, it remains to be seen whether this reflects an increase in the levels of illegal trade or if it is rather a reflection of increased levels of law enforcement, in particular in Africa. There was a clear increase in large-scale ivory seizures in Africa during 2013, in particular in the three countries that are part of the CITES National Ivory Action Plan process (Kenya, Uganda and the United Republic of Tanzania), suggesting an increase in enforcement effort following CoP16.

52. The high levels of illegal activity detected in 2013 continue to give cause for serious concern and it remains vital that Parties continue their collective efforts to keep the pressure up from the site level to the global level to reverse the devastating trends of the past decade. The strong political momentum that has been generated in recent years must translate into a deeper and sustained effort to combat these crimes, as experience shows that poaching trends can shift dramatically and quickly. Improved monitoring is also essential to allow informed decision-making. There is a need for continued and improved reporting to the MIKE and ETIS programmes, especially in Asia, as well as improved and more frequent monitoring of elephant populations, including carcass counts wherever possible.
53. Poverty and weak governance in a number of elephant range States, together with demand for illegally obtained ivory in consuming nations, are the three key factors identified by successive MIKE analyses, and in the UNODC report on "*Transnational Organized Crime in Eastern Africa: A Threat Assessment*", as being most strongly associated with observed poaching trends. The relationship between mammoth ivory import price and PIKE levels identified by the MIKE analysis is also noteworthy, as is the fact that the amount of mammoth ivory imported into China, including Hong Kong SAR, has been increasing in direct proportion to price, apparently violating the conventional law of supply and demand. There are two possible explanations for this pattern. One is that mammoth ivory is currently subject to a speculative price bubble, similar to those experienced in housing markets in several Western countries prior to the world financial crisis. The other possibility is that mammoth ivory in China, including Hong Kong SAR, is what economists term a "Veblen good" (named after American economist Thorsten Veblen). Veblen goods are usually those marketed as exclusive or which confer status to their owners, such as expensive watches, luxury cars and designer jewellery. A decline in price of a Veblen good can actually cause demand for that good to decrease, as the high prices of Veblen goods enhance their appeal to the status-conscious. While mammoth ivory prices seem to be a useful proxy measure, wholesale price data on legal domestic ivory sales would be needed to investigate whether elephant ivory follows a similar pattern. The provision of such data by Parties in whose territory legal ivory markets exist, and its integration into analyses of MIKE and ETIS data, could improve understanding of the dynamics of the ivory supply chain.

Recommendations

54. Based on the findings presented in the present document and Annex 1, the Secretariat proposes that the Standing Committee:

Arising from Decision 16.78, paragraph b)

- a) encourage all Parties to make full use of the "Guidelines for forensic methods and procedures of ivory sampling and analysis" developed by UNODC, to promote the use of forensic analysis to the fullest extent possible to combat illegal ivory trade;

Arising from Decisions 16.79 and 16.80

- b) request Cameroon, Congo, the Democratic Republic of the Congo, Egypt, Ethiopia, Gabon, Mozambique and Nigeria to:
 - i) work with the Secretariat and its consultants to finalize the development of national ivory action plans with time frames and milestones, by 30 September 2014, and to take urgent measures ensuring significant progress by SC66 on the implementation of their national ivory action plans; and
 - ii) submit a report on measures taken to implement their national ivory action plans to the Secretariat by 31 May 2015, in the format provided in the Secretariat's evaluation of the progress reports as presented in the Annex to document SC65 Doc. 42.2, so that the Secretariat can make the reports available to the Standing Committee and convey any recommendations it may have, as appropriate, at SC66;

- c) request Angola, Cambodia, Japan, the Lao People's Democratic Republic, Qatar and the United Arab Emirates to submit a report to the Secretariat on their implementation of CITES provisions concerning control of trade in elephant ivory and ivory markets, by 31 May 2015, so that the Secretariat can make the reports available to the Standing Committee and convey any recommendations it may have, as appropriate, at SC66;
- d) invite Angola, Cambodia and the Lao People's Democratic Republic to develop and implement national ivory action plans with time frames and milestones, similar to those that will be developed by countries of 'secondary concern';

Arising from Decision 16.83

- e) encourage Parties that submit ivory samples for analysis in accordance with Decision 16.83, to use the forensic analysis results as suggested in paragraphs 39 and 40 of the present document;
- f) encourage Parties to share with the Secretariat information on the origin of ivory specimens, arising from forensic analysis of ivory samples, for use by the MIKE and ETIS programmes and their reporting to the Standing Committee and the Conference of the Parties;
- g) encourage Parties affected by illegal ivory trade, as a source, transit or destination country, to develop national sampling and funding strategies aimed at promoting the collection of samples from seized ivory for forensic analysis both from large ivory seizures and from stockpiles;

Arising from Resolution 10.10 (Rev. CoP16) in the section "Regarding trade in elephant specimens", paragraph e)

- h) provide guidance to the Secretariat regarding whether the data from the ivory stock declarations may be made available to MIKE and ETIS for analysis and whether the declarations may be made more widely available and, if so, to whom and in what level of detail; and
- i) encourage all Parties in whose territory legal ivory markets exist, to provide wholesale price data on legal domestic ivory sales to the Secretariat, for integration into MIKE and ETIS analyses.

Status of elephant populations, levels of illegal killing and the trade in ivory:
a report to the CITES Standing Committee

INTRODUCTION

Decision 14.78 (Rev. CoP16) directs the Secretariat, in preparation for the 65th and 66th meetings of the Standing Committee, to produce an updated analysis of MIKE data, and to invite TRAFFIC to submit an updated analysis of ETIS data; UNEP-WCMC to provide an overview of the latest elephant trade data; the IUCN/SSC African and Asian Elephant Specialist Groups to submit new and relevant information on the conservation status of elephants, and on pertinent conservation actions and management strategies; and the African elephant range States to provide information on progress in the implementation of the African elephant action plan. This document has been prepared accordingly and is presented as an integrated piece of work to assess the status of elephants, levels of illegal killing and trade in ivory.

This is the third report prepared by the above entities for the CITES Standing Committee, with previous reports having been provided for SC61 (Geneva, August 2011) and SC62 (Geneva, July 2012). As on previous occasions, this report aims to provide an integrated and up-to-date overview of the illegal ivory supply chain. Efforts continue to enhance and further develop linkages between ETIS, MIKE, and the IUCN/SSC African and Asian Elephant Specialist Groups with a view to supporting evidence-based decision-making on elephants in the context of the Convention.

Asian elephants (*Elephas maximus*): status, threats and conservation actions

This section has been prepared by the IUCN/SSC Asian Elephant Specialist Group (AsESG).

Asian elephants occur in 13 range States in South and Southeast Asia. The current range data are available at the African and Asian Elephant Database web interface (<http://elephantdatabase.org>). All populations of Asian elephants are included in CITES Appendix I, and the global status of the species in the IUCN Red List remains as Endangered (A2c; ver 3.1; Choudhury *et al.*, 2008), while Sumatran Elephants (*E. m. sumatranus*) are listed as Critically Endangered (A2c; ver 3.1; Gopala *et al.*, 2011).

The most recent published source on the status of Asian elephants in the 13 range States remains that summarized by the AsESG in 2008 (Choudhury *et al.*, 2008) and updated for SC62 Doc 46.1 (Rev.1). However, the Asian elephant population data are now being added to the African and Asian Elephant Database (<http://elephantdatabase.org>). Since the preparation of document SC62 Doc 44.2 (Rev.1), a number of new surveys have been conducted or are underway, including in Cambodia, India, Indonesia, the Lao PDR, Myanmar, and Thailand. Several of these new surveys (Way Kambas National Park and Bukit Barisan Selatan National Park in Indonesia and Seima Protection Forest in Cambodia) represent the first repeat surveys using standardized peer-reviewed methods for these areas (all of which are MIKE sites) and will allow inferences to be made about population trend. Surveys are planned for 2014 or 2015 for a number of sites, including Xishuangbanna (China), Eastern Monduliri Plains (Cambodia), and the Nakai Plateau (Lao PDR), all of which are MIKE sites.

The pre-eminent threats to the Asian elephant remain habitat loss, degradation and fragmentation, which are driven by an expanding human population, and lead in turn to increasing conflicts between humans and elephants when elephants eat or trample crops, and injure or kill people. Hundreds of people and elephants are killed annually as a result of such conflicts. While reliable estimates of the number of Asian elephants killed illegally and the quantities of ivory and other body parts collected and traded remain hard to come by there are worrying indications that the illegal killing of Asian elephants may have increased in recent years. Indeed, the reporting of elephant carcasses and law enforcement monitoring data from Asia to the MIKE programme remains inadequate. Rates of reporting to ETIS also remain poor from both South and Southeast Asia. On the positive side, there are signs that many range States and their NGO partners are increasing their efforts to monitor the illegal killing of Asian elephants and other high-value species such as tigers (*Panthera tigris*). In addition, there are encouraging signs that isotope- and DNA-based techniques for ageing and identifying the source of ivory will be deployed more widely in Asia. If this does indeed prove to be the case, much valuable data about the dynamics of the illegal ivory supply chain may become available in the near future.

An additional threat to Asian elephants, which seems to be increasing in recent years, is the illegal international trade in live wild-caught elephants for the circus trade in China and, especially, the tourist trade in Thailand. More data on such trade, especially that from Myanmar and the Lao PDR in to Thailand and from India in to Nepal, are needed to assess its extent. In addition, given the large number of domestic working elephants in several of the Asian range States, which provide potential cover for illicit trade in elephants and elephant parts, including ivory, it would be highly desirable if standardized elephant registration systems were created and maintained by Asian elephant range States, as recommended at the IUCN-coordinated Asian Elephant Range States Meeting in 2006. It would also be desirable for relevant Parties to include in their annual reporting to CITES, along with data on any legal international trade in live elephants, a summary of the status of their domestic elephant populations, any changes in that status and the reasons for those changes. Relevant parties should be reminded that, since CoP16, Resolution Conf. 10.10 (Rev. CoP16) *RECOMMENDS that all elephant range States have in place legislative, regulatory, enforcement, or other measures to prevent illegal trade in live elephants*. It would be appropriate to evaluate the implementation of these new provisions in Asian elephant range States.

Conservation strategies and action plans

Since the preparation of document SC62 Doc 46.1 (Rev.1), the Malaysian Government completed in November 2013 a 10-year National Elephant Conservation Action Plan, working with NGO partners and the AsESG. In addition, the Government of Myanmar is about to begin work, with NGO partners, the AsESG, and other stakeholders, on an Elephant Conservation Action Plan which should be completed by the end of 2014. The AsESG is also in the process of compiling an Asian-wide Elephant Conservation Strategy, working with representatives of range States, NGOs, and other stakeholders, and with financial support from Elephant Family.

African elephants (*Loxodonta africana*): status, threats and conservation actions

This Section has been prepared by the IUCN/SSC African Elephant Specialist Group.

The IUCN/SSC African Elephant Specialist Group maintains the African Elephant Database, available online at <http://elephantdatabase.org>. In addition to the four comprehensive reports on elephant status published in 1995, 1998, 2002 and 2007, a provisional update was released in 2013. All populations of African elephant have been listed on CITES Appendix I since 1989, except for four national populations that were transferred to Appendix II (Botswana, Namibia and Zimbabwe in 1997, and South Africa in 2000). The African elephant is currently listed as Vulnerable (A2a; Ver 3.1; Blanc, 2008) in the IUCN Red List.

African elephants are assumed to have been widely distributed south of the Sahara prior to colonial times. Today, African elephants are believed to occur in 35-38 range States. Their continued presence in Senegal, Somalia, and Sudan remains uncertain. The distribution of elephants varies considerably across the four sub-Saharan regions, with small fragmented populations in West Africa and large tracts of range remaining in Southern Africa, with a mixed picture emerging in Eastern and Central Africa. While poaching and the illegal ivory trade are currently the most severe immediate threat posed to the African elephant, range and habitat loss remain a significant long-term threat to the species' survival.

Continental overview

The status and reliability of information on elephant populations varies dramatically across African elephant range. In recent years, the quality and reliability of data for Central Africa has improved, while there has been a reduction in the overall reliability of data in Southern Africa and in parts of Eastern Africa. Southern Africa continues to hold the lion's share of Africa's elephants, holding close to 55% of the known elephants on the continent. Eastern Africa holds 28% and Central Africa 16%. In West Africa, less than 2% of the continent's known elephants are spread out over the remaining 13 elephant range States. The subregional breakdown of numbers is shown in Figure 1.

