

National Ivory Action Plan (NIAP) process

Implementation of Step 1 of the *Guidelines to the NIAP process:* Identification of Parties to participate in the NIAP process

1. Category B Parties

1.1 China

Guidelines to the NIAP process: Step 1, paragraph a): Elephant Trade Information System (ETIS) report prepared for CoP18

The below represents a compilation of information from the ETIS report to CoP18 relevant to China, prepared by the Secretariat.

The ETIS report prepared for the 18th meeting (CoP18, Colombo, 2019) of the Conference of the Parties to the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) identifies China [including Hong Kong, Special Administrative Region (SAR) of China, which is currently participating in the NIAP process¹], as a Category B Party.

The report states that in terms of the mean number of seizures, China and Hong Kong SAR of China are paramount with the highest value in this ETIS analysis. The report also states that the measure of scale for this group is very significant in the third highest position in the overall analysis, indicating a trade characterized by large quantities of ivory. It is stated that more than half of this weight variable represents large-scale movements of ivory, suggesting the involvement of transnational criminal syndicates.

The ETIS report highlights that a very positive attribute of this cluster of China and Hong Kong SAR of China is the exceptionally high Law Enforcement (LE) Ratio which stands at 90%, indicating very strong policing performance in this group. The report states that, equally, the Corruption Perception Index (CPI) variable as a measure of corruption collectively is the third best in this ETIS analysis. It states that the domestic ivory market score is the highest value in the analysis, indicating that ivory trading was occurring throughout the period examined; however, except under rare conditional circumstances, China's legal domestic market was closed on the last day of 2017.

The ETIS report also notes that China and Hong Kong SAR together still rank as the second most prominent destinations for illegal ivory in the period under examination, although their collective proportion of estimated trade quantities is now less than half of what it was in the ETIS report to CoP17. This is considered in the report as a positive development that could partially be related to recent policy changes.

The report states that commencing in early 2017, formerly-accredited legal ivory selling shops in China began a transition to comply with the trade ban and by the end of the year had either all closed or moved into non-ivory product sales. The report notes that, while the presence of illegal ivory products in other physical markets has contracted significantly in the largest metropolises, trade in China's less-policed second and third-tier cities remains a significant problem (Zhao et al., 2017; Xiao, 2018). The report also notes that Internet trading of ivory products has notably reduced in the face of concerted actions, but less observable levels of illegal trade through restricted social media channels still presents a major challenge to law enforcers and shows far less signs of decline (Zhao et al., 2017; Xiao, 2018).

The report also states that rapidly growing cross-border markets in neighboring Viet Nam, Lao People's Democratic Republic and Myanmar continue to present challenges (Vigne & Martin, 2016, 2017, 2018; Nguyen et al., 2018; WJC & ISSD, 2016).

The report further highlights that various studies continue to document the presence of Chinese-led criminal syndicates operating from bases in Africa to move major shipments of raw ivory illegally to Asia (EIA, 2017; EIA, 2018a), and that evidence of Chinese-owned ivory processing operations continues to emerge in many parts of Africa (Nkoke et al., 2017). The report states that ETIS data indicate that seizures of worked ivory

¹ Hong Kong SAR of China developed, implemented and reported on the implementation of its NIAP separate to mainland China to date. In light of this, the discussion, findings and recommendations in the present document excludes Hong Kong SAR of China, which is addressed separately in accordance with the Guidelines to the NIAP process and associated Standing Committee recommendations.

products leaving Africa for Asian destinations has increased significantly and that nearly 60% of the worked ivory products being exported from Africa-based ivory processing operations have been directed to China or Hong Kong SAR of China as the country or territory of destination (CITES, 2017).

The ETIS report notes that reporting of seizures involving cross-border regions with China is limited. It states that for example, available information suggests that up to 80% and 90% of the ivory products sold in growing ivory markets of Lao People's Democratic Republic and Myanmar respectively, involve consumers from mainland China (Vigne & Martin, 2017, 2018); but that China's seizure data for 2016 and 2017 includes only two ivory seizures coming from Viet Nam and nothing from Cambodia, Lao People's Democratic Republic, or Myanmar, another country with a growing ivory market predominately catering to Chinese consumers (Nguyen and Frechette, 2017). The report observes further that, in recent years, the data submitted to ETIS by the CITES Management Authority of China does not seem to include any seizures which have been made beyond the purview of the country's customs authority at ports of entry. It further states that open source media reports many seizures being made by provincial Forest Public Security Bureaus and various police agencies in the interior of the country, but these cases are not part of the data reported to ETIS. The report suggests that, thus, any under-reporting would be a factor of concern with respect to the China dataset in ETIS analyses.

The results of the cluster analysis in the ETIS report prepared for CoP18 identify China as a Party for consideration under Category B.

Guidelines to the NIAP process: Step 1, paragraph b): Additional information provided by China

In implementing Step 1 of the *Guidelines to the NIAP process*², the Secretariat on 28 January 2019 sent a letter to China informing the Party that it is identified as a Party for consideration under Category B in the ETIS report prepared for CoP18. The Secretariat invited China to provide any additional information it considers relevant for determining if it should be included in the NIAP process to the Secretariat no later than 28 February 2019. The Secretariat provided China with the full ETIS report prepared for CoP18. In addition, the Secretariat prepared and provided China with a compilation of information from the ETIS report highlighting some of the key issues relevant to China and noting that there may be matters of a more general nature in the report itself, that China might want to address when submitting additional information.

The report received from China is available as Annex 4 to document SC71 Doc. 11, in English only. In its response China draws attention to its report to the 70th meeting of the Standing Committee (SC70, Sochi, October 2018),³ on the basis of which the Committee agreed that China exit the NIAP process in accordance with Step 5 paragraph d) of the *Guidelines*.

In addition to the measures and activities highlighted by China in its report to SC70, the Party in its current report draws attention to a number of measures and activities it has implemented and progressed since SC70. China states that it has put in place stricter domestic measures, banning the import of pre-Convention tusks from elephant and its products, ivory carvings of African elephant obtained after the Convention entered into force, and tusks as hunting trophies obtained in Africa.⁴ China states that since SC70, all relevant government agencies have been cooperating to ensure the enforcement of these stricter domestic measures.

Regarding domestic trade in ivory, China highlights that since December 2017 all ivory manufacturers and retail shops in mainland China are closed and that since SC70, all relevant government agencies have been cooperating to ensure the enforcement of the ban on domestic ivory processing and sale.

China further reports that in January 2019 its Law on E-Commerce, which facilitates combatting illegal wildlife trade on the Internet, including illegal ivory trade, came into effect. China reports that in the same month, its customs authorities, in cooperation with the CITES Management Authority of China, the China Wildlife Conservation Association, the World Wildlife Fund and WildAid, released a video to raise awareness among Chinese expatriates and tourists in Africa about illegal trade in ivory and the legal consequences for offenders.⁵ In this context, China also reports that earlier this year the CITES Management Authority continued, as it did in the past, to carry out visits to African elephant range States to educate Chinese citizens living in these countries about the Chinese wildlife legislation. It is stated that *vice versa* the Management Authority continues to invite CITES officials from African countries to attend training seminars in China on capacity building for wildlife trade control.

² referred to as 'the Guidelines' throughout the rest of the present document

³ <https://cites.org/sites/default/files/eng/com/sc/70/E-SC70-27-04-A7.pdf>

⁴ See also <https://cites.org/sites/default/files/notif/E-Notif-2016-034.pdf>

⁵ http://www.xinhuanet.com/english/2019-01/23/c_137767583.htm

China also reports that in 2019, its customs authorities successfully conducted a specialized operation targeting illegal ivory trade, which led to a series of seizures and arrests.

It should be noted that China has comprehensively set out in its response to the Secretariat concerns about the content of the ETIS report and how it is used and indicated that it does not agree with the methodology, findings and conclusions of the report.

Guidelines to the NIAP process: Step 1, paragraph c): Engagement with experts and other relevant information

As part of the Secretariat's consultation with experts, pursuant to Step 1 paragraph c) of the *Guidelines*, information relevant to China was received from the International Union for Conservation of Nature (IUCN) and the World Customs Organization (WCO).

The IUCN consulted individual members of its IUCN Species Survival Commission (SSC) African Elephant Specialist Group (AfESG), and accordingly provided information received from its network of specialist group members to the Secretariat. The feedback received highlighted that the closing legal ivory outlets in China may have displaced illegal ivory trade to internet platforms such as Taobao, WeChat or other closed online trading rooms, a matter that is also addressed in the ETIS report to CoP18. The Secretariat notes that in this regard, the Law on E-Commerce that came into effect in China in January 2019 represents an important development. Feedback from IUCN specialist group members further highlighted, similar to the ETIS report to CoP18, concerns that the closure of legal ivory outlets in China resulted in new illegal markets for ivory being established in countries bordering China. Sustained action by China to address any illegal cross border trade in ivory remains essential. In this regard, it is encouraging to note that the WCO reported to the Secretariat that it observed an increasing trend since late 2017, of more seizures being made in China from passengers arriving by air carrying ivory in baggage, as well as from pedestrians crossing the border from Viet Nam. The WCO also indicated the participation of mainland China in Operation PRAESIDIO,⁶ which was ongoing at the time of receiving the report from WCO.

The Secretariat notes recent open source information⁷ suggesting that China has further expanded its inter-agency cooperation mechanism, on which the Party reported to SC70, from 22 to 25 participating central-level government agencies, now including new members such as the Ministry of Ecology and Environment, the State Administration of Traditional Chinese Medicine and the Chinese Academy of Sciences. It is reported that the agencies decided on 24 key actions to implement this year, including the launching of a special campaign against illegal trade in wildlife, including ivory. Other work to be done is said to include revising the category list of wild animals and plants under State protection, steps to combat illegal hunting, and promoting severe penalties for wildlife-related crimes.

Guidelines to the NIAP process: Step 1, paragraph c): Recommendation of the Secretariat

The ETIS reports prepared for CoP16 and CoP17 identified China as a Category A Party. In the ETIS report prepared for CoP18, China moved to a category of lesser prominence, and it is identified as a Category B Party. Although the ETIS report prepared for CoP18 notes that China together with Hong Kong SAR of China still ranks as the second most prominent destinations for illegal ivory in the period under examination, it must be noted that the report also states that their collective proportion of estimated trade quantities is now less than half of what it was in the ETIS report to CoP17.

Significant progress has been made and the movement of China to Category B suggests that the comprehensive measures implemented, and activities conducted by authorities in China since CoP16 are beginning to show consequential impact.

The Standing Committee agreed at SC70 that China exit the NIAP process. The additional information provided by China indicates that the Party continues the implementation of a variety of measures and activities to address illegal trade in ivory. The ETIS report prepared for CoP18 also recognizes the exceptionally high Law Enforcement (LE) Ratio in China. The Secretariat considers this a strong indicator of the continued commitment and vigilance in China to respond to and address wildlife crime, including illegal trade in ivory.

Similar to what was reported to SC70, the Secretariat concludes that, overall, China has taken significant steps and implemented comprehensive measures in recent years to address illegal trade in ivory. Although the full

⁶ <http://www.wcoomd.org/en/media/newsroom/2019/march/operation-praesidio-boasts-global-efforts-to-combat-the-illegal-wildlife-trade.aspx>

⁷ <http://www.chinadaily.com.cn/a/201903/29/WS5c9e13dea3104842260b35f3.html>

impact of the measures taken by China remains to be seen, the substantial efforts made by the Party and the progress made to date must be fully recognized.

China continues the implementation of measures and activities to address illegal trade in ivory, and it is unlikely that requesting the Party to develop and implement a new NIAP will have any significant impact beyond the measures that the Party has already put in place and continues to pursue.

The reasons upon which the Standing Committee at SC70 based its decision that mainland China exit the NIAP process remain valid. **The Secretariat recommends that mainland China not be included in the NIAP process** and considers that it will be appropriate to continue to monitor illegal trade in ivory as it relates to mainland China in accordance with Resolution Conf. 10.10 (Rev. CoP17).

1.2 Kenya

Guidelines to the NIAP process: Step 1, paragraph a): ETIS report prepared for CoP18

The ETIS report prepared for CoP18 groups Kenya, Uganda and the United Republic of Tanzania together as Category B Parties. The below represents a compilation of information from the ETIS report prepared by the Secretariat, relevant to these three Parties.

The report states that collectively, Kenya, Uganda and the United Republic of Tanzania exhibit the fourth greatest value for ivory weight in this ETIS analysis, and that this represents a major decline compared to the ETIS analysis for CoP17. Further, the report states that with a collective Law Enforcement (LE) Ratio of 90%, some nine out of ten seizures in which this group is involved are being made by the group itself, which is also considered a very good result. However, the report observes that about 60% of the illegal trade by weight in this group still reflects large-scale ivory movements which are the hallmark of transnational organised crime and that corruption could be a factor as this group has the lowest Corruption Perception Index (CPI) score in this ETIS analysis. The report notes that the domestic ivory market score is the best of any cluster in the analysis, indicating that local commerce in ivory has been largely eradicated, which is considered another positive development.

The report notes that in the period 2009-2014, East Africa was the primary exit point for illegal ivory from Africa with the trades of Kenya, the United Republic of Tanzania and Uganda all heavily interlinked, especially large consignments moving through the seaports of Mombasa, Dar es Salaam and Zanzibar. The report highlights that overall ivory trade flows from, through and into these three countries have collectively dropped by some 60% compared to the period 2012-2014, but each nation still individually ranks in the top ten in terms of the scale of ivory trade in the analysis.

The report highlights that under the NIAP process, all three Parties have significantly improved legislation and law enforcement performance, resulting in more arrests, prosecutions and higher penalties; but culmination in successful outcomes has been compromised owing to careless, even criminal, actions taken by the police, prosecutors and the judiciary during investigations and court deliberations (Karani, 2018a, 2018b; Morris, 2018). The report concludes that well-financed criminal syndicates have continued to use these Parties for illegal trade purposes.

For Kenya, the report highlights the high-profile conviction of an INTERPOL Red List suspect, Feisal Mohamed Ali, concerning a 2014 seizure of 2,152 kg of ivory, which was subsequently overturned by the High Court of Kenya, two years after his conviction. He was released from jail in August 2018, the judicial decision citing a long list of investigative and judicial transgressions (Chepkwony, 2018). The report concludes that this example highlights how issues and developments beyond the purview of conservation authorities can impede sustained progress in curtailing wildlife trafficking.

The results of the cluster analyses in the ETIS report prepared for CoP18 identify Kenya as a Party for consideration under Category B.

Guidelines to the NIAP process: Step 1, paragraph b): Additional information provided by Kenya

In implementing Step 1 of the *Guidelines*, the Secretariat on 28 January 2019 sent a letter to Kenya, informing the Party that it is identified as a Party for consideration under Category B in the ETIS report prepared for CoP18. The Secretariat invited Kenya to provide any additional information it considers relevant for determining if it should be included in the NIAP process to the Secretariat no later than 28 February 2019. The Secretariat provided Kenya with the full ETIS report prepared for CoP18. In addition, the Secretariat prepared and provided Kenya with a compilation of information from the ETIS report, highlighting some of the key issues

relevant to Kenya, and noting that there may be matters of a more general nature in the report itself, that Kenya might want to address when submitting additional information.

The response received from Kenya is available as Annex 6 to document SC71 Doc. 11, in English only. Kenya notes that it has successfully completed the implementation of its NIAP before exiting the process at SC70 and highlights that it implemented significant measures to address illegal trade in ivory. It highlights the high Law Enforcement (LE) Ratio, the fact that it has no domestic ivory market, and the significant decrease in the volume of illegal ivory trade through East Africa, as outlined in the ETIS report to CoP18. Kenya in its response expresses concerns about the methodology, findings and conclusions of the ETIS report. Kenya also highlights that since the Standing Committee at SC70 agreed that it exit the NIAP process, there have been no significant cases related to illegal trade in ivory associated with the Party that warrant the attention of the Standing Committee.

Guidelines to the NIAP process: Step 1, paragraph c): Engagement with experts and other relevant information

As part of the Secretariat's consultation with experts, pursuant to Step 1 paragraph c) of the *Guidelines*, information relevant to Kenya was received from the IUCN, the CITES Monitoring the Illegal Killing of Elephants (MIKE) Programme and the WCO.

The IUCN consulted individual members of its IUCN SSC AfESG, and accordingly provided information received from its network of specialist group members to the Secretariat. The feedback received highlights that information available shows that elephant poaching rates have declined significantly in Kenya since 2016. This aligns with information received from the CITES MIKE Programme, also suggesting a decline. The WCO reported that customs authorities in Kenya conducted a self-assessment based on the WCO institutional assessment tool on CITES enforcement and that Kenya was subsequently selected as beneficiary of tailor-made national support. As part of this support a diagnostic report with relevant country-specific recommendations was developed in 2017, along with a work plan of activities to be implemented. Following this, a subject matter expert mission to Kenya was conducted in July 2018, during which two WCO experts provided support for a CITES Unit to be established within the Kenya Revenue Authority (KRA). During this mission, terms of reference, standard operating procedures, performance indicators and other key-documents were drafted. Furthermore, risk profiles on CITES-listed species were developed jointly by the WCO experts and officers from KRA. The WCO reported that the risk profiles were included within the newly developed integrated customs management system. The WCO further reported that Kenya is one of the Parties identified to receive *ad hoc* national support under the auspices of the WCO INAMA Project focusing on CITES-listed species and aiming to strengthen the capacity of customs administrations to address illegal wildlife trade. WCO also noted that Kenya benefitted from a number of regional activities in which it participated. In addition, the WCO indicated the participation of the Kenya in Operation PRAESIDIO, which was ongoing at the time of receiving the report from WCO.