Subregional summaries

In Central Africa, Congo, the Democratic Republic of Congo, and Gabon hold the majority of the subregion's known elephants. Comparable surveys have only been conducted in a few sites in Central Africa. Declines have been observed in a number of Parks in Central Africa, in particular Bayang-Mbo Wildlife Sanctuary in Cameroon, Zakouma National Park in Chad, and Odzala Kokoua National Park in Congo. A recent modelling exercise suggested that there could have been a greater than 60% decline in elephant numbers across Central Africa in the last 10 years (Maisels et al, 2013).

The majority of Eastern Africa's known elephants are in the United Republic of Tanzania and Kenya. Across the subregion, there have been a number of comparable surveys, but at an aggregated level, no statistically significant differences between estimates have been observed.

In Southern Africa, Botswana holds by far the largest population in the subregion and on the continent. Mozambique, Namibia, South Africa, Zambia and Zimbabwe still hold large elephant populations. Data is scanty in Angola and smaller populations persist in Swaziland (where elephants were reintroduced in the 1980s) and Malawi. A small number of methodologically comparable surveys were conducted in Southern Africa. While numbers appear to be increasing in Namibia and South Africa, there appear to be some declines in some of the populations in Zimbabwe and Zambia.

There are very few new surveys to report in West Africa. The largest elephant population can be found in the transboundary WAPOK complex in Benin, Burkina Faso, Niger and Togo. Only three comparable surveys were conducted in the past 5 years, and these surveys do not show any discernible change in numbers at those sites.

Many surveys are planned across the continent in 2014, in both forest and savanna sites. This information will provide vital data to support the assessment of the status of African elephants, and will assist with improving protection and management of African elephant populations at all levels.

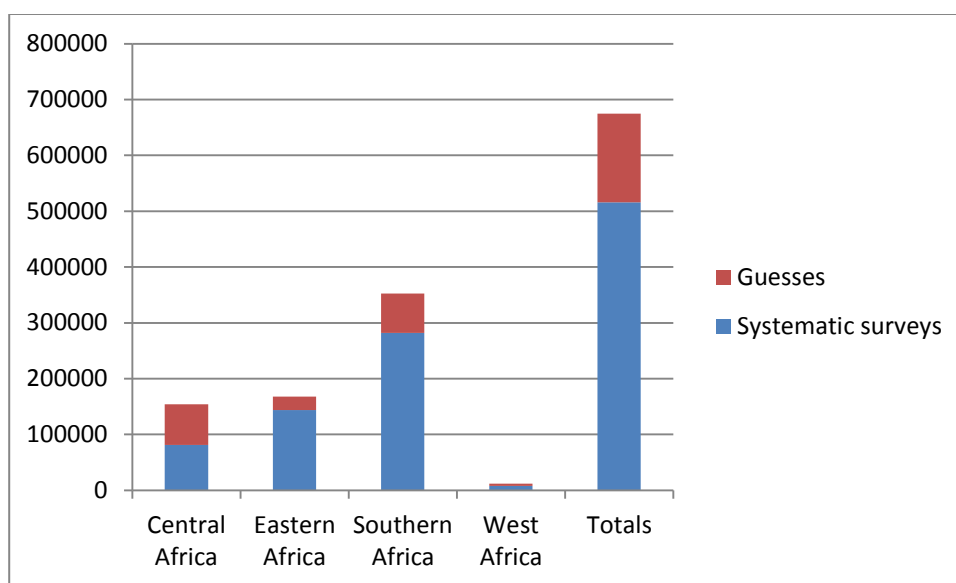


Figure 1. Subregional summary of elephant numbers (www.elephantdatabase.org)

Elephant conservation action plans and strategies

In 2010, the African Elephant Action Plan (AEAP) was adopted by a consensus of all the African elephant range States. An African Elephant Fund has been put in place to help fund the implementation of the AEAP and has given a number of grants through two funding rounds. At the subregional level, regional action plans are in place in Central, Southern, and West Africa. National action plans and strategies have been adopted by 15 countries in the last ten years. The list of strategies is presented in Table 1.

Table 1. Strategies & management plans

African Elephant Action Plan (2010)			
Central Africa	East Africa	Southern Africa	West Africa
<ul style="list-style-type: none"> • Strategy for the Conservation of Elephants in Central Africa (2005) • Cameroon (2010) 	<ul style="list-style-type: none"> • Kenya (2012) • Tanzania (2012) 	<ul style="list-style-type: none"> • Southern Africa Regional Elephant Conservation and Management Strategy (2005) • Botswana (2003) • Mozambique (2010) • Namibia (2007) • Zambia (2003) 	<ul style="list-style-type: none"> • Strategy for the Conservation of West African Elephants (2005) • Convention on Migratory Species West African Elephant Memorandum of Understanding (2005) • Benin (2005) • Burkina Faso (2003) • Cote d'Ivoire (2004) • Ghana (2000) • Guinea (2008) • Guinea-Bissau (2000) • Niger (2010) • Togo (2005)

Monitoring the Illegal Killing of Elephants

This section has been prepared by the MIKE Central Coordination Unit of the CITES Secretariat.

The CITES programme for Monitoring the Illegal Killing of Elephants, commonly known as MIKE, was established by the Conference of the Parties (CoP) at its 10th Meeting (Harare, 1997) in accordance with the provisions in Resolution Conf. 10.10 (Rev. CoP16) on *Trade in elephant specimens*. The MIKE programme is managed by the CITES Secretariat under the supervision of the CITES Standing Committee. Since implementation began in 2001, the implementation of the MIKE programme in Africa has been possible thanks to the financial support of the European Union.

MIKE aims to inform and improve decision-making on elephants by measuring trends in levels of illegal killing of elephants, identifying factors associated with those trends, and building capacity for elephant management in range States. MIKE operates in a large sample of sites spread across elephant range in 30 countries in Africa and 13 countries in Asia. There are some 60 designated MIKE sites in Africa, which together hold an estimated 30 to 40% of the continental elephant population, and 27 sites in Asia.

MIKE data is collected by law enforcement patrols and other means in designated MIKE sites. When an elephant carcass is found, site personnel try to establish the cause of death and other details. This information is recorded in standardized carcass forms, details of which are then submitted to the MIKE programme. A database of more than 13,000 carcass records has been assembled so far, providing a substantial information base for statistical analysis.

MIKE evaluates relative poaching levels based on the Proportion of Illegally Killed Elephants (PIKE), which is calculated as the number of illegally killed elephants found divided by the total number of elephant carcasses encountered by patrols or other means, aggregated by year for each site. Coupled with estimates of population size and natural mortality rates, PIKE can be used to estimate numbers of elephants killed and absolute poaching rates.

While PIKE provides a sensitive measure of poaching trends, it may be affected by a number of potential biases related to data quality, carcass detection probabilities and other factors, and hence results need to be interpreted with caution. However, the fact that the quantitative results presented below are in good agreement with quantitative information available from the Elephant Trade Information System (ETIS), as well as with qualitative information from the IUCN/SSC African elephant Specialist Group, gives confidence as to the robustness of the results.

New analyses of MIKE data were conducted in October 2013 and March 2014. Both analyses have been reviewed by the MIKE and ETIS Technical Advisory Group (TAG). Since the report submitted to SC62, data for 3,472 new carcasses found in 2012 and 2013 were received from 51 sites in Africa. Only six Southeast Asian sites have reported any carcasses for 2012 and 2013, and a data collection effort in South Asia was ongoing at the time of writing this document. As the data available for Asia is not substantially different from what was already reported in the Addendum to CoP16 Doc. 53.1 in 2013, the rest of this section deals with data from African sites only.

The data set used for analysis consist of 12,073 records of elephant carcasses found between 2002 and the end of 2013 at 53 MIKE sites in 29 range States in Africa, representing a total of 446 site-years. The data can be found in Table C1 of document SC65 Inf. 1.

Trends and levels of illegal killing

Figure 2 shows empirically derived time trends in PIKE at the continental level for reporting African MIKE sites, with 95% confidence intervals. The chart shows a steady increase in levels of illegal killing of elephants starting in 2006, with 2011 displaying the highest levels of poaching since MIKE records began in 2002. PIKE levels seem to have begun a gradual decline thereafter, reaching in 2013 similar levels to those recorded in 2010.

The decline in PIKE between 2011 and 2013 is statistically significant, with the odds in favour of a real decline being 108 to 1. However, this is merely is an overall decline across the 39 MIKE sites reporting in both 2011 and 2013. Reported PIKE actually increased in 13, or 33%, of those sites, declined in 18 sites (46%) and did not change in the remaining eight (21%). Sites where poaching levels are reported to have decreased substantially include Zakouma National Park (Chad), Nyaminyami district (Zimbabwe) and Queen Elizabeth National Park (Uganda). Conversely, the greatest increase was recorded in Dzanga Sangha (Central African Republic), which suffered a major poaching episode in May 2013.

Despite the decline since 2011, poaching levels overall remain alarmingly high, with nearly two thirds of dead elephants found in 2013 deemed to have been illegally killed. Overall, the elephant population at MIKE sites is likely to have continued to decline in 2013, as poaching rates exceed likely intrinsic population growth rates. In some areas, a decline in PIKE may be the result of a substantial decline in the elephant population, making it more difficult for poachers to find suitable targets in such areas. However, without recent and reliable elephant population estimates from such areas, it is difficult to verify the impact of poaching on such populations.

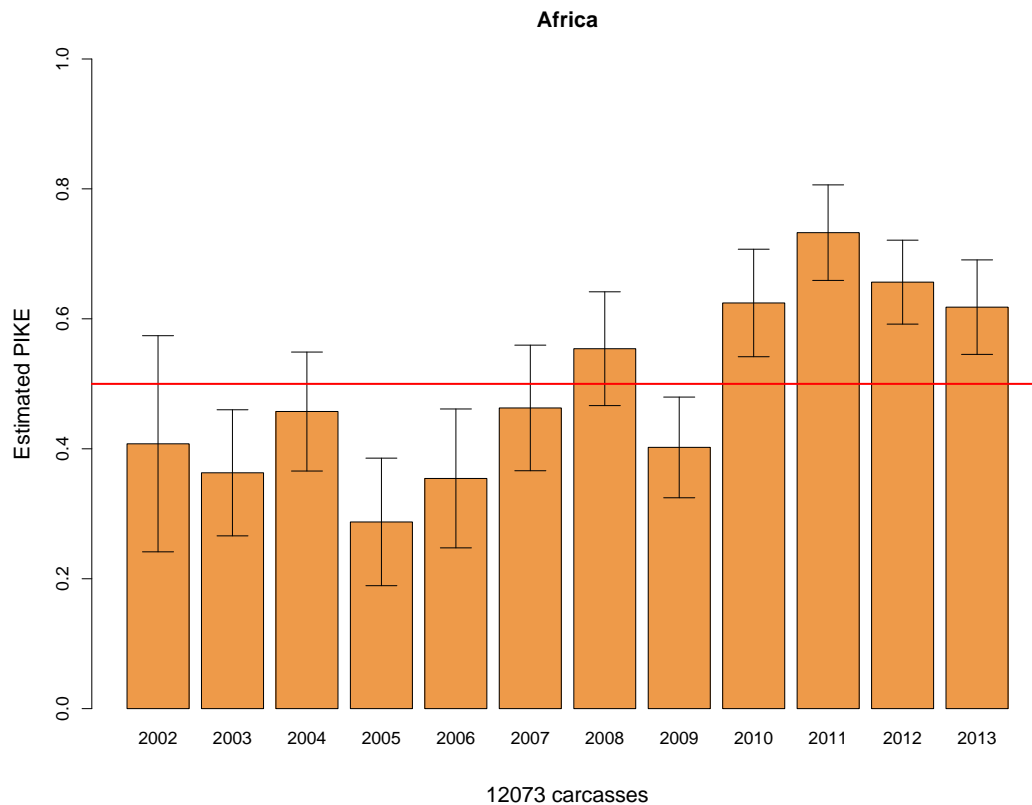


Figure 2. PIKE trends in Africa with 95 % confidence intervals. PIKE levels above the horizontal line at 0.5 (i.e. where half of dead elephants found are deemed to have been illegally killed) are likely to be unsustainable. The number of carcasses on which the chart is based is shown at the bottom of the figure.)