The Secretariat also consulted informally with TRAFFIC as the manager and coordinator of ETIS, requesting information on the latest data on Kenya available to ETIS. The information provided confirmed that the trend the Secretariat reported to SC70⁸ continues, namely that there has been a significant decrease in illegal ivory consignments associated with the Party since 2015.

Guidelines to the NIAP process: Step 1, paragraph c): Recommendation of the Secretariat

The ETIS reports prepared for CoP16 and CoP17 identified Kenya as a Category A Party. In the ETIS report prepared for CoP18, Kenya moved to a category of lesser prominence, and it is identified as a Category B Party. This improvement suggests that the comprehensive measures and activities implemented in Kenya since CoP16 are having consequential impact.

The Standing Committee agreed at SC70 that Kenya exit the NIAP process. The additional information available for Kenya suggests that the activities and measures implemented by the Party continue to produce positive results. The report received from Kenya and available information also indicate continued commitment to sustain efforts in addressing elephant poaching and illegal trade in ivory.

The need for Kenya to be vigilant continues to exist. At the same time, the reasons upon which the Standing Committee at SC70 based its decision that Kenya exit the NIAP process remain valid. Similar to what was reported at SC70, the Secretariat considers that Kenya can pursue further activities outside the NIAP process.

⁸ See paragraph 189 in document SC70 Doc. 27.4 A1

The Secretariat recommends that Kenya not be included in the NIAP process, and that elephant poaching and illegal trade in ivory as it relates to Kenya continue to be monitored in accordance with Resolution Conf. 10.10 (Rev. CoP17).

1.3 Uganda

Guidelines to the NIAP process: Step 1, paragraph a): ETIS report prepared for CoP18

The compilation of information from the ETIS report to CoP18 relevant to Uganda, prepared by the Secretariat, is included in the compilation on Kenya, Uganda and the United Republic of Tanzania, available under 1.2 of the present document.

The results of the cluster analysis in the ETIS report prepared for CoP18 identify Uganda as a Party for consideration under Category B.

Guidelines to the NIAP process: Step 1, paragraph b): Additional information provided by Uganda

In implementing Step 1 of the *Guidelines*, the Secretariat on 28 January 2019 sent a letter to Uganda, informing the Party that it is identified as a Party for consideration under Category B in the ETIS report prepared for CoP18. The Secretariat invited Uganda to provide any additional information it considers relevant for determining if it should be included in the NIAP process to the Secretariat no later than 28 February 2019. The Secretariat provided Uganda with the full ETIS report prepared for CoP18. In addition, the Secretariat prepared and provided Uganda with a compilation of information from the ETIS report, highlighting some of the key issues relevant to Uganda, and noting that there may be matters of a more general nature in the report itself, that Uganda might want to address when submitting additional information.

The response received from Uganda is available as Annex 14 to document SC71 Doc. 11, in English only. In its response, Uganda highlights its strong Law Enforcement (LE) Ratio, noting that the vast majority of seizures in which Uganda was implicated, were made in Uganda itself before the illegal consignments could leave the country. Uganda also highlights the non-existence of a domestic ivory market in the country. The Party further elaborates on the strengthening of its legislation which now provides for strong deterrent penalties for ivory trafficking. The Party highlights the Uganda Wildlife Bill 2017, which *inter alia* provides stringent penalties including a maximum sentence of life imprisonment and/or a fine of USD 5.45 million for crimes involving the trafficking in endangered species. The Party further draws attention to the establishment of a special wildlife and utilities Court within High Court of Uganda, as also reported upon in its report to SC70, stating that the special wildlife and utilities Court significantly improved the prosecution and conviction rate for offenders involved in wildlife crime, from less than 40% to over 90%.

Uganda further highlights that it has recruited, trained, equipped and strategically deployed a critical mass of specialized law enforcement personnel including investigators, prosecutors, intelligence and customs staff. The Party also highlights its efforts in collecting and submitting samples from seized ivory for forensic analysis.

Uganda reports that, since exiting the NIAP process at SC70, it continues to implement measures aimed at combating wildlife crime, including ivory trafficking. The Party notes that in addition to the measures reported upon in its report to SC70,⁹ Uganda since deployed Non-Intrusive Cargo Inspection (NII) Scanning technology at five border areas and introduced sniffer dogs at points of entry and exit to prevent the use of Uganda as a transit route for illegal wildlife specimens.

Uganda also notes in its response its reservations regarding the ETIS methodology, in particular the use by ETIS of the Corruption Perception Index published by Transparency International. In this context, the Party highlights its engagement in activities initiated by the United Nations Office on Drugs and Crime (UNODC) through the International Consortium on Combating Wildlife Crime (ICCWC) to support the development of an Integrity Guide for Wildlife Management Agencies to address corruption.

Guidelines to the NIAP process: Step 1, paragraph c): Engagement with experts and other relevant information

As part of the Secretariat's consultation with experts, pursuant to Step 1 paragraph c) of the *Guidelines*, information relevant to Uganda was received from the WCO.

⁹ <https://cites.org/sites/default/files/eng/com/sc/70/E-SC70-27-04-A22.pdf>

The WCO indicated that Uganda implemented the WCO institutional assessment tool on CITES enforcement and that during a scoping mission from the WCO that followed, a diagnostic report and 2017-2018 work plan was developed. The WCO further reported that two subject matter expert missions were conducted to Uganda to date, and that the Party is working to establish a CITES unit within the Uganda Revenue Authority (URA). The WCO further reports that CITES-related risk-profiles and other key documents were developed during the subject matter expert missions. The WCO also reported that the URA participated in a range of regional activities organized under the auspices of the WCO INAMA Project. The WCO further reports that a “Train the trainer” and accreditation workshop on illegal wildlife trade was held in Lusaka, Zambia, in May 2018, during which a URA officer received CITES technical training and up-scaled his training skills. The WCO notes that a proposal for the inclusion of a CITES module in the national customs training framework of Uganda is currently being developed. The WCO notes that officers from Uganda also participated in a Customs-Police regional workshop on illegal wildlife trade held in Dar es Salaam, United Republic of Tanzania, in August 2018, and also indicated the participation of the Uganda in Operation PRAESIDIO, which was ongoing at the time of receiving the report from WCO.

Guidelines to the NIAP process: Step 1, paragraph c): Recommendation of the Secretariat

The ETIS reports prepared for CoP16 and CoP17 identified Uganda as a Category A Party. In the ETIS report prepared for CoP18, Uganda moved to a category of lesser prominence and is identified as a Category B Party. This improvement suggests that the comprehensive measures and activities implemented in Uganda since CoP16 are having consequential impact.

Uganda has since CoP16 implemented diverse and comprehensive measures and activities to enhance and strengthen its responses to illegal trade in ivory. The Standing Committee agreed at SC70 that Uganda exit the NIAP process. The report received and other available information indicate continued commitment in Uganda to sustain efforts in addressing elephant poaching and illegal trade in ivory, and since exiting the NIAP process at SC70, the Party continued the implementation of measures and activities to strengthen its responses to wildlife crime, including illegal ivory trade.

The substantial efforts made by Uganda and the progress made to date must be fully recognized. At the same time, the need for Uganda to remain vigilant and sustain strong enforcement action to combat illegal trade in ivory continues to exist. As noted by the Secretariat in its reporting to SC70, it is important for the Party to continue to actively pursue the implementation of its revised legislation and regulations in order to continue to decrease illegal ivory trade levels.

The Secretariat considers that the reasons upon which the Standing Committee at SC70 based its decision that Uganda exit the NIAP process remain valid. Similar to what was reported at SC70, the Secretariat considers that further activities can be pursued by Uganda outside the NIAP process.

The Secretariat recommends that Uganda not be included in the NIAP process, and that illegal trade in ivory as it relates to Uganda continue to be monitored in accordance with Resolution Conf. 10.10 (Rev. CoP17).

1.4 The United Republic of Tanzania

Guidelines to the NIAP process: Step 1, paragraph a): ETIS report prepared for CoP18

The compilation of information from the ETIS report to CoP18 relevant to the United Republic of Tanzania, prepared by the Secretariat, is included in the compilation on Kenya, Uganda and the United Republic of Tanzania, available under 1.2 of the present document.