Differences in poaching levels between the different African subregions are evident in Figure 3, with Central Africa consistently showing the highest overall poaching levels, in contrast with Southern Africa, which has the lowest overall levels. In Eastern Africa, which has contributed the largest number of carcass records, the trend is very similar to the continental one. West Africa has the smallest elephant population and has consequently submitted the smallest number of records. As a result, there is a high degree of uncertainty around PIKE estimates in that subregion, which makes it difficult to reliably discern a trend. Nevertheless, overall higher PIKE levels are apparent in all four African subregions in the second half of the period covered by MIKE monitoring (2008-2013). While PIKE levels in 2013 were lower than in 2011 in all four subregions, they remain above the 0.5 level in all but Southern Africa. PIKE levels by site and year are shown graphically in Figure 4.

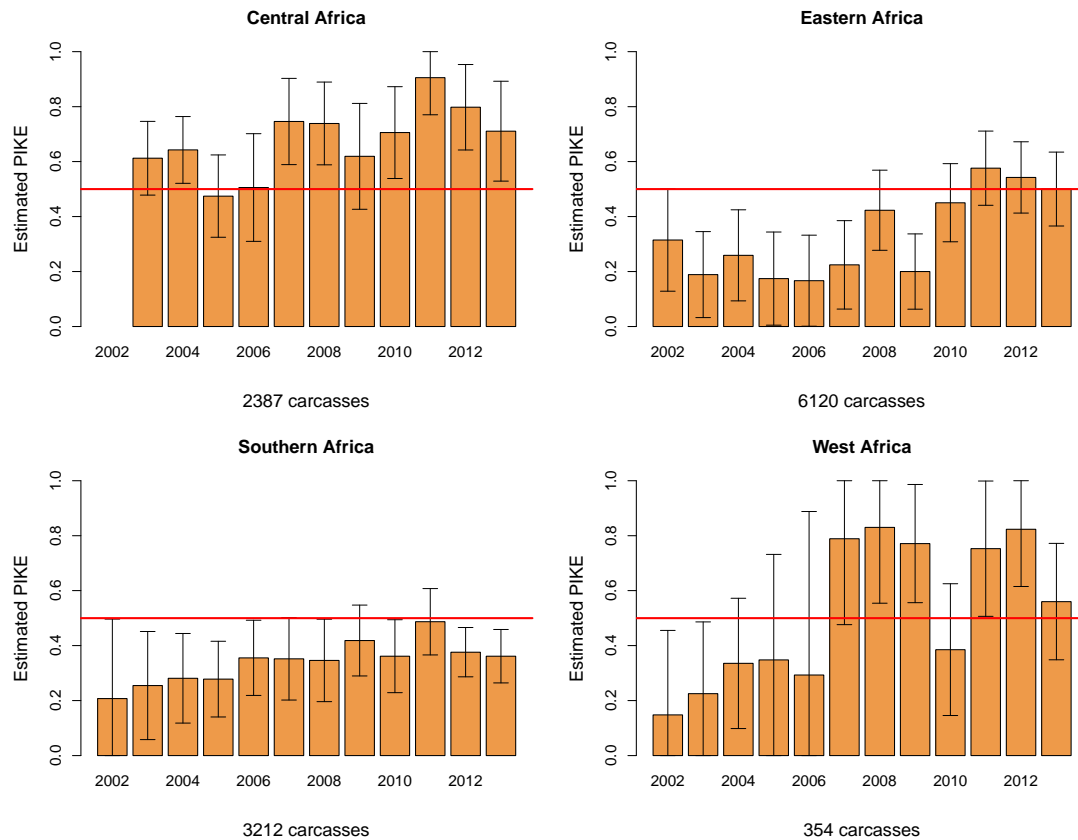


Figure 3. Subregional PIKE trends with 95 % confidence intervals. The numbers of carcasses on which the graphs are based are shown at the bottom of each graph.

Factors associated with levels of illegal killing

The MIKE programme has statistically evaluated relationships between PIKE levels and a wide range of ecological, biophysical and socio-economic factors at the site, national and global levels. Three such factors consistently emerge as strong predictors of poaching levels and trends: poverty at the site level; governance at the national level; and demand for illegal ivory at the global level.

Previous MIKE analyses have used human infant mortality rates in and around MIKE sites as a proxy for poverty. Infant mortality emerged in successive MIKE analyses as the single strongest site-level correlate of PIKE, with sites suffering from higher levels of poverty experiencing higher levels of elephant poaching. A new poverty-related variable, namely the proportion of people living in extreme poverty (defined as people living with less than USD 1.25 per day; HarvestChoice 2011) in and around MIKE sites was tested in the most recent analysis. This variable was found to be as strong a predictor of PIKE at the site level as the infant mortality rate, with higher poaching levels found in and around sites where poverty is more prevalent. While these relationships highlight a close linkage between the well being of people and that of the elephant populations with which they coexist, they do not imply that wildlife conservation areas — or indeed poaching therein — cause poverty. Rather, these relationships simply suggest that poaching is more likely to be adopted as an economic activity in areas where human livelihoods are insecure.

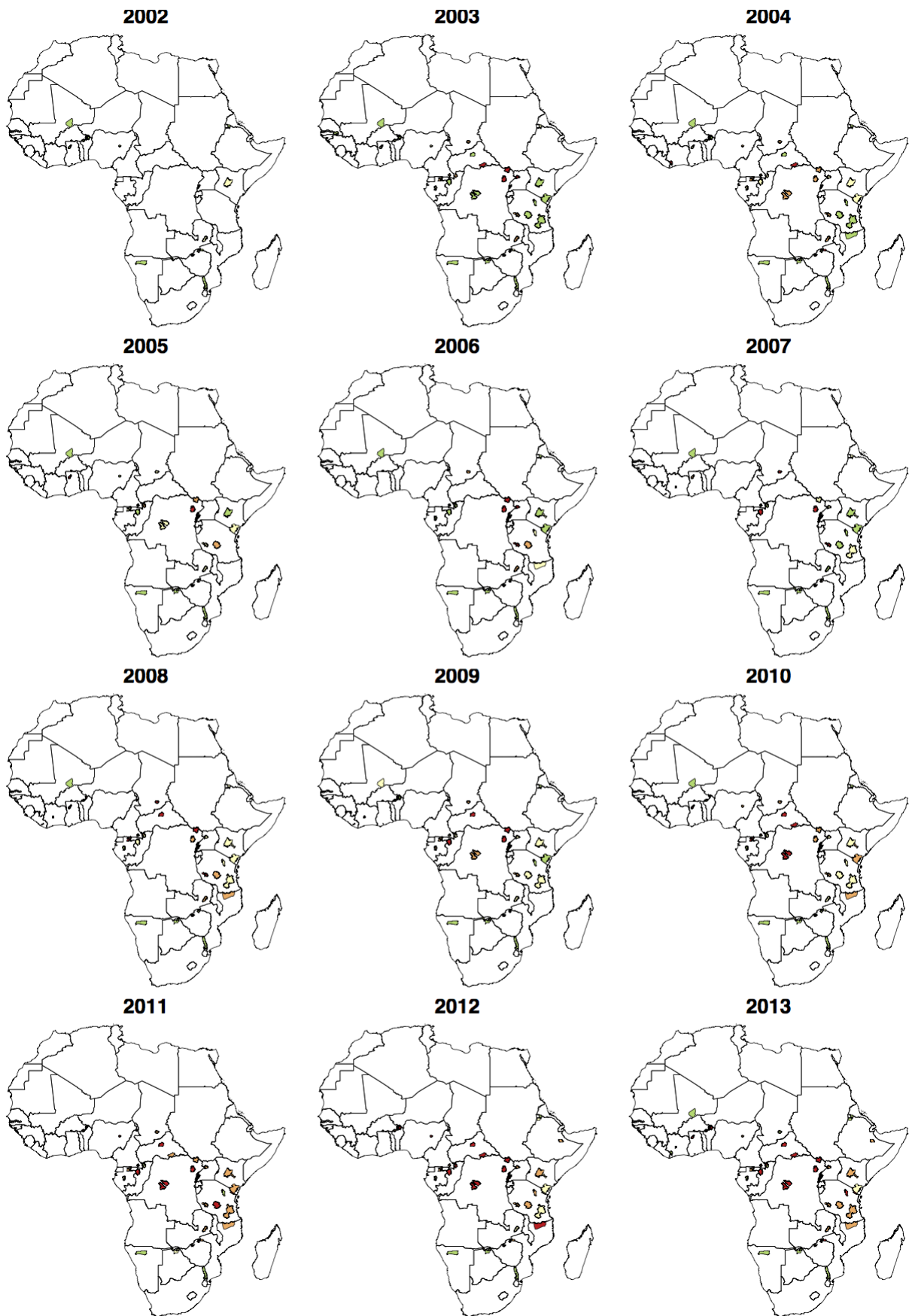


Figure 4. PIKE levels by MIKE site, 2002-2012. PIKE is coded from low (green) to high (red). Sites that did not report any carcasses in a given year are not shown, thus illustrating reporting rates.

As reported in the annex to document SC62 Doc. 46.1 (Rev. 1), law enforcement capacity adequacy at the site level is also a significant predictor of PIKE at the site level, with sites having better law enforcement capacity suffering lower levels of poaching overall. While statistically significant, the effect of law enforcement capacity on poaching is considerably weaker than that of the poverty variables. However, the variable used to estimate law enforcement, which is based on answers to two qualitative questions on the adequacy of law enforcement capacity, is relatively crude. The MIKE programme is in the process of developing a suite of law enforcement effort metrics and benchmarks, which should substantially improve the quality of law enforcement data. The relationship between these metrics and PIKE will be investigated and reported to the Standing Committee in due course.

At the national level, the strongest correlate of PIKE is governance, as measured by Transparency International's Corruption Perceptions Index (CPI) or the World Bank's Worldwide Governance Indicators. High poaching levels are more prevalent in countries where governance is weaker, and *vice versa*. This is likely to be a causal relationship, with poor governance facilitating the illegal killing of elephants and movement of illegal ivory, be it through ineffective law enforcement or active aiding and abetting by unscrupulous officials.

Ultimately, the illegal killing of elephants for ivory is driven and sustained by demand from buyers who are willing to pay for illegal ivory. However, the illicit nature of the international trade in ivory makes it difficult to quantify demand for the product. Previous MIKE analyses have used trends in household consumption in China as a proxy for demand for ivory, which is a strong predictor of PIKE. However, as household consumption expenditure is a measure of general consumer demand for goods and services, and not a specific measure of demand for ivory, a more specific proxy measure was sought with a view to replacing it in MIKE analyses.

To that end, it was hypothesized that demand for mammoth ivory—the international trade in which is legal and reliable data on which is therefore more easily obtainable—would serve as a better predictor and a better proxy for elephant ivory demand. In order to test this idea, time series data on mammoth ivory imports were obtained from Comtrade, the United Nations' international trade database (<http://comtrade.un.org>).

The volume of international trade in mammoth ivory rose steadily between the late 1990s and 2007. It then dropped sharply in 2008 and 2009, but quickly recovered and continued to increase in subsequent years. Overall, the total volume in trade went from 17.3 tons in 1997 to 95 tons in 2012, a more than five-fold increase. The total value of mammoth ivory in trade increased less steeply between the late 1990s and 2006, but also experienced a sharp increase in 2007 followed by decline and recovery in subsequent years. Import price per kg, calculated on the basis of declared value and weight at import, remained relatively stable until 2006 and then followed a similar pattern, increasing more than 2.4-fold from \$36.7 per kg in 2006 to \$125.89 per kg in 2012 (Figure 5 A-C).

Virtually all mammoth ivory in international trade originates from the Siberian tundra and is therefore exported by the Russian Federation. Importing countries over the last 20 years have included Canada, Germany, Singapore, South Korea, Thailand and the United States of America. Since 1997, however, China (including Hong Kong SAR and Macao SAR) has been by far the largest importer, accounting for more than 80% of world imports by weight. Since 2007, China and Hong Kong SAR have accounted for virtually all global imports by weight (Figure 5 D). Macau last reported importing ivory from the Russian Federation in 2009, and it was a comparatively small amount (2.13 tons).

These data can be used to investigate the nature of demand for mammoth ivory in consuming nations. As shown in Figure 6, the import of mammoth ivory into China and Hong Kong SAR does not seem to follow the law of supply and demand, which expects demand to decrease as price increases. Instead, in recent years the amount of mammoth ivory imported into China and Hong Kong SAR has been increasing in direct proportion to price. There are two possible explanations for this pattern. One is that mammoth ivory is currently subject to a speculative price bubble, similar to those experienced in housing markets in several Western countries prior to the World Financial Crisis. Another possibility is that mammoth ivory in China and Hong Kong SAR is what economists term a "Veblen good" (after American economist Thorsten Veblen, who introduced the term). Veblen goods are usually those marketed as exclusive or which confer status to their owners, such as expensive watches, luxury cars and designer jewellery. A decline in price of a Veblen good can actually cause demand for that good to decrease, as the high prices of Veblen goods enhance their appeal to the status-conscious. While mammoth ivory prices seem to be a useful proxy measure, wholesale price data on legal domestic ivory sales would be needed to investigate whether elephant ivory follows a similar pattern. The provision of such data by parties where legal ivory markets exist, and its integration into analyses of MIKE and ETIS data, could be instrumental to a better understanding of the dynamics of the ivory supply chain.

When tested against models developed in previous analyses, the time series of mammoth ivory import values per kg for China (including Hong Kong SAR), as derived from customs import statistics, was indeed found to be a better predictor of PIKE than the Chinese household consumption expenditure variable used in the past. In other words, mammoth ivory import prices do appear to be a better proxy for demand for ivory than household consumption expenditure. It is important to note that no claim is being made that mammoth ivory imports cause elephant poaching. It is rather more plausible that high demand for ivory results in both high raw mammoth ivory prices and high levels of poaching in Africa.

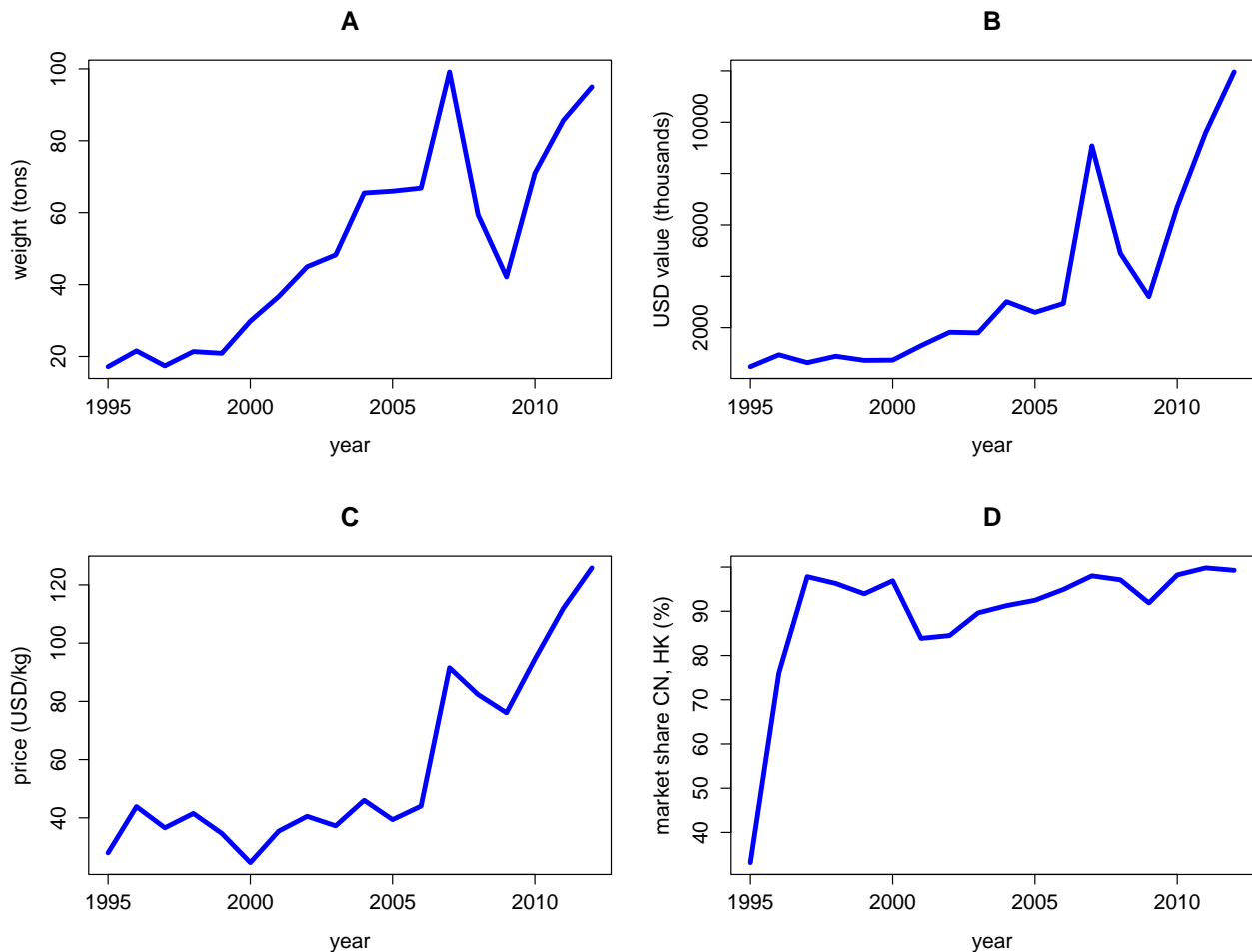


Figure 5. Global trends in mammoth ivory imports in the period 1995-2012 by weight (A), value (B) and price (C); and trend in proportion of global mammoth ivory imports accounted for by China and Hong Kong SAR (D). Source: <http://comtrade.un.org>. Data for 2013 were not yet available when this document was being finalized (May 2013).

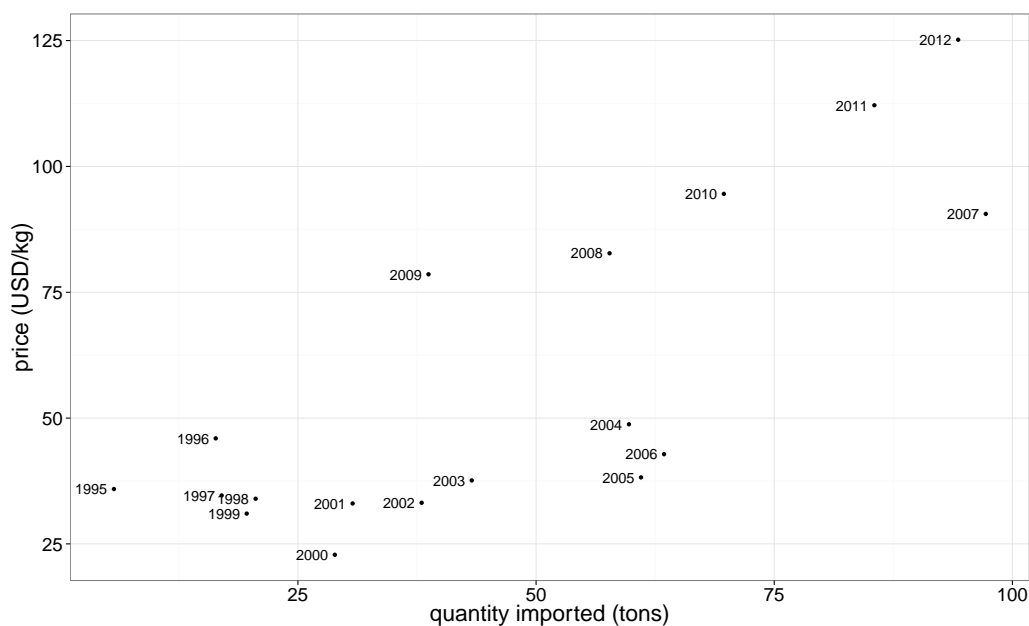


Figure 6. Relationship between price and quantity imported for mammoth ivory imports into China and Hong Kong SAR (combined) for the period 1995-2012. Source: <http://comtrade.un.org>. Data for 2013 were not yet available when this document was being finalized (May 2013).

The relationship between PIKE and the main covariates discussed in this document, including mammoth ivory import price, are shown in Figure 7. The three main factors identified by MIKE analyses — poverty, governance and demand — explain nearly two thirds of the variation observed in PIKE levels across African sites. Poverty and governance explain spatial patterns in poaching levels, while demand accounts for the temporal trend. Whilst the empirical relationships demonstrated by the MIKE analyses are not necessarily directly causal, they do provide a good basis from which to investigate causation. At the very least, the factors identified in the MIKE analysis are likely to facilitate or to provide incentives for the illegal killing of elephants and the illegal trade in ivory.

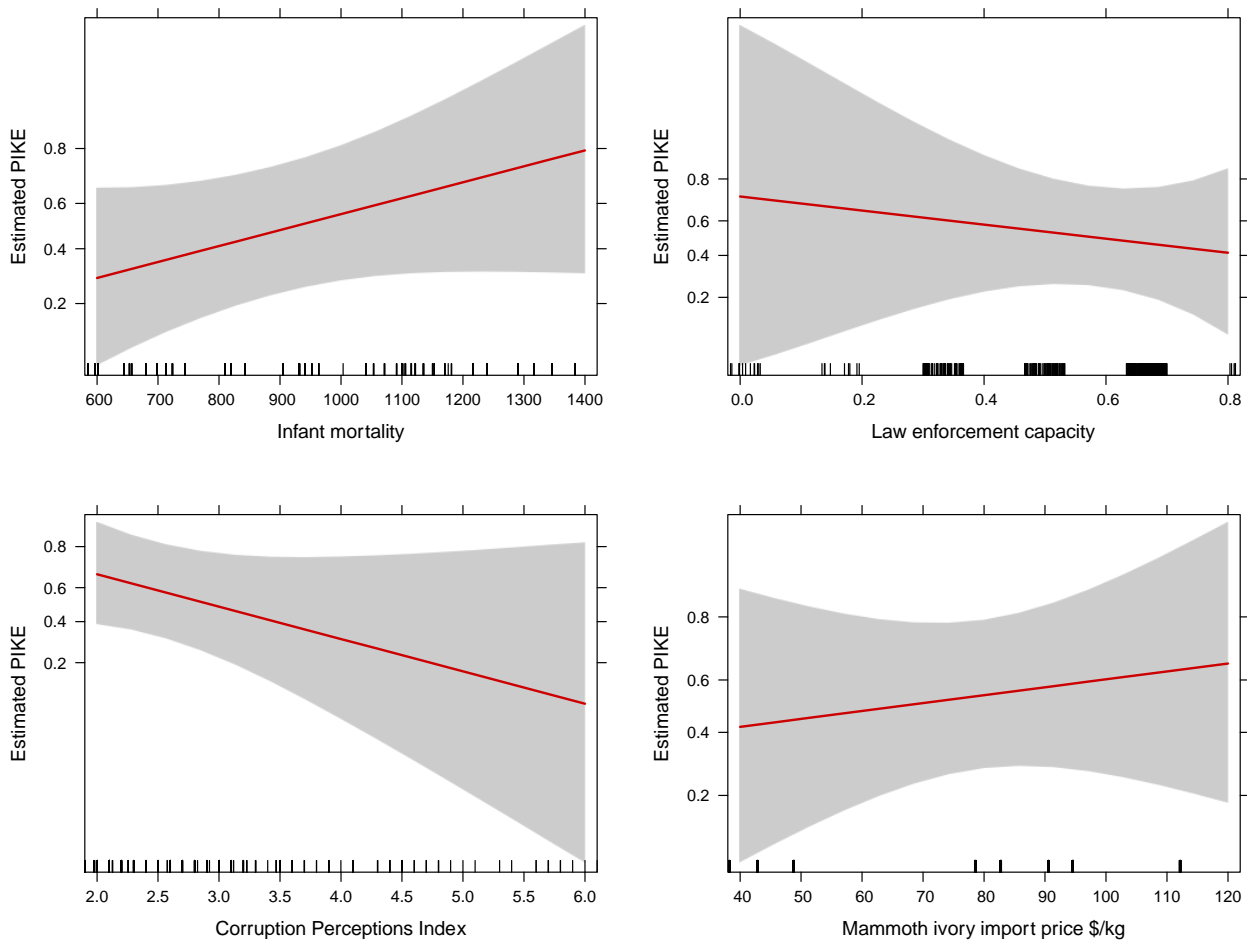


Figure 7. Relationships between PIKE and the main covariates discussed in this document. Together, these covariates account for nearly two thirds of the variation in PIKE. For each graph, all other covariates are held constant at their means. Shaded areas represent 95% confidence bands. Note that the y-axes are scaled differently in different plots.