In addition, for the United Republic of Tanzania, the ETIS report prepared for CoP18 highlights that three out of eight (37.5%) large-scale seizures (>800 kg) that occurred prior to November 2016 in the United Republic of Tanzania are known to have been successfully prosecuted in court, resulting in the conviction of suspects, but that progress in expediting the other five cases appears slow (TRAFFIC unpublished data). The report concludes that this example highlights how issues and developments beyond the purview of conservation authorities can impede sustained progress in curtailing wildlife trafficking.

The results of the cluster analysis in the ETIS report prepared for CoP18 identify the United Republic of Tanzania as a Party for consideration under Category B.

Guidelines to the NIAP process: Step 1, paragraph b): Additional information provided by the United Republic of Tanzania

In implementing Step 1 of the *Guidelines*, the Secretariat on 28 January 2019 sent a letter to the United Republic of Tanzania, informing the Party that it is identified as a Party for consideration under Category B in the ETIS report prepared for CoP18. The Secretariat invited the United Republic of Tanzania to provide any additional information it considers relevant for determining if it should be included in the NIAP process to the Secretariat no later than 28 February 2019. The Secretariat provided the United Republic of Tanzania with the full ETIS report prepared for CoP18. In addition, the Secretariat prepared and provided the United Republic of Tanzania with a compilation of information from the ETIS report, highlighting some of the key issues relevant to the United Republic of Tanzania, and noting that there may be matters of a more general nature in the report itself, that the United Republic of Tanzania might want to address when submitting additional information.

The United Republic of Tanzania has not submitted any additional information.

Guidelines to the NIAP process: Step 1, paragraph c): Engagement with experts and other relevant information

As part of the Secretariat's consultation with experts, pursuant to Step 1 paragraph c) of the *Guidelines*, information relevant to the United Republic of Tanzania was received from the CITES MIKE Programme, the IUCN and the WCO.

The CITES MIKE Programme reported that data shows that poaching levels declined since 2014 in four out of the five MIKE sites in the United Republic of Tanzania, the exception being Ruaha National Park and Rungwa Game Reserve, where poaching declined since 2016 but has subsequently in 2018 increased to almost the same levels as in 2014. Similarly, information provided by individual members of the IUCN SSC AfESG indicates that the most recent data available shows improvement and that poaching decreased in the United Republic of Tanzania, noting however that poaching is still of concern in the southern part of the country. The WCO reports that it in 2018 conducted train-the-trainer capacity-building for customs officers in the United Republic of Tanzania, and that it conducted three national support missions and a monitoring mission to the Party. The WCO further in its report notes the Customs-Police regional workshop on illegal trade in wildlife that was held in Dar es Salaam, United Republic of Tanzania, in August 2018, and also indicated the participation of the United Republic of Tanzania in Operation PRAESIDIO, which was ongoing at the time of receiving the report from WCO.

The Secretariat also consulted informally with TRAFFIC as the manager and coordinator of ETIS, requesting information on the latest data on the United Republic of Tanzania available to ETIS. The information provided confirms that the trend the Secretariat reported to SC70 continues, namely that there has been a decrease in ivory seizures made in the United Republic of Tanzania prior to export abroad, as well as in ivory seizures made by other countries where the United Republic of Tanzania was identified as part of the illegal trade chain.¹⁰ Regarding the quantity of ivory which was seized, the ETIS data reflects a clear downward trend in the period 2015-2017, but overall the quantity remains high at approximately 11 tonnes.

Guidelines to the NIAP process: Step 1, paragraph c): Recommendation of the Secretariat

The ETIS reports prepared for CoP16 and CoP17 identified the United Republic of Tanzania as a Category A Party. In the ETIS report prepared for CoP18, the United Republic of Tanzania moved to a category of lesser prominence and it is identified as a Category B Party. This improvement suggests that the comprehensive measures and activities implemented in the United Republic of Tanzania since CoP16 are having consequential impact.

The Standing Committee agreed at SC70 that the United Republic of Tanzania exit the NIAP process. The additional information available for the United Republic of Tanzania suggests that the activities and measures implemented by the Party continue to produce positive results. Elephant poaching levels largely declined in most parts of the country, and the quantities of illegal ivory associated with the United Republic of Tanzania being seized decreased significantly in recent years, as demonstrated in paragraph 146 in Annex 1 to document SC70 Doc. 27.4. Further, the most recent data received from ETIS shows that these trends continue to persist, and since the Standing Committee at SC70 agreed that the Party exit the NIAP process, no significant cases related to illegal trade in ivory associated with the United Republic of Tanzania came to the attention of the Secretariat.

¹⁰ See paragraph 146 in document [SC70 Doc. 27.4 A1](#)

However, information about escalating poaching in Ruaha National Park and Rungwa Game Reserve as described above demonstrates the need for further action to address the activities of crime groups that continue to operate within the country. The fact that the overall quantity of illegal ivory associated with the United Republic of Tanzania and seized remained high at approximately 11 tonnes in the period 2015 – 2017 further demonstrates the continued need for vigilance and strong law enforcement action against elephant poaching and illegal trade in ivory in order to build upon the progress made to date by the Party and to avoid this progress from being undermined by the activities of criminal groups that remain active.

Further work is needed, but the Secretariat considers that the reasons upon which the Standing Committee at SC70 based its decision that the United Republic of Tanzania exit the NIAP process remain valid. Similar to what was reported at SC70, the Secretariat considers that further activities can be pursued by the United Republic of Tanzania outside the NIAP process.

The Secretariat recommends that the United Republic of Tanzania not be included in the NIAP process, and that elephant poaching and illegal trade in ivory as it relates to the United Republic of Tanzania continue to be monitored in accordance with Resolution Conf. 10.10 (Rev. CoP17).

2. Category C Parties

2.1 Burundi

Guidelines to the NIAP process: Step 1, paragraph a): ETIS report prepared for CoP18

The below represents a compilation of information from the ETIS report to CoP18 relevant to Burundi, prepared by the Secretariat.

The ETIS report submitted to CoP18 states that Burundi holds one of Africa's oldest, largest and often controversial ivory stockpiles, and suggests that ivory from this stockpile is leaking into illegal international trade.

The report states that this stockpile was first reported under CITES in 1989, the year following Burundi's accession to CITES in November 1988. It further states that the detailed history of the stockpile is outlined in document CoP13 Doc. 29.6 of October 2004, in the report "Ivory Stock Verification Mission to Burundi: Report to CITES Secretariat, 23rd September 2004" by Mr. Simon Milledge and Mr. Edison Nuwamanya, and in document SC50 Doc. 21.4 which outlines the perspective of the Burundi government. The report notes that at the request of the CITES Secretariat, the stockpile was audited by TRAFFIC and the CITES MIKE Programme in 2004. During this audit each piece was re-counted and re-weighed, and a computerised database of the entire stockpile consisting of 15,485 tusks weighing 83,978 kg, was established. The report notes that the entire stock was after the audit resealed into seven shipping containers held within a guarded military compound in Bujumbura.

The report highlights that following a March 2015 seizure of four drum cans labelled 'Shea Butter' at Entebbe Airport in Uganda, which was destined to Singapore, TRAFFIC identified 18 tusks from this seizure that clearly bore registration markings of the 1989 Burundi ivory stockpile. The report notes that a confidential report was prepared by TRAFFIC and tabled with the CITES Secretariat in April 2015 and that, since then, at least three more seizures, two in Kampala, Uganda in September 2016 and February 2017, and one in June 2016 in Juba, South Sudan, have included tusks and ivory pieces that exhibit markings commensurate with the 1989 Burundi stockpile.

The report estimates that nearly 84 tonnes of ivory from Burundi's Stockpile could be in illegal trade. It highlights that Burundi has yet to make any statement regarding this longstanding ivory stockpile and that at SC70, an intervention by Uganda noted the lack of progress and called upon the Secretariat to clarify the status this stockpile.

The report concludes that, because the matter of the Burundi stockpile has remained unresolved since first reported over three years ago, Burundi is regarded as a Category C Party.

Guidelines to the NIAP process: Step 1, paragraph b): Additional information provided by Burundi

In implementing Step 1 of the *Guidelines*, the Secretariat on 28 January 2019 sent a letter to Burundi, informing the Party that it is identified as a Party for consideration under Category C in the ETIS report prepared for CoP18. The Secretariat invited Burundi to provide any additional information it considers relevant for

determining if it should be included in the NIAP process to the Secretariat no later than 28 February 2019. The Secretariat provided Burundi with the full ETIS report prepared for CoP18. In addition, the Secretariat prepared and provided Burundi with a compilation of information from the ETIS report, highlighting some of the key issues relevant to Burundi, and noting that there may be matters of a more general nature in the report itself, that Burundi might want to address when submitting additional information.

Burundi has not submitted any additional information.

Guidelines to the NIAP process: Step 1, paragraph c): Engagement with experts and other relevant information

No additional information was provided in the Secretariat's consultation with experts.

Guidelines to the NIAP process: Step 1, paragraph c): Recommendation of the Secretariat

Matters concerning the ivory stockpile of Burundi are well articulated in document CoP13 Doc. 29.6 on *Ivory stocks in Burundi*¹¹ and other documents as highlighted in the ETIS report prepared for CoP18.

The Secretariat notes that following receipt of information about the March 2015 seizure of ivory at Entebbe Airport in Uganda, which allegedly included ivory that originated from the Burundi stockpile, it formally wrote to both Burundi and Uganda on 11 May 2015. The Secretariat in its letter to Uganda encouraged the Party to engage with enforcement authorities in Burundi to identify potential follow-up activities that could be initiated between the two Parties to further investigate this crime and invited the Party to reach out to the Secretariat for support as may be needed. In its letter to Burundi, the Secretariat informed the Party that it received information that suggests the potential inclusion of ivory from the Burundi stockpile, in the ivory seized at Entebbe Airport in Uganda. The Secretariat requested Burundi to confirm the status of its ivory stockpile, to investigate how ivory from this stockpile could have made its way into the illegal ivory trade. The Secretariat also strongly encouraged Burundi to engage with the enforcement authorities in Uganda to identify potential follow-up activities that could be initiated. Lastly, the Secretariat drew the attention of Burundi to the provisions of Resolution Conf. 10.10, requesting Parties to submit an inventory of any government-held ivory stock and significant privately-held ivory stocks to the Secretariat. On 29 May 2015 the Secretariat received an informal reply from Burundi noting that since 1989, the CITES Management Authority of Burundi has been restructured a number of times and placed under different Ministries. Burundi indicated that consultation with the different stakeholders that were involved over the years due to restructuring would be needed to determine if at any stage leakage might have occurred and confirmed that following the letter received from the Secretariat steps are being taken to verify the ivory stocks. To date no further feedback were received from Burundi, and the Secretariat also notes that it has to date not received any reporting from Burundi in accordance with paragraph 6 e) of Resolution Conf. 10.10 (Rev. CoP17).

The Secretariat considers that the matters concerning Burundi's stockpile are unique and different from the circumstances confronting other Parties participating in the NIAP process. For this reason, requesting the Party to develop and implement a NIAP does not seem like the most appropriate solution. However, achieving a better understanding of the current status of Burundi's stockpile, and if any ivory from the stockpile leaked into illegal trade, is important.

The Secretariat therefore recommends that Burundi not be included in the NIAP Process, but that the Standing Committee request the Party to prepare a report on the status of its ivory stockpile, including information on any activities conducted and findings made following the May 2015 letter of the Secretariat to the Party. The Standing Committee may further wish to request the Secretariat to make the report from Burundi available to the Committee at its 73rd meeting, together with any recommendations the Secretariat may have.

2.2 Singapore

Guidelines to the NIAP process: Step 1, paragraph a): ETIS report prepared for CoP18

The ETIS report prepared for CoP18 identifies Singapore as a transit country in the illegal ivory trade.

The report groups Singapore together with Cambodia, Indonesia and South Sudan and notes that this group ranks low in terms of frequency measure as seizures are rarely made according to the ETIS data. The report observes that the group collectively renders the fifth highest weight value in this ETIS analysis, indicating that

¹¹ <https://www.cites.org/sites/default/files/eng/cop/13/doc/E13-29-6.pdf>

the consignments which these countries make or are implicated in are generally large. The report states that this group has the second highest score (76%) in terms of the proportion of the weight value that relates to large-scale movements of ivory that are likely to represent organised criminal activity. At 41%, the Law Enforcement (LE) Ratio indicates that less than half of the seizure cases in which these countries are involved with are interdicted by one of these nations. The average Corruption Perception Index (CPI) score is not particularly good suggesting that corruption could be a challenge in some countries, except for Singapore which has the third best CPI score of any country assessed in the report.

The ETIS report highlights that Singapore, at over 12.7 tonnes of ivory for the period 2015-2017, has the sixth largest weight value of all countries in this ETIS analysis, of which 5.3 tonnes were seized by the Singaporean authorities. Authorities in Kenya, Uganda and Zimbabwe seized other large ivory shipments slated for transit through Singapore on six occasions during these years. The report notes that this is not surprising given that over 30 million containers move through Singapore's port each year, making it the world's second largest container port in the world throughout this entire period. The report states that with no domestic ivory market in Singapore, these ivory movements are strictly of a pass-through nature to China, Hong Kong SAR of China or Viet Nam, where demand for ivory exists. The report concludes that the 'transit challenge' appears to be well appreciated by the authorities who recognize the need for continued vigilance.

The results of the cluster analysis in the ETIS report prepared for CoP18 identify Singapore as a Party for consideration under Category C.

Guidelines to the NIAP process: Step 1, paragraph b): Additional information provided by Singapore

In implementing Step 1 of the *Guidelines*, the Secretariat on 28 January 2019 sent a letter to Singapore, informing the Party that it is identified as a Party for consideration under Category C in the ETIS report prepared for CoP18. The Secretariat invited Singapore to provide any additional information it considers relevant for determining if it should be included in the NIAP process to the Secretariat no later than 28 February 2019. The Secretariat provided Singapore with the full ETIS report prepared for CoP18. In addition, the Secretariat prepared and provided Singapore with a compilation of information from the ETIS report, highlighting some of the key issues relevant to Singapore, and noting that there may be matters of a more general nature in the report itself, that Singapore might want to address when submitting additional information.

The report received from Singapore is available as Annex 10 to document SC71 Doc. 11 in English only. In its report, Singapore expresses its continued firm commitment to combat wildlife crime, including ivory trafficking. The Party emphasizes that it regularly reviews the measures it implemented, to ensure that these measures remain current in responding to wildlife crime. The Party further highlights that a solid legislative framework underpins its enforcement efforts. In this context Singapore points out that it has started a review of its Endangered Species (Import and Export) Act, which is the principal legislation governing trade in wildlife in Singapore. The review is expected to consider enhancing the Government's legislative powers, including increasing penalties on shipping agents and freight forwarders involved in cargo shipments containing illegal wildlife specimens. The Party also states that although the domestic ivory market in Singapore is small and inactive, it is considering legislating a ban on the domestic sale of ivory as part of its broader commitment to tackle illegal trade in ivory.

Singapore further highlights its action-oriented approach to intelligence reports, noting that action is taken regarding all credible and actionable information received. The Party reports that it continues to enhance its risk assessment capabilities, regularly developing and refining risk profiles and risk indicators based on seizures, intelligence reports, active engagement with international organizations and partners, and open source information. As a case in point, Singapore reports on a seizure in March 2018 of 1,787 pieces of ivory, weighing about 3,500kg, which resulted from the application of its risk assessment framework. In addition, Singapore also reports that it continues to leverage on technology to comprehensively screen and check travelers and goods.

Singapore reports that it invests in intensive training of its enforcement officers, to facilitate and enable effective responses to illegal trade in wildlife. Regarding raising public awareness, the Party reports that it publicizes all significant seizures and subsequent prosecutions via mainstream and social media platforms and that it continues to partner with non-governmental organizations, such as Wildlife Reserves Singapore, to increase public awareness. Singapore further states that it continues to hold regular training sessions with freight-forwarding companies to train them on how to better detect and identify signs of attempts to smuggle illegal wildlife into or through Singapore, with the most recent session held in January 2019. The Party also gives a number of examples of its continued cooperation with international and regional partners to combat illegal trade in wildlife, including a controlled delivery of a shipment of red sandalwood in 2019 in cooperation with Malaysia, which resulted in a large seizure and the arrest of the trader in Malaysia.

It should be noted that Singapore has comprehensively set out in its response to the Secretariat that it does not agree with the methodology, findings and conclusions of the ETIS report.

Guidelines to the NIAP process: Step 1, paragraph c): Engagement with experts and other relevant information

No additional information was provided in the Secretariat's consultation with experts.

Guidelines to the NIAP process: Step 1, paragraph c): Recommendation of the Secretariat

The ETIS report prepared for CoP17 identified Singapore as a Category A Party. In the ETIS report prepared for CoP18, Singapore moved to a category of lesser prominence, and it is identified as a Category C Party. This shift from the highest to the lowest category represents a significant shift for Singapore, considering that it is one of the busiest transit hubs in the world.