Scale of elephant poaching at MIKE sites

In previous analyses, the number of elephants killed at MIKE sites was estimated using models like the one described above. It is not yet possible to derive an estimate for 2013 using the same methods, since data on some of the required covariates for that year are not yet available. However, an estimation can be made based on the estimate of elephants killed at MIKE sites in 2012 (around 15,000) in combination with the estimated change in PIKE between 2012 and 2013 (a decline of 5.86% across African MIKE sites). This preliminary and rough calculation results in an estimate of more than 14,000 elephants killed at MIKE sites in 2013. It is important to stress that this estimate has been derived using different methods and is therefore strictly not comparable to previous estimates. While any such estimate is subject to a lot of uncertainty and therefore needs to be treated with caution, there are good reasons to believe that the number of elephants illegally killed in Africa in 2013 ran, as in previous years, into the tens of thousands, perhaps in the order of 20 to 22 thousand.

Legal trade in ivory

This section has been prepared by UNEP-WCMC.

An overview of reported trade in *Loxodonta africana* using CITES annual report data over the period 2011-2012 has been produced by UNEP-WCMC. Trade data for 2013 are not yet available, as the deadline for submission of annual reports to CITES for 2013 is 31 October 2014. Annual reports have not been received at the time of writing (May 2014) from Botswana (2011 and 2012) and Cameroon (2012).

Reported legal trade in *Loxodonta africana* directly from African range States over the period 2011-2012 principally comprised wild-sourced hunting trophies (including tusks). Notable levels of direct trade in ivory carvings (6,449 kg of ivory carvings and 1580 ivory carvings) were also recorded by countries of export, primarily as personal possessions (purpose code 'P'). In total, for 2011 and 2012, African range States reported the direct export of 977 tusks and 16,660 kg of tusks from wild sources (Table D2 and Table D3 in document SC65 Inf. 1); countries of import recorded the import of 1141 tusks and 647 kg of tusks. All trade in tusks by weight was recorded as being exported by Zimbabwe and the majority appears to reflect shipments of pairs of tusks exported as hunting trophies (purpose code 'H'). The discrepancy in trade recorded by weight can be partially explained by Zimbabwe reporting its exports primarily by weight, whereas countries of import largely reported trade in number of tusks. However, Zimbabwe recorded exports to 20 countries that did not report imports of tusks or trophies from Zimbabwe in 2011 or 2012; the basis for the compilation of Zimbabwe's annual report was not specified, but it is possible that some of this trade did not occur if it was compiled on the basis of permits issued as opposed to actual trade, or that reports had not been received from countries of import.

When the declared export quotas for tusks as sport-hunted trophies are compared with the exporter-reported data for tusks and trophies (assuming that one trophy includes two tusks) (Table 4 (quotas) and Table 5 (trophies) in document SC65 Inf. 1), it appears that quotas may have been exceeded by Namibia and South Africa in both 2011 and 2012¹³. However, quota excesses for elephant tusks can be difficult to establish due to reporting practices – for example, trade reported as a 'trophy' may contain one, two or no tusks. When tusk serial numbers and details on the items in trade provided within annual reports are scrutinised, it appears that trophy parts (e.g. skins, feet, skull, etc.) and "tusks" of the same animal were exported separately (as they shared the tusk serial number), so including trophies in the calculation would overestimate the trade. On the basis of the analysis of the tusk serial numbers provided, both Namibia and South Africa appear to be within quota in both 2011 and 2012. It may also be of note that tusks from previous quota years appear to be exported in later years. On the basis of importer-reported data, the same initial basic calculation (tusks and 2x trophies) indicates that reported imports from Namibia and South Africa were within quota in both years. South Africa's CITES annual reports were compiled on the basis of permits issued rather than actual trade meaning that some of the reported exports may not have occurred; Namibia did not specify the basis for its annual report compilation.

In addition, Gabon and Ghana reported the export of four tusks and one tusk, respectively (both recorded as source code 'W', i.e. "Specimens taken from the wild" and purpose code 'P', i.e. "Personal possession"). This trade has not been confirmed by the importers.

The analysis of hunting trophy data is complicated by the variety of ways in which hunting trophies can be reported. The *Guidelines for the preparation and submission of CITES annual reports*¹⁴ states that all the trophy parts of one animal, e.g. an elephant's two tusks, four feet, two ears and one tail, constitute one 'trophy' if they are exported together on the same permit. However, in practice, many Parties do not follow these *Guidelines* consistently and this can lead to double counting of trophies. Standardisation in reporting of hunting trophies through application of the *Guidelines*, in particular for species such as *Loxodonta africana* where export quotas have been established, is crucial to assessing compliance with the provisions of the Convention.

As the serial numbers provided within annual reports can provide valuable insight into verification of quota compliance, the Standing Committee may wish to consider whether this information should be collected more systematically through the CITES Trade Database to support CITES implementation. Adoption of electronic permitting and automated data transfer of trade data to the CITES Trade Database in near real-time would facilitate this and should be considered as a means for enhancing transparency and traceability for all species with quotas and tagging/marking systems. The Parties have adopted systems for near-real time checking of caviar permits in the past and so have precedents.

Summaries of trade recorded in the CITES Trade Database, compiled by UNEP-WCMC, are shown in Tables 2 to 4 in document SC65 Inf. 1.

¹³ *Namibia*: 82 tusks + 2x56 trophies ~ maximum of 194 tusks in 2011 and 108 tusks + 2 x 60 trophies ~ maximum of 228 tusks in 2012 (quota of 180 tusks). Based on tusk serial numbers: 96 in 2011 and 132 in 2012; *South Africa*: 224 tusks + 2 x 45 trophies ~ maximum of 314 tusks in 2011 and 184 tusks + 2 x 80 trophies ~ maximum of 354 tusks in 2012 (quota of 300 tusks). Based on tusk serial numbers: 274 in 2011 and 245 in 2012.

¹⁴ See CITES Notification to the Parties No. 2011/019.

Illegal Trade in Elephant Specimens

This section has been prepared by the non-government organisation TRAFFIC.

As of 9 January 2014, there were 20,830 records in ETIS, of which 18,747 represented ivory seizures, whilst the remainder comprised non-ivory elephant products. Six African elephant range States (Benin, Equatorial Guinea, Guinea-Bissau, Liberia, Senegal and Somalia), and three Asian elephant range States (Bangladesh, the Lao People's Democratic Republic and Myanmar) have never submitted any elephant product seizure records to ETIS over the 25-year period 1989-2013, yet these countries collectively have been implicated in 327 ivory seizures that have taken place elsewhere in the world. Figure 8 shows the number of ivory seizure cases and the estimated weight of ivory seized as raw, unadjusted data in each year from 1989 to 2013. Although the data for 2013 were still incomplete by 9 January 2014 and represent only about 15% of the number of records normally reported in recent years, the last three years — 2011, 2012 and 2013 — represent the highest quantity of ivory ever seized and reported to ETIS over the last 25 years. Because of inherent bias in the raw data, Figure 8 cannot be interpreted as a trend, nor is it suggestive of absolute trade quantities over time.

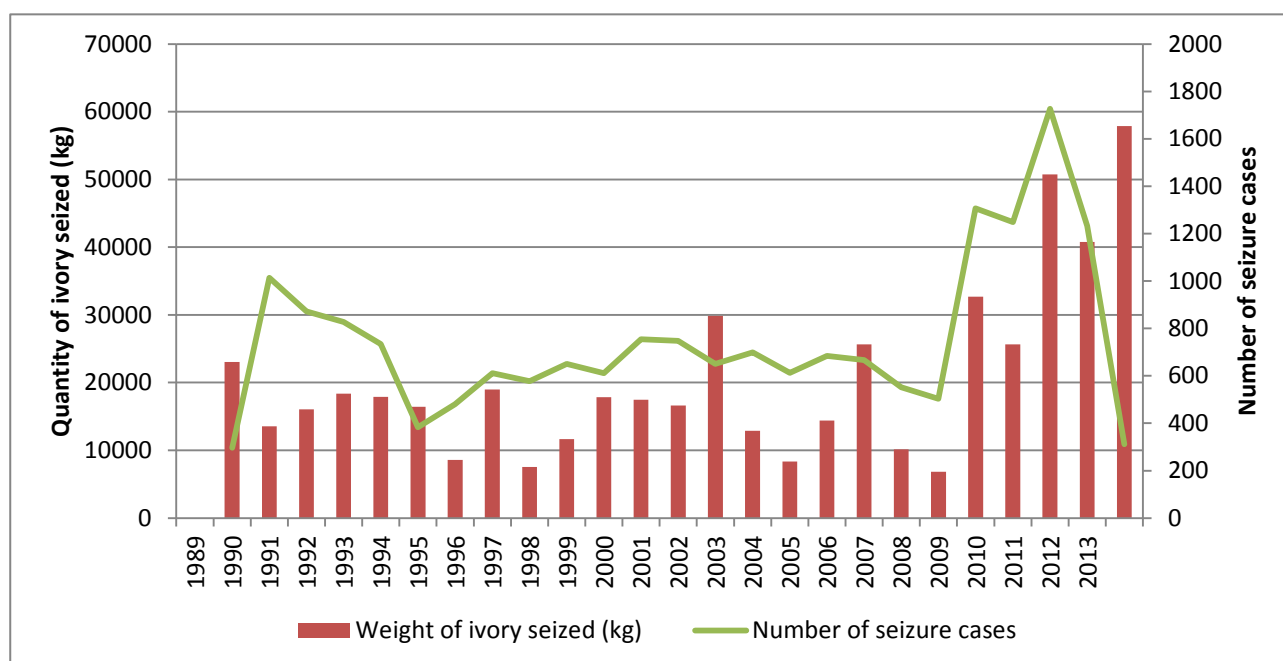


Figure 8. Estimated weight of ivory and number of seizure cases by year, 1989 - 2013 (ETIS, 09 January 2014)

Trends and levels of illegal ivory trade

A trend analysis was undertaken in late 2013 and reported at the African Elephant Summit convened by the Government of Botswana and IUCN in Gaborone, December 2013. That assessment is repeated in this document and updates the report presented to CoP16 in March 2013 to include the year 2012, based upon 2,437 more records than the previous trend analysis. Using the methodology described in Underwood *et al.*, (2013), 14,070 separate raw or worked ivory seizure records from 72 countries or territories, covering the period 1996-2012, were analysed. This time period was selected as 1996 is the last full year in which all African Elephant populations were listed in CITES Appendix I. As 2013 was data deficient, it was not included in the analysis. Bias adjusted data were assessed according to ivory type, raw or worked, in three separate weight classes (less than 10 kg; between 10 kg and less than 100 kg; and greater or equal to 100 kg), and then smoothed to reduce anomalies not indicative of overall patterns.

The Transaction Index presented in Figure 9 is a relative measure of global illegal ivory trade activity over the last 17 years, with 1998, the year before the first one-off sale under CITES occurred, set to 100 and serving as the baseline. The best estimate of the scale of illegal trade activity in each year is indicated by the bold dot, while the vertical lines depict 90% confidence limits. With the exception of the 2011 and 2012 results, the confidence limits remain reasonably tight and, even for 2010 and 2011, the degree of uncertainty is now considerably reduced from the previous CoP16 estimate owing to the fact that the data for 2011 are now more complete, and there is an additional year of data to help "fix" the results more confidently. However, 2012 still

represents a somewhat incomplete data set and, being the last year in this sequence, characteristically shows a higher degree of uncertainty in terms of precision.

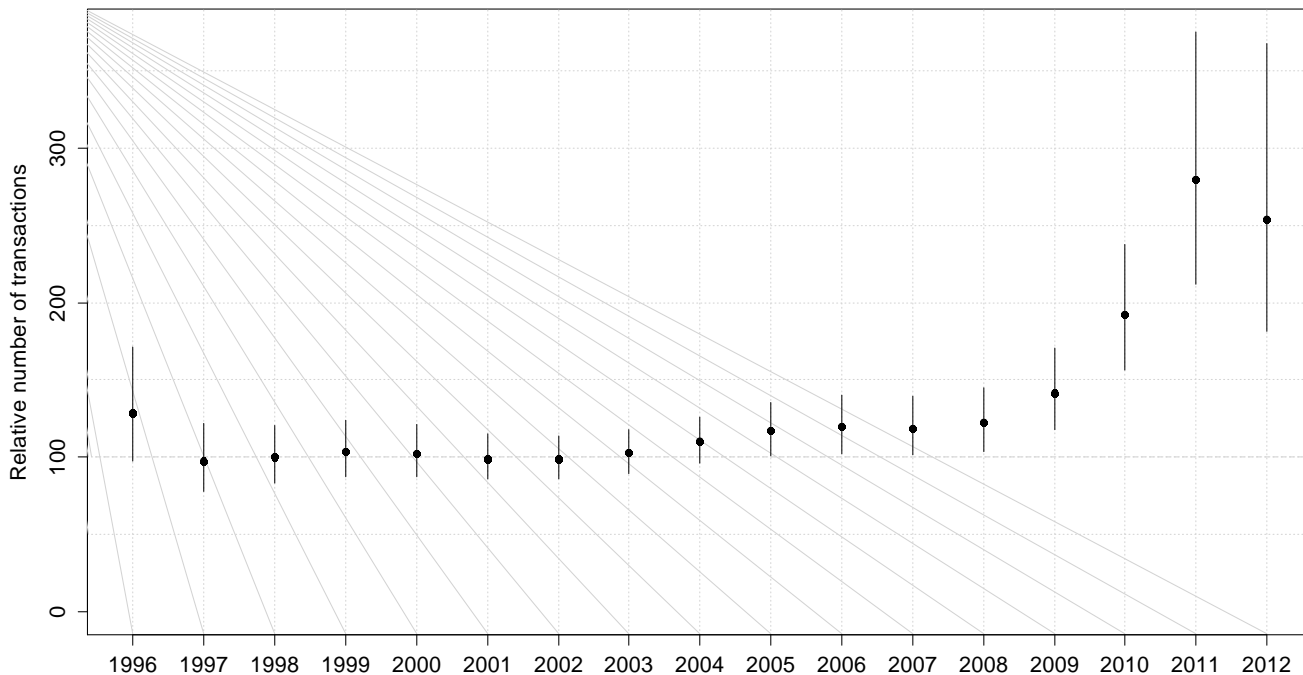


Figure 9. Estimate of illegal ivory trade activity, 1996 - 2012, showing 90% confidence intervals (ETIS Transaction Index, 14 October 2013)

The overall trend is consistent with the CoP16 results, with 2011 representing a three-fold increase in illegal ivory trade activity since 1998, and 2010 almost twice as much activity. Even though a slight decrease since 2011 is suggested, illegal ivory trade activity in 2012 is still two and a half times greater than 1998 levels. Given that the 90% confidence intervals in these last two years virtually overlap, illegal ivory trade activity in 2012 has essentially remained stable at a very high level. In fact, the 2012 data represent 30% fewer seizure records than 2011, but the mean Transaction Index value for 2012 is only 10% less than that for 2011. In the final analysis, illegal ivory trade activity remained robust and highly problematic through 2012.

Figure 10 presents an estimate of the mean weight for all ivory classes by year with, again, 1998 set to 100 as the baseline. This figure shows relative (not absolute) values for the quantity of ivory being traded illegally so the pattern, more than the relative weights, is the paramount consideration. Mirroring the pattern of the Transaction Index, there is relative stability in the quantity of illegal ivory in trade from 1997 through 2007/2008, but thereafter a sharp upward climb occurs, especially in 2011, the peak year. Again a modest decline is indicated in 2012, but the overlapping confidence limits for the latter two years (not depicted in the figure) indicate little change in the quantity of ivory in illegal trade. Overall, the pattern of trade remains stable at a high level. It can be seen that the large raw ivory class contributes the most to the Weight Index, which is consistent with CITES CoP16 results whereby large-scale ivory seizures were noted as driving the upward ivory trade trend. In Figure 10, it can be seen that the quantity of illegal ivory in trade in 2011 is estimated to be nearly three times 1998 levels, whilst 2012 represents a value that is about two and a half times greater.

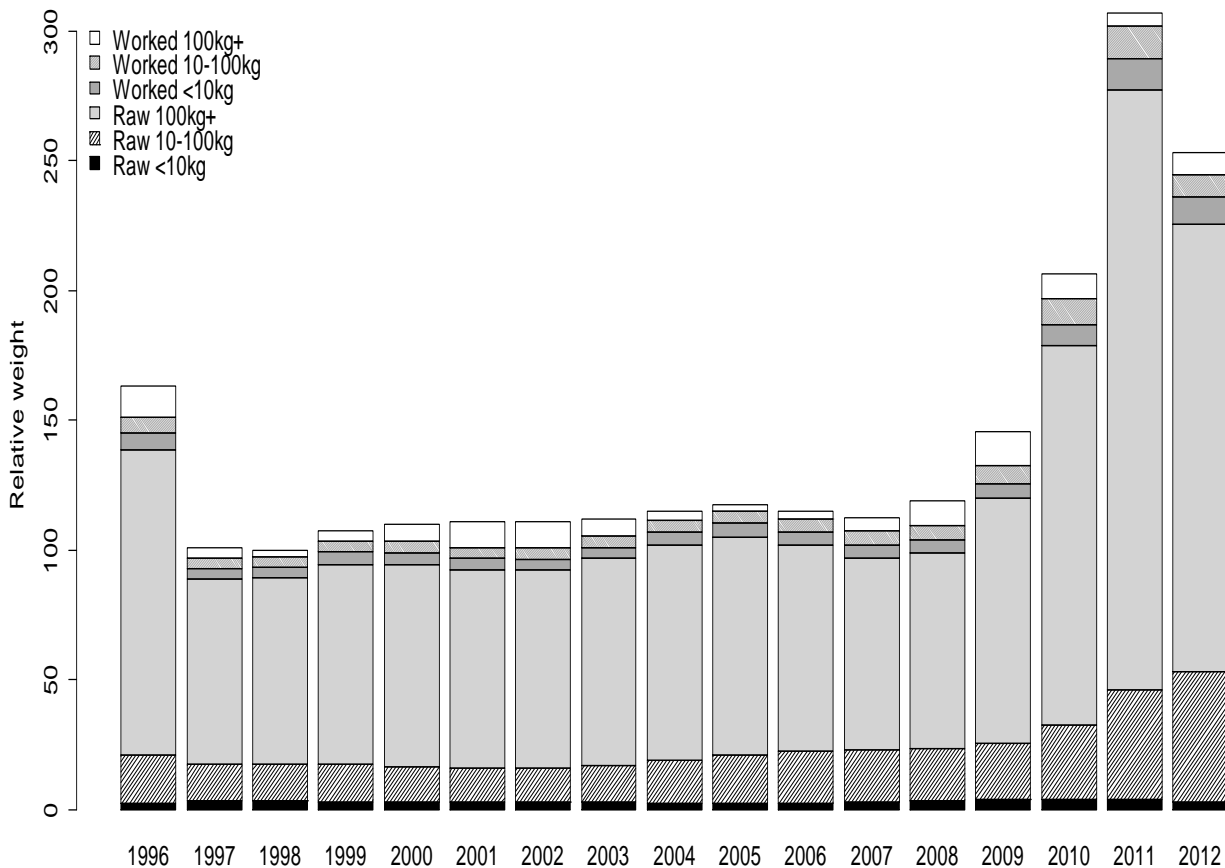


Figure 10. Mean estimate of the weight of illegal ivory trade combining all weight classes by ivory types, 1996 - 2012 (ETIS Weight Index, 14 October 2013)

Large-scale ivory seizures

ETIS routinely tracks large-scale ivory seizures (which, since CoP16, is defined as 500 kg or more of raw or worked ivory in raw ivory equivalent terms seized at a single time; raw ivory equivalent values result from converting worked ivory products into raw ivory values to account for the loss of ivory during processing). Further, forensic examination involving ivory seizures of 500 kg or more is a new requirement agreed by the Parties at CoP16, and its future application should ultimately yield important information about the origin of the ivory seized. Such seizures typically generate immediate media coverage and become known soon after they occur, allowing the raw data to be usefully tracked in real time without investment in comprehensive analysis involving statistical modelling. As described in Milliken *et al.*, 2012, large-scale ivory seizures are indicative of the presence of organized crime in the illicit ivory trade.

The frequency of large-scale ivory seizures has increased greatly since 2000. Prior to 2009, an average of five and never more than seven such events occurred annually, but thereafter an average of 15, and as many as 21 large-scale ivory seizures, have taken place each year over the last five years, according to the ETIS data (Figure 11). The 18 seizures made in 2013 collectively constitute the greatest quantity of ivory derived from large-scale seizure events going back to 1989. Although 2013 was not included in the most recent trend analysis described above using bias adjusted data, ETIS has clearly established that the upward surge in the weight of ivory seized from 2009 through 2012 has been primarily driven by increased seizures in the large ivory weight class. It remains to be seen whether this reflects an increase in levels of illegal trade or is rather a reflection of the increased levels of law enforcement effort. In 2013 there was a clear increase in the number of large weight seizures made in Africa, suggesting an increased law enforcement effort following CITES CoP16, and this is also consistent with the reported actions taken under the National Ivory Action Plans for African States. However, a detailed analysis will only be possible when all data for 2013 are received and a bias-adjusted trend analysis is conducted. Nevertheless, the high levels of illegal activity detected in 2013 continue to give cause for serious concern.

Although 2013 was not included in the most recent trend analysis described above using bias adjusted data, ETIS has clearly established that the upward surge in the weight of ivory seized from 2009 through 2012 has been primarily driven by increased illegal activity in the large ivory weight class. For this reason, the raw data for 2013 is regarded with considerable alarm and is likely to be an indication that the illegal trade in ivory is continuing to increase further.

Over the last 14 years, these seizure cases have ranged from a low of just 500 kg, the minimum weight required for consideration as a large-scale ivory seizure, to 7,138 kg, the largest seizure ever recorded in ETIS which occurred in Singapore in 2002. The average weight of such seizures has been steadily increasing from 2008 onwards. Based on ETIS data, containerised shipping through African seaports accounts for nearly two-thirds of the large-scale ivory seizures by number and three-quarters by weight since 2009.