Singapore serves exclusively as transit country in the illegal ivory trade chain. For any country that serves as a key transport hub, good risk management practices are essential. In this regard it is important to note that Singapore is actively working to adapt and improve existing risk profiles and indicators by collecting information and reviewing trafficking trends, to ensure that risk profiles and indicators remain current and are adapted in a timely manner to respond to any newly identified trends.

As demonstrated by the report of the Secretariat on its mission to Singapore in April 2017,¹² as well as the report prepared by Singapore for the present meeting, good risk management practices are complimented by good legislation, well-established strategies and protocol, intelligence networks, intelligence-driven enforcement responses, detection equipment, well-trained and professional officers, and strong collaboration with counterparts in other countries.

Singapore is a key transit hub, and therefore continued vigilance by authorities in Singapore remains essential. It is encouraging to note the firm commitment expressed by Singapore in its report prepared for the present meeting, to continue to take strong action against illegal trade in wildlife. The additional information provided by Singapore also demonstrates that the Party continues to implement a wide variety of measures to combat wildlife crime, including ivory trafficking.

Considering the above, the Secretariat is of the opinion that it is unlikely that requesting the Party to develop and implement a NIAP will have any significant impact beyond the measures that the Party has already put in place and continues to deploy.

The Secretariat recommends that Singapore not be included in the NIAP process, and that illegal trade in ivory as it relates to Singapore continue to be monitored in accordance with Resolution Conf. 10.10 (Rev. CoP17).

2.3 South Africa

Guidelines to the NIAP process: Step 1, paragraph a): ETIS report prepared for CoP18

The ETIS report submitted to CoP18 clusters South Africa with together with Benin, Congo, the Democratic Republic of the Congo, Japan and Zambia, stating that this group of countries represents mid-range variables in terms of the mean number of seizures and the mean weight value.

The ETIS report notes that the Law Enforcement (LE) Ratio for these Parties collectively indicates adequate performance with some 60% of the total number of seizures being made by the cluster group itself. The report states that just less than half of the total weight value represents large-scale movements of ivory, and that this suggests a considerable level of criminal activity in many of the countries in the group. The report notes that in terms of corruption, the Corruption Perception Index (CPI) score for this cluster is at a mid-range point amongst all cluster groups in the ETIS analysis, but that the score itself is below the average. The report states that the domestic market score for this group is the fifth highest in this ETIS analysis, mostly owing to the more active markets in Japan and the Democratic Republic of the Congo.

¹² <https://cites.org/sites/default/files/eng/com/sc/69/E-SC69-29-03-A-04.pdf>

The ETIS report highlights that considerable quantities of ivory have entered international trade from South Africa, including one large-scale shipment of 2,478 kg to Viet Nam in 2017, the fifth largest seizure in the time period analyzed in the report. The report notes that, although the percentage of illegally killed elephants (PIKE) has increased for South Africa's largest elephant population in Kruger National Park (CITES, 2018c), most of the ivory in the Vietnamese seizure from South Africa is believed to originate from outside of South Africa. The report observes that other seizure records show that small quantities of raw ivory from Botswana, Malawi, Mozambique and Zimbabwe are entering South Africa on occasion, and concludes that there is some concern that consolidation of ivory from neighboring countries for future illegal export is a factor.

The ETIS report states that clandestine ivory processing for export is also occurring in South Africa, with some 116 worked ivory seizures reported [representing 364 kg of ivory] in the period analyzed, including seven cases where between 125 and 852 worked ivory products were found. The report observes that as a regional air transport hub, direct flight connections between Johannesburg's O. R. Tambo International Airport and various Asian destinations are possible, and more indirect connections occur by transiting the United Arab Emirates (Dubai and Abu Dhabi), Qatar (Doha) and Turkey (Istanbul) for onward travel to Asia. The report highlights that the synergistic involvement of transnational criminal groups that shift between illegally trafficking abalone, rhinoceros horn and elephant ivory remains a well-established law enforcement challenge in South Africa (Rademeyer, 2016 a, b).

The ETIS report also highlights that the CITES MIKE Programme documented an increase in elephant poaching in Southern Africa as a whole in 2017 (CITES, 2018c), which, if sustained, could make South Africa a more prominent exit point for illegal ivory moving to Asia.

The results of the cluster analysis in the ETIS report prepared for CoP18 identify South Africa as a Party for consideration under Category C.

Guidelines to the NIAP process: Step 1, paragraph b): Additional information provided by South Africa

In implementing Step 1 of the *Guidelines*, the Secretariat on 28 January 2019 sent a letter to South Africa, informing the Party that it is identified as a Party for consideration under Category C in the ETIS report prepared for CoP18. The Secretariat invited South Africa to provide any additional information it considers relevant for determining if it should be included in the NIAP process to the Secretariat no later than 28 February 2019. The Secretariat provided South Africa with the full ETIS report prepared for CoP18. In addition, the Secretariat prepared and provided South Africa with a compilation of information from the ETIS report, highlighting some of the key issues relevant to South Africa, and noting that there may be matters of a more general nature in the report itself, that South Africa might want to address when submitting additional information.

The report received from South Africa is available as Annex 11 to document SC71 Doc. 11, in English only. In its report South Africa notes that, with regards to the seizure of the large-scale ivory shipment of 2,478 kg to Viet Nam in 2017, referred to in the ETIS report, it had not been notified of this seizure by Viet Nam at the time and could therefore not investigate the origin of the shipment. The Party states that it agrees with the ETIS report that most of the ivory in this seizure, if not the entire shipment, did not originate from South Africa. The Party points out that there have not been any large-scale losses from ivory stockpiles in South Africa, nor has there been any large-scale killing of elephants in the country during the last two decades.

South Africa notes that 71 elephants were illegally killed in Kruger National Park in 2018, confirming that this is the highest number of elephants poached in the country per annum to date. The Party reports that, despite the loss of elephants in Kruger National Park, its national elephant population is increasing and estimated to amount to approximately 30,000 elephants. It further highlights that the largest elephant population in South Africa, consisting of approximately 19,000 elephants, occurs in the Kruger National Park, and that this population is growing at approximately 3.5% per annum. The Party also highlights that South African National Parks recently launched a project in the northern part of the Kruger National Park where most of the elephant poaching occurs. This project, titled *Project Ivory*, aims to ensure technical and ranger support for operations in the area. In this regard, South Africa reports on the deployment of equipment and resources, including tracker dogs, a horse unit, and a Cessna plane, expected to facilitate speedy responses to crime scenes in the park and thus supporting swift investigations and the apprehension of offenders.

South Africa also reports that it is in the process of developing a National Elephant Strategy, that will provide a high-level vision together with strategic objectives for the management and long-term conservation of elephants in South Africa.

The Party reports that capacity within the South African Police Service (SAPS) to address illegal trade in endangered species has been increased by expanding the mandate of SAPS Stock Theft Units to include

combatting illegal trade in endangered species. These units are now known as the Stock Theft and Endangered Species Unit, with members stationed in each of the nine provinces in South Africa. South Africa further reports upon the collaboration between different agencies within the country to address wildlife crime, stating that joint operations and investigations between these agencies regularly take place.

Regarding the observations contained in the ETIS report that 'small quantities of raw ivory from Botswana, Malawi, Mozambique and Zimbabwe are entering South Africa on occasion' and that 'there is some concern that consolidation of ivory from neighboring countries for future illegal export is a factor', South Africa notes that, while it does not refute that small quantities of ivory occasionally enter the country from neighboring countries, it does not agree with the conclusion that there is a consolidation of ivory from neighboring countries for future illegal export. South Africa reports that it works hand in hand with its neighboring countries to address illegal trade in wildlife, for example by implementing the Southern African Development Community (SADC) Law Enforcement and Anti-Poaching Strategy (LEAP).

South Africa further reports that a regional consultative workshop on the development of a Trade in Wildlife Information eXchange System (TWIX) was held in September 2018 in Johannesburg, which discussed and agreed a roadmap for the establishment and implementation of a SADC-TWIX to facilitate the exchange of information and regional cooperation between wildlife law enforcement agencies in SADC as part of the implementation of the LEAP Strategy.

South Africa reports that it does not agree with the conclusion reached in the ETIS report, that clandestine ivory processing for export is occurring in the country, noting that while many operations to disrupt illegal trade in wildlife specimens have been executed in the country, only one small processing room was found in the last ten years. The Party expresses the view that most of the finished ivory products detected in South Africa originate from its neighboring countries.

With regards to the role of Johannesburg's O. R. Tambo International Airport highlighted in the ETIS report, South Africa reports that it has established a Joint Operations Committee consisting of all Departments involved at the airport, to address security issues including addressing illegal trade in wildlife.