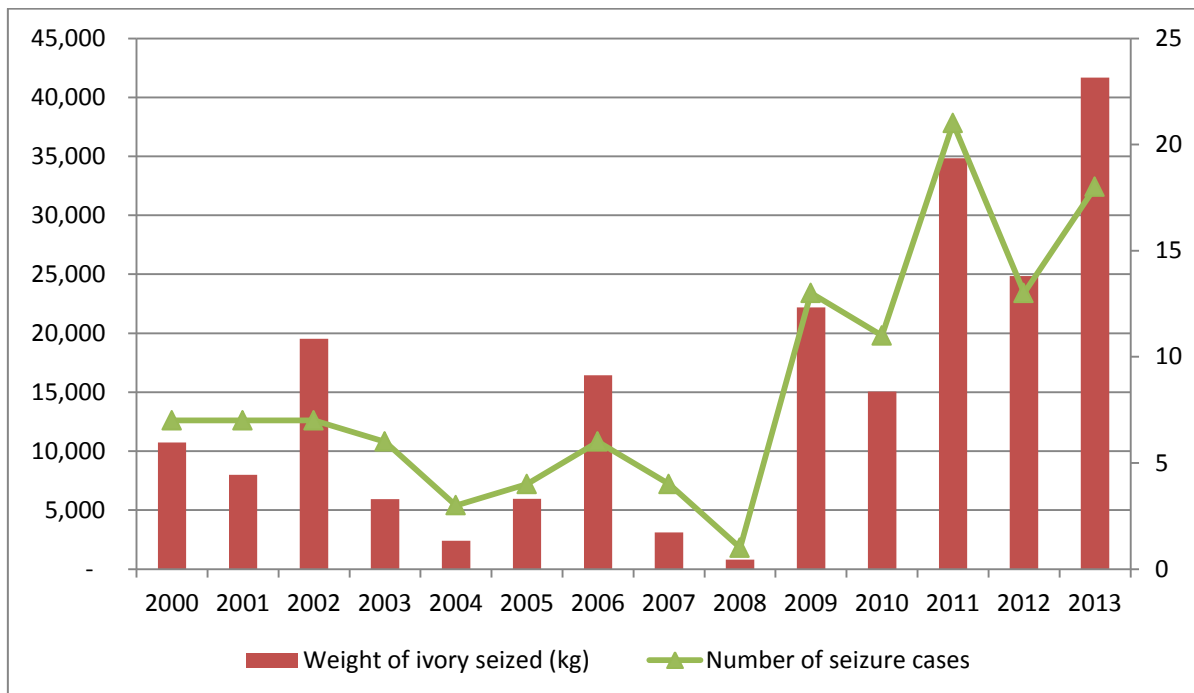


Figure 11. Estimated weight and number of large-scale (>500 kg) ivory seizures by year, 2000 -2013 (ETIS 09 January 2014)

Overall, of the 76 large-scale ivory seizures made and reported to ETIS since 2009, two-thirds have occurred in countries and territories in Asia whilst in transit or during illegal import, and only one-third were seized in Africa prior to exportation (Figure 12). Interestingly, such seizures did not occur in any other part of the world during this time period indicating that the fundamental ivory trade dynamic lies between Africa and Asia. Africa's performance in making seizures of large consignments of ivory before they leave the continent only substantially improved after CoP16. In 2013, more large-scale seizures were made in Africa than in Asia, all of which occurred after the March 2013 dates of CoP16, and 80% were made in either Kenya, Tanzania or Uganda, the three African countries that were subjected to the CITES Ivory Trade Action Plan process. This strongly suggests that CITES oversight pressure has resulted in improved law enforcement effort in these countries, at least in the period immediately following CoP16.

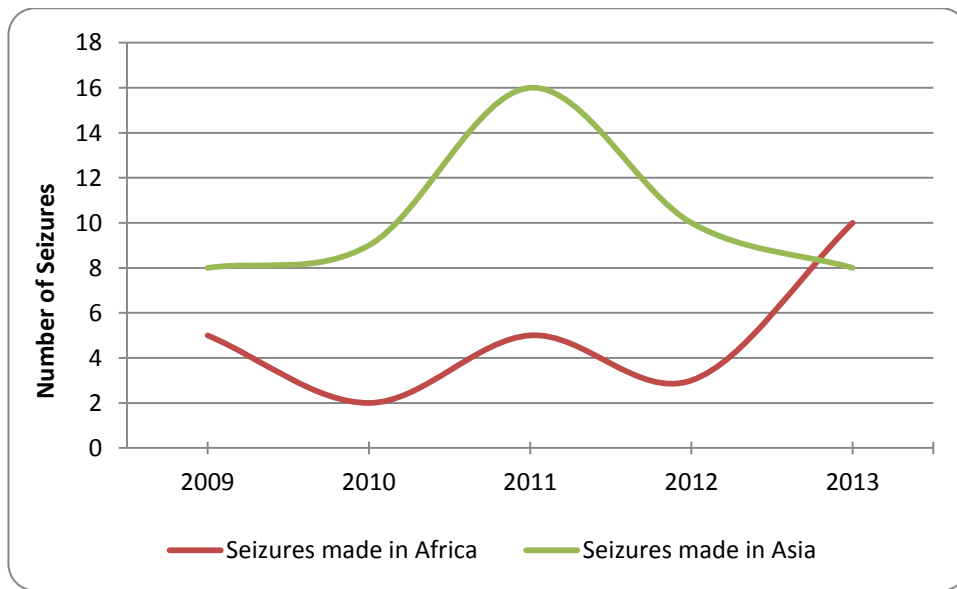


Figure 12. Number of large-scale (>500 kg) ivory seizures made in Africa and Asia, 2009-2013 (ETIS 09 January 2014)

Observed trade routes

Although complete information is lacking, trade routes for large movements of ivory can be examined on the basis of information provided in the ETIS records. Overall, it appears that the observed trade routes used for large movements of ivory have continually changed since the millennium. From 2000 through 2008 (Figure 13), there was considerable activity emanating from Atlantic Ocean seaports in Central and West Africa, particularly Douala (Cameroon), Lagos (Nigeria) and Accra (Ghana), and from Kinshasa (Democratic Republic of the Congo) to Belgium by air. Movements of ivory within Africa involved a large number of countries, and considerable trafficking between Sudan and Egypt, a major unregulated ivory market within Africa far removed from any elephant populations, was also evident. On Africa's east coast, Tanzania, Kenya and Mozambique also begin to emerge as exporters of ivory from the African continent in this period. South Africa, however, is the most prominent country owing to one exceptional 7.1 tonne movement of ivory from Malawi through the port of Durban to Singapore, and then reportedly for onward shipment to Japan. Japan also seized ivory transiting from South Korea. Comparatively speaking, trade to China is relatively modest at this time. However, the final destination for about 40% of the seizures made during this period remains unknown. Interestingly, some of the ivory consignments going to China transited through Europe, probably owing to the fact that direct trade routes from Africa were far less developed at the time.

In the period 2009-2011 (Figure 14), there is a profound shift to the Indian Ocean ports in Tanzania, with most of the Tanzanian trade initially directed to Malaysia as the principal transit country; some shipments also went to the Philippines, a transit country, and others were sent directly to China. Trade out of Kenya also firmly develops during this period with multiple shipments being sent to Malaysia, Viet Nam, Cambodia and the United Arab Emirates as transit countries for onward export. At the same time, direct trade from Kenya to the end-use markets in both Thailand and China is also apparent in the data and exports from South Africa to Malaysia. Indeed, Malaysia emerges as the world's paramount transit country during this period and from there most ivory is redirected to either Viet Nam or Hong Kong before moving on to China. Ivory trade from West and Central Africa appears to have greatly diminished, but this could reflect the fact that most seized consignments were not subjected to forensic examination. East and Southern Africa countries actively emerge in the trade with a variety of internal ivory movements. In terms of end-use markets, Japan is absent from any further involvement in large-scale ivory seizures, and is replaced by China, which is the largest end-use destination. The cross-border trade between China and Viet Nam surges during this period. There is also a lesser, but nonetheless important, flow of ivory into Thailand, another end-use market.

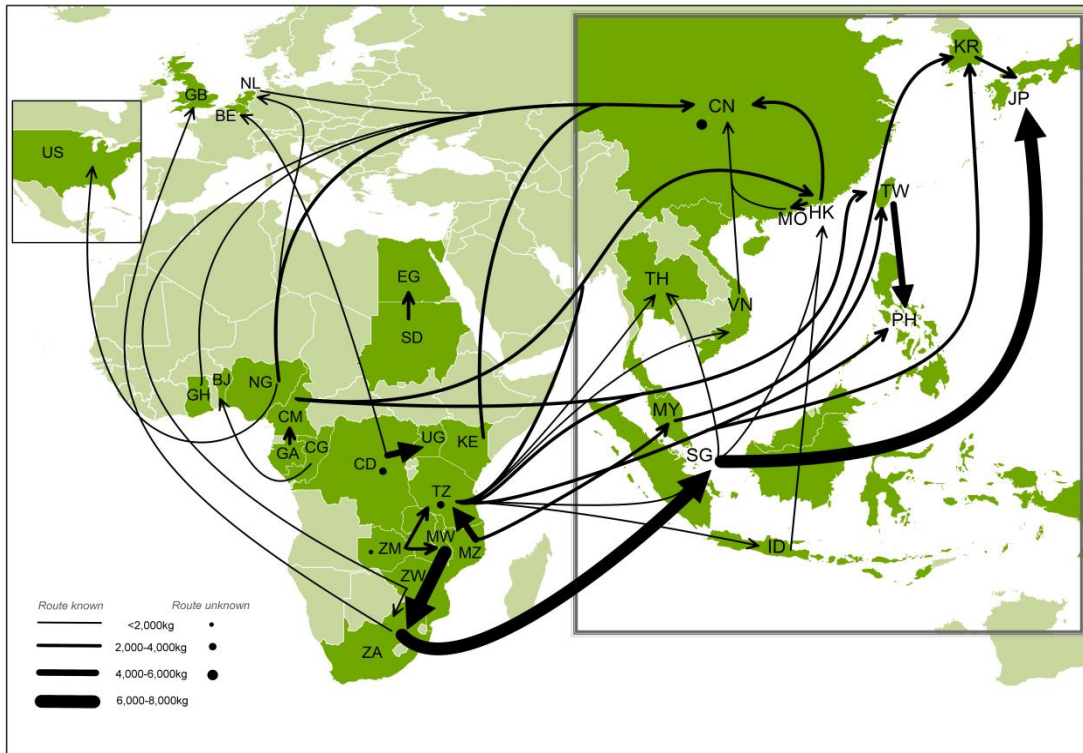


Figure 13. Trade routes for large-scale (>500kg) seizures of ivory, 2000 - 2008 (ETIS, 03 November 2013)

Note: The insert map of Asia is at a larger scale than the rest of the map; most trade from CG, CM, GH, KE, MZ, NG, TZ and ZA is by sea even if directional arrows cross landmasses.



Figure 14. Trade routes for large-scale (>500kg) seizures of ivory, 2009 - 2011 (ETIS, 03 November 2013)

Note: The insert map of Asia is at a larger scale than the rest of the map; most trade from KE, NG, TZ and ZA is by sea even if directional arrows cross landmasses.

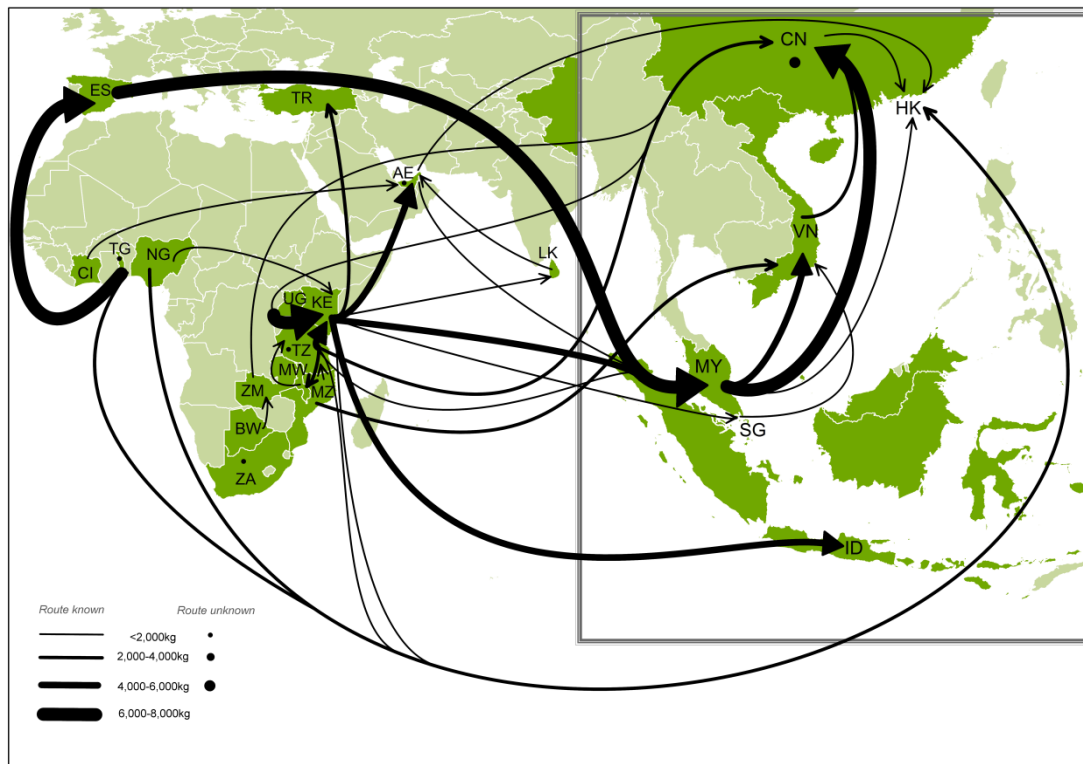


Figure 15. Trade routes for large-scale (>500kg) seizures of ivory, 2012 - 2013 (ETIS, 03 November 2013)

Note: The insert map of Asia is at a larger scale than the rest of the map; most trade from CI, KE, MZ, NG, TG, TZ and ZA is by sea even if directional arrows cross landmasses.