Further, regarding the statement contained in the ETIS report that 'the synergistic involvement of transnational criminal groups that shift between illegally trafficking in abalone, rhinoceros horn and elephant ivory remains a well-established law enforcement challenge in South Africa', the Party observes that the statement is correct, and highlights that there have been significant successes over the past three years in exposing and prosecuting many syndicates dealing in abalone and rhinoceros horn.

South Africa also re-submitted reports previously submitted following CoP17 and to SC70, on the measures it has taken to combat illegal trade in ivory. These are available as Annexes to the report submitted by South Africa for the present meeting.

Guidelines to the NIAP process: Step 1, paragraph c): Engagement with experts and other relevant information

As part of the Secretariat's consultation with experts, pursuant to Step 1 paragraph c) of the *Guidelines*, information relevant to South Africa was received from the IUCN and the CITES MIKE Programme.

The IUCN consulted individual members of its IUCN SSC AfESG, and accordingly provided information received from its network of specialist group members to the Secretariat. The report received from the IUCN included a comprehensive section on South Africa. It stated that no elephant poaching incidents have been reported in private reserves keeping elephants in South Africa but raised concerns about elephant poaching which is increasing in Kruger National Park. Feedback received from the CITES MIKE Programme highlighted similar concerns. The report received from the IUCN noted that 22 elephants were poached in the Kruger National Park in 2015, 46 in 2016, 68 in 2017, and 71 in 2018. This varied slightly from data provided by the CITES MIKE Programme, which recorded six elephants illegally killed in the Kruger National Park in 2014, 30 in 2015, 46 in 2016 and 67 in 2017. The IUCN report stated that the Kruger elephant population is one of the last elephant strongholds on the continent, and that this makes the population critically important genetically, and also extremely vulnerable. It is stated that this vulnerability is compounded by the open Kruger National Park border between South Africa and neighboring Mozambique, which is identified as a Category A country in the ETIS report and has known poaching and trafficking links to South Africa. The report however also states that the number of elephants poached in Kruger National Park amount to less than 0.4% of the Park's elephant population, which is currently growing at 3.5% per annum.

The IUCN report further notes that South Africa has a regulated domestic market for ivory consisting of a limited number of registered vendors who primarily sell small numbers of knives with ivory handles and ivory jewelry. The report highlights that the necessary permits must accompany the sale of such items, and states that at present, there is no information or evidence that this trade contributes to poaching or illegal trade.

The IUCN report states that there is considerable evidence that South Africa is an important processing and transport hub for illegal ivory from across the SADC region, but it does not elaborate on this or provide substantiating information.

The IUCN report also provided information on multiple other matters, such as awareness raising sessions focusing on the illicit international cross border movement of endangered species provided by the South African Department of Environmental Affairs in 2016 and 2017, to over 1,000 officials stationed at South African ports of entry and exit. It further states that 909 members of the South African National Defense Force responsible for border patrols received training in 2018, on matters pertaining to illegal trade in wildlife. The IUCN report highlighted a number of other measures South Africa is implementing in order to combat wildlife crime and illegal trade in ivory. Some of this information overlaps with the information provided by South Africa in its report to the present meeting, and the reports prepared by South Africa for previous meetings.

Guidelines to the NIAP process: Step 1, paragraph c): Recommendation of the Secretariat

The ETIS report prepared for CoP16 identified South Africa as a Category A Party, whilst the ETIS report prepared for CoP17 identified South Africa as a Category B Party. In the ETIS report prepared for CoP18, South Africa again moved to a category of lesser prominence and is now identified as a Category C Party. This continued movement to categories of lesser prominence suggests that positive progress continues to be made.

The additional information provided by South Africa, and other available information, indicates that the Party continues the implementation of a wide variety of measures and activities to address wildlife crime, including elephant poaching and illegal trade in ivory. It is for example encouraging to note that South Africa is proactively responding to the escalating poaching of elephants in the Kruger National Park, through the implementation of *Project Ivory*. Such actions are essential to prevent new and emerging trends from undermining the progress that is being made.

In light of the multiple and extensive measures and activities being implemented and deployed in South Africa, and considering the continued movement of South Africa to categories of lesser prominence in the ETIS analyses, the Secretariat considers that at present, it would not be appropriate to include South Africa in the NIAP process.

The escalating elephant poaching numbers in Kruger National Park however indicate the continued need for vigilance and strong enforcement action in South Africa to address wildlife crime, with a particular focus on elephant poaching and illegal ivory trade.

The Secretariat recommends that South Africa not be included in the NIAP process, and that elephant poaching and illegal trade in ivory as it relates to South Africa continue to be monitored in accordance with Resolution Conf. 10.10 (Rev. CoP17).

2.4 Turkey

Guidelines to the NIAP process: Step 1, paragraph a): ETIS report prepared for CoP18

The ETIS report submitted to CoP18 identifies Turkey as a significant transit nation in the illegal trade in ivory, owing to the market growth of its national airline in connecting Africa with a range of Asian destinations.

The ETIS report clusters Turkey together with the Lao People's Democratic Republic and Qatar, noting that while the measure for frequency of ivory seizures in this cluster of countries falls at the lower end of the scale in this ETIS analysis, the weight value is in the upper mid-range, suggesting that most seizures involve commercial levels of trade. The report notes that, indeed, 59% of the weight value in this cluster is related to large-scale ivory movements that were most likely orchestrated by transnational criminal syndicates. The report also notes that with a Law Enforcement (LE) Ratio of just 11%, barely one in ten seizures in which these countries are implicated were made by these nations themselves. The report finds that the overall Corruption Perception Index (CPI) value in this cluster falls in the middle range.

The report highlights that with a highly successful national airline carrier, Turkey plays an increasingly important role as transit hub connecting Africa with Asia. Concerning the movement of processed ivory from Africa to Asia, the report states that four seizures representing 135 kg of ivory, originating in Ethiopia, presented in Table 4 of the ETIS report, successfully transited Turkey without being interdicted. The report further states that out of a total of 2,334 kg of ivory that moved through Turkey in transit during the period 2015-2017, only 1 kg was seized by the authorities in Turkey.

The report observes that the growing evidence of ivory processing in Africa for export to Asian markets suggests that such trafficking will only increase with a heavy reliance on air travel to connect producers with consumers. The report thus concludes that strategic vigilance along specific airline routes is essential as weak links will be continually exploited to move illicit ivory to end-use buyers.

The results of the cluster analysis in the ETIS report prepared for CoP18 identify Turkey as a Party for consideration under Category C.

Guidelines to the NIAP process: Step 1, paragraph b): Additional information provided by Turkey

In implementing Step 1 of the *Guidelines*, the Secretariat on 28 January 2019 sent a letter to Turkey, informing the Party that it is identified as a Party for consideration under Category C in the ETIS report prepared for CoP18. The Secretariat invited Turkey to provide any additional information it considers relevant for determining if it should be included in the NIAP process to the Secretariat no later than 28 February 2019. The Secretariat provided Turkey with the full ETIS report prepared for CoP18. In addition, the Secretariat prepared and provided Turkey with a compilation of information from the ETIS report, highlighting some of the key issues relevant to Turkey, and noting that there may be matters of a more general nature in the report itself, that Turkey might want to address when submitting additional information.

The report received from Turkey is elaborate and available as Annex 13 to document SC71 Doc. 11, in English only. The report included several Annexes, among them a large number of photographs showing seized wildlife specimens and work done as part of projects, CITES identification manuals translated into Turkish (including a manual on ivory), as well as a document on an INTERPOL Operation marked as 'confidential'. In order to keep Annex 13 to document SC71 Doc. 11 manageable, and to respect the confidentiality of the INTERPOL document, these Annexes are not included in Annex 13.

Turkey reports that there are 140 customs checkpoints in the country for importing and exporting CITES-listed species, but that only a limited number of these checkpoints are frequently used concerning commercial trade in CITES-listed specimens. It is reported that customs officers at the ports which are mostly used, have good knowledge and understanding of CITES, including matters concerning illegal trade in ivory.

The Party reports that it has a strong legislative framework in place in the form of the Anti-Smuggling Law No. 5607, which provides Customs Administrations in Turkey with the legal powers to take action where CITES-listed specimens are involved. It is reported that this Law provides for penalties of one up to three years imprisonment and a five thousand days judicial fine for illegally exporting CITES-listed specimens. It is further reported that a penalty of two up to six years imprisonment and twenty thousand days of judicial fine can be imposed for illegally importing CITES-listed specimens to Turkey. The Party further reports that persons buying, offering for sale, selling, carrying or storing illegally imported CITES-listed specimens are punished with the same penalty as those illegally importing these specimens.

Turkey reports that its CITES Management Authority delivers training for customs officers several times per year, through a training programme developed for this purpose. The Party reports on eight training sessions that were held in the period between February 2018 and January 2019, during which 800 customs officers were trained in CITES matters, including matters related to illegal trade in ivory. The Party reports that, in addition, two training sessions on CITES matters for police officers are held each year, during which approximately 100 police officers are trained. It is also reported that the CITES Management Authority provides training to the 81 Provincial Directorates of the Ministry of Agriculture and Forestry, once per year. These Provincial Directorates are responsible to communicate information on CITES matters to judges and prosecutors in each province, and to support judicial authorities in each province as may be needed.

Turkey reports that its customs authorities deploy risk analysis techniques and scanning technologies to detect illegal trade, and that enforcement units draw upon a number of databases and programmes to detect and identify high risk consignments at border crossing points. The Party reports that its risk profiles focus on a variety of matters, including for example suspicious transactions, high-risk countries, consignees or customs brokers, and others. It also reports that denunciations are used as appropriate in the development of risk profiles, to alert customs officers about any individuals or companies that may be of concern. It is stated that

Turkey's Customs Risk Analysis System hosts more than 1,000 central risk profiles, which are among others, also deployed to detect violations of CITES regulations. Turkey further reports that training programmes for both new and senior customs officers include training on CITES matters and the use of WCO's risk analysis compendiums. Turkey further states that it also relies on national and international intelligence and conducts routine controls to ensure continuous surveillance at border checkpoints.

The Party reports that the CITES Management Authority and the Customs Administration held a meeting on 'CITES and Ivory', during which it was agreed that customs will scale up risk analyzes for cargo and passengers. The Party also reports that as part of the activities conducted, identification manuals, including for ivory, books, brochures and posters were distributed to customs.

Turkey further reports that its Customs Administration successfully collaborates with international law enforcement agencies of other countries and exchanges information and experience with international bodies such as INTERPOL, EUROPOL, the Southeast European Law Enforcement Center (SELEC) and customs authorities bilaterally, on both a regional and global bases.

Turkey reports that on 21 February 2019, senior CITES representatives from the Ministry of Agriculture and Forestry, conducted a training seminar with representatives from Turkish Airlines. Activities conducted at this seminar focused on the management and control of CITES trade, it included matters such as applications, certification, customs procedures, identification of specimens and a component on illegal trade in ivory. It is reported that as part of the activities conducted, the cargo department was inspected by the CITES Management Authority and a number of matters to be considered were explained. It is also reported that it was agreed that Turkish Airlines will scale up its risk analyzes for cargo to prevent illegal trade. A number of further activities conducted and agreed in collaboration with Turkish Airlines are highlighted in the report. The Party also reports that organic detectors will be deployed, to facilitate better detection and support the zero-tolerance policy of Turkey concerning ivory trafficking.

Turkey points out in its report that according to its records, for the period 2015 to 2017, ivory seizures in Turkey amounted to 28.5 kg of raw ivory and 764 pieces of worked ivory, and not 1 kg as stated in the ETIS report to CoP18.

Guidelines to the NIAP process: Step 1, paragraph c): Engagement with experts and other relevant information

No additional information was provided in the Secretariat's consultation with experts. However, considering the discrepancies between the seizure data contained in the additional information submitted by Turkey and in the ETIS report, the Secretariat engaged in additional consultations with ETIS and UNODC.

Additional information provided upon request by TRAFFIC as the manager and coordinator of ETIS shows that data concerning Turkey as recorded in the ETIS database reflects that, in both 2015 and 2017, no seizures of ivory were made in the country, while one seizure of one piece of ivory is recorded for 2016. Significantly though, ETIS data shows that seizures made by other countries where Turkey was identified as part of the illegal trade chain, in 2015 involved five seizures amounting to approximately 202 kg of ivory; in 2016, it involved 15 seizures amounting to approximately 1,168 kg; and in 2017, it involved five seizures amounting to approximately 963 kg. ETIS also highlighted that of these 25 seizures totaling approximately 2,334 kg of ivory, 23 involved air transport, while in the other two the specimens were sent by mail, probably airmail. Furthermore, ETIS noted that eight of the 25 seizures amounting to a total of 2,137 kg of raw ivory, moved as commercial-scale shipments by air from Africa to Asia, highlighting the substantial investment in airfreight in these cases.

The Secretariat consulted with UNODC, which until a more permanent solution for the management and storage of CITES annual illegal trade data is agreed,¹³ currently records CITES annual illegal trade data in its World WISE database for use in global research and analysis studies on wildlife and forest crime by ICCWC, in accordance with Resolution Conf. 11.17 (Rev. CoP17). UNODC informed the Secretariat that annual illegal trade data submitted by Turkey for the period from 2015 to 2017 shows a total of 13 seizures, two in 2016 involving five ivory items, and in 2017 one seizure of 5.5 kg of raw ivory, and a further ten seizures of a total of 221 ivory items.

The Secretariat engaged with TRAFFIC as the manager and coordinator of ETIS concerning the annual illegal trade report data submitted by Turkey. TRAFFIC concluded that the total weight of these seizures identified in the annual illegal trade reports could be estimated to be approximately 23.53 kg, which is unlikely to affect the categorization of Turkey in the ETIS report.

¹³ <https://cites.org/sites/default/files/eng/cop/18/doc/E-CoP18-036.pdf>

This Secretariat notes that Resolution Conf. 11.17 (Rev. CoP17) on *National reports* urges all Parties to submit an annual illegal trade report to the Secretariat in accordance with the report format distributed by the Secretariat. At the same time, as outlined in Annex 1 to Resolution Conf. 10.10 (Rev. CoP17) on *Trade in elephant specimens*, reporting on ivory seizures to ETIS is required, preferably in a standardized manner as outlined in the Annex to the Resolution.

Turkey seems to have reported its ivory seizures as part of its reporting on annual illegal trade, but it did not report these seizures to ETIS. The current situation results in a duplicative reporting burden for Parties, and it is likely that similar discrepancies will occur in future unless this matter is addressed. Establishing capacity for the management and storage of CITES annual illegal trade data will be discussed at CoP18. At present, the Secretariat does not have the capacity to screen all data it receives through the annual illegal trade reports for ivory seizure data that may be included in these reports, and neither does it have a mandate make data collected through the annual illegal trade reports of Parties available to ETIS. The Secretariat considers that it will be important for Parties to reflect upon these matters at CoP18. The Secretariat is at the time of writing in discussion with TRAFFIC as the manager and coordinator of ETIS about possible ways forward. The Secretariat intends to raise this matter at CoP18, to be reflected upon by Parties.

Guidelines to the NIAP process: Step 1, paragraph c): Recommendation of the Secretariat

The additional information submitted by Turkey shows that a number of activities have been conducted and that measures are being implemented by the Party to respond to illegal trade in ivory as it affects the country. This includes for example activities initiated through the meeting between the CITES Management Authority and the Customs Administration on 'CITES and Ivory', and the work being done in collaboration with Turkish Airlines.

Considering that Turkey is playing an increasingly important role as transit hub connecting Africa with Asia, further scaled-up efforts are essential. For any country that serves as a key transport hub, good risk management practices are particularly important. It is therefore encouraging to note from the additional information Turkey provided, that the Party places strong emphasis on risk management practices. Further strengthening these practices and scaling up their deployment seem essential for Turkey to facilitate detecting and intercepting illegal ivory consignments more effectively. For Turkey, this is particularly relevant in relation to airline routes moving air cargo and passengers between Africa and Asia.

Data submitted by Turkey in its annual illegal trade reports suggest that the number of seizures made by authorities in the country increased in 2017. This is a positive sign indicating that authorities might be more aware of and alert to illegal trade in ivory and are increasingly detecting illegal consignments. However, the quantities of illegal ivory detected by authorities in Turkey remains low compared to the volumes of ivory seized by other countries where Turkey was identified as part of the illegal trade chain.

Further, the number of seizures made by other countries where Turkey was identified as part of the illegal trade chain decreased from 15 in 2016 to five in 2017. The quantity of ivory seized by other countries decreased from 1,168 kg seized in 2016 to 963 kg in 2017. This decrease in number and weight is a good sign, but it must also be noted that the 2017 figures for the quantity of ivory seized by other countries are significantly higher than for 2015, when five seizures identifying Turkey as part of the illegal trade chain were also made by other countries, but these involved only 202 kg of ivory. Noting the challenges posed by air to air passing shipments, it does seem that room for improvement exists in Turkey as a transit country, to further scale up efforts to detect and intercept illegal ivory consignments.

Turkey is for the first time identified as a possible Party to be considered for inclusion in the NIAP process, by the ETIS report prepared for CoP18. It must be noted that the Party seems to already be responding to this by strengthening and implementing measures to address illegal trade in ivory as it affects Turkey. There is a presumption in Step 1 paragraph c) of the *Guidelines