In the most recent period 2012-2013 (Figure 15), Tanzania is still heavily involved in the trade, but Kenya's port of Mombasa becomes the leading conduit through which major flows of ivory repeatedly exit Africa. Malaysia continues to be the major transit country in Asia, with the onward traffic going directly to China or, on some occasions, to China via Viet Nam. This reflects the situation seen in the previous time period but with less intensity. On the other hand, new transit countries, especially Indonesia and Sri Lanka, emerge, possibly being used in the trade as alternatives to Malaysia. At the same time, observed trade through the Middle East, which started to develop in the period 2009-2011, increases further, with the United Arab Emirates playing the leading role. Hong Kong also continues to function as an important transit point for ivory moving into China, which remains the indisputable major end-use destination. Within Africa, new countries, notably Togo and Côte d'Ivoire, emerge as exit points within Africa and increased activity in Mozambique is seen. Further, the seizure data indicated Spain and Turkey as possible transit countries along increasingly circuitous trade routes, a development probably designed to mask the fact that the shipments originated in Africa. Various countries in East and Southern Africa are continuing to be very active in terms of internal ivory movements, and are likely to reflect shifts in poaching patterns as reports of major elephant depletions in key Central African locations continue to be documented. For example, a recent modelling exercise suggested that there could have been a greater than 60% decline in elephant numbers across Central Africa in the last 10 years (Maisels *et al.*, 2013). If so, patterns of illegal trade are likely to be shifting to places with more elephants, especially East and Southern Africa.

Implementation of the African elephant action plan

This section has been submitted by South Africa as chair of the African Elephant Fund Steering Committee.

The *African elephant action plan* was adopted by African elephant range States in March 2010 (see document CoP15 Inf. 68). As reported at SC61, the African Elephant Fund (AEF) and the African Elephant Fund Steering Committee (AEFSC) were established in accordance with Decision 14.79 (Rev. CoP15) in the course of 2011 to support the implementation of the *Action plan* (see document SC62 Doc. 9.5).

At SC62, the AEFSC reported on the 1st meeting that was held in South Africa, in December 2011 to initiate the AEF funding allocation process (see document SC62 Doc. 46.1 (Rev. 1)). At the first meeting, six projects covering all four African elephant sub-regions were approved and funded through the AEF.

In the report to SC62, the AEFSC indicated that, to ensure the successful and effective implementation of the *African elephant action plan* through the AEF, dedicated secretarial support and translation services would be required and that these should be secured as a matter of urgency. The Chair of the AEFSC submitted a formal request to UNEP regarding the provision of such services. UNEP responded to the Chair of the Standing Committee in a letter dated 27/02/2013 and reference EO/DELC/BK/MK/. In this letter, UNEP indicated that a staff member from the Division of Environmental Law and Conventions (DELC) will be appointed to coordinate the support needed for the Steering Committee and that a half-time AEF Administrative Coordinator will be appointed for a period of 18 – 24 months. The Chair of the AEFSC was provided with a copy of this letter during the 16th Conference of Parties to CITES that took place in March 2013, in Thailand, Bangkok.

The 2nd Meeting of the Steering Committee of the AEFSC was convened in the margins of the 16th Conference of Parties to CITES, to discuss matters related to the implementation of the activities under the African Elephant Fund. UNEP attended the meeting and provided secretarial support and assisted with interpretation during the meeting. The AEFSC emphasized the importance of ensuring that correspondence and documents be in English and French, but recognized that this was a challenge owing to the lack of funds to pay for translations. In the interim, the AEFSC members were requested to assist with translations. Subsequent to the meeting, African elephant range States were requested to submit proposals for consideration by the AEFSC.

The AEFSC held its 3rd meeting from 25 to 27 September 2014 in Ouagadougou, Burkina Faso. The meeting was hosted by Burkina Faso.

At the meeting, the AEFSC evaluated 10 project proposals (4 from Eastern Africa; 2 from Southern Africa; and 4 from Western Africa). No proposals were received from Central Africa and the AEFSC expressed concern about the lack of proposals from the sub-region and the delays in the implementation of the projects approved for the sub-region during the 1st AEFSC meeting.

Based on the available funds in the AEF and the evaluation of the projects, the AEFSC allocated a total of USD 303 241 to the following 10 projects:

Eastern Africa

1. Human-elephant conflict mitigation around Kilimanjaro National Park in Tanzania (USD 26 865)
2. Reinforcement of anti-poaching patrols to reduce illegal trafficking of ivory and other wildlife products at entry and exit points (Tanzania – USD 41 450)
3. The impact of poaching on elephants and threats to elephants in Tsavo-Mkomazi ecosystem (Kenya – USD 49 000)
4. Strengthening law enforcement against elephant poaching and illegal ivory trade in Uganda (USD 31 844)

Southern Africa

5. Extension of an electric fence to reduce human-elephant conflict (Malawi – USD 42 432)

Western Africa

6. Renforcement des capacites de gestion des conflits hommes elephants au Burkina Faso (USD 57 000)
7. Projet de sensibilisation à la lutte anti braconnage des éléphants dans la Réserve de Biosphère Transfrontalière du W (USD 24 650)

Proposals not retained for this second round of project review should be amended in accordance with the recommendations of the AEFSC, and may be re-submitted through the relevant sub-regional AEFSC representatives.

South Africa, as chair of the AEFSC, wrote to UNEP subsequent to the meeting, to request UNEP to assist with the following:

1. Branding of the African Elephant Action Plan (AEAP) and the development of a logo to make the Fund more visible and identifiable.

2. The promotion of the African Elephant Fund at high-level engagements relating to elephants and wildlife trafficking, including the African Elephant Summit that was hosted by Botswana. A presentation on the AEF and was done by Botswana at the Summit.
3. In recognition of the urgent need to raise funds to effectively implement the AEAP and based on the provisions in Resolution Conf.16.6, to assist in promoting the Fund and to do fundraising as part of their overall fundraising initiatives.

In terms of the Small-scale Funding Agreements signed between UNEP and the beneficiaries of the first and second rounds of project proposal that were evaluated and funded, the countries are required to report on the implementation of their respective projects. The AEFSC will share information relating to the implementation of the projects funded through the AEF with other African elephant range States, donors, and other CITES Parties, where requested.

The Chair of the AEFSC has been informed that there are adequate funds available in the AEF to enable the Committee to make another call for proposals. According to the report received from UNEP as the administrator of the Fund, there is approximately USD 567 000 available for projects, mostly due to the generous donations received from the Government of The Netherlands, for which the Committee is grateful. The AEFSC members will be consulting about the third call for proposals from range States and possible evaluation of received proposals towards the end of the year.

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Dear / John E. Scanlon
Secretary – General

Referring to your e-mail which concerned adoption of Decision 16.79 on Monitoring of illegal trade in Ivory and other elephant specimen which has discussed in the conference of the parties (CoP16; Bangkok, 2013) in its 16th meeting.

The Management Authority of Egypt has a pleasure to provide you with a detailed report on the implementation of CITES provisions concerning control of trade in elephant ivory, national ivory markets and the measures that have been implemented in compliance with both Decisions 16.79 and 16.83.

- In accordance to CITES, Egypt has declared the Ministerial decree # 1150 , environmental law # 4 for year 1994 which amended by law 9 for year 2009 which are in compliance with the implementation of CITES.
- To control the domestic trade in raw and worked Ivory

Despite unstable situation in security particularly after revolution of 25th January, 2011, both Egyptian Wildlife Service and Environmental Police are always on call around the clock to receives calls from the reporters to launch their inspections, investigations, confiscation and filling cases. In addition to that checking the souvenir shops, hotels and resorts particularly during the touristic seasons.

- An announcement in the form of colored Brochure written in Arabic, English and Chinese languages have been distributing in hotels, souvenirs markets, touristic resorts, airports, harbors and headquarters of land borders to warn the tourists of buying or selling the Elephant specimens.

(attached)

- In the airports , harbors, land borders can be used by the smugglers either a transit (most cases) or as a final destination , **in Cairo international airport** there are CITES officers who are working for the Egyptian Wildlife Service 24 hours in turns together with Customs and Police check if they have cites if they don't they confiscated and file a case, most of the foreign smugglers' allegations claim that, they know nothing about cites , Egyptian environmental laws and the Ministerial decree., however, the final destination of the confiscated Ivory either in the Agriculture Museum in Dokki or in Giza Zoo.
- **In other airports, harbors** the Quarantine Veterinarians , Customs and Environmental Police who got training on implementation of cites and identification of Ivory by the Egyptian Wildlife Service (EWS) staff and the Management authority (sponsored by IFAW), they can adopt the implementation of cites and consult the head quarter of EWS if they need.

- **In the land border**, the military forces who got training on implementation of cites by the Egyptian Wildlife Service (EWS) staff and the Management authority (sponsored by IFAW) can adopt the implementation of cites.

Please be noted that, the training courses and workshops on implementation of CITES and identification of Ivories for the people working for that job (customs, Environmental Police, Researchers, Quarantine Veterinarians).

Up till now, eight training courses and workshops were done since 2009 in most of the Egyptian governorates, the forthcoming workshop will be held in Hurgada city – Red sea governorate in December, 2013. At the beginning of year 2014 a workshop will be held particularly for Customs, Wildlife officers on the implementation of CITES and illegal trade particularly for Ivory.

Seldom to involve in large scale ivory seizures (500kg. or more), the last large scale Ivory seizure was more than ten years ago, there is more than two tons of confiscated elephant Ivory (Raw & worked) from both illegal national and international trade in Agriculture Museum in Dokki- Giza, however, in case of such large scale a sample will be sent to the forensic laboratory to determine the origin of the ivory to complete the entire crime chain.

Interpol Wildlife Crime working group:

All confiscated specimens information send annually to Interpol wildlife crime through eco-message.

Please find two attachments

- 1- Confiscated elephant Ivory in 2012-2013.
- 2- Brochure on elephant Ivory.

Head of the Egyptian
Management Authority
Dr. Fatma M. Tammam

(in the language in which it was submitted /
en el idioma en que fue recibido/
dans la langue dans laquelle il a été soumis)

Ministry of Agriculture & Land reclamation
General Organization for Vet. Services
Management authority of CITES
Central Department for Zoos & Wildlife

وزارة الزراعة وإستصلاح الأراضى
الهيئة العامة للخدمات البيطرية
الهيئة الإدارية لتنفيذ إتفاقية سايتس
الإدارة المركزية لحدايق الحيوان
والحياة البرية

منشور (Announcement)

قرار وزارة الزراعة رقم 1150 لسنة 1999 : المنفذ لإتفاقية الإتجار فى الأنواع المهددة بالإتقراض (سايتس) يحظر بيع أو شراء جميع أنواع العاج سواء كان قديماً أو جديداً ، خاماً أو مشغولاً ، وكذلك عرضه فى أى مكان ، كما يحظر أيضاً إستيراده أو تصديره وأى شخص يخالف ذلك يعرض نفسه للمساءلة القانونية.

By Ministerial Decree 1150 in 1999 : supports the implementation of (CITES)

It is illegal to buy and sell elephant ivory and to display it in shops , whether old or new , both tasks and carved ivory items , and all imports and exports of elephant tusks and elephant ivory items are also banned. Anyone breaking this law can be prosecuted with sever penalties.

**Listed in CITES Appendix I
and its trade is prohibited.**



مدرج بملحق (1) بإتفاقية سايتس
ويحظر الإتجار فيه



通告

买卖象牙并在商店中展示是违法行为。无论新旧，也无论未经加工的象牙还是雕刻过的象牙制品，抑或其进出口行为都是明令禁止的。任何违反者都将遭到严厉的惩罚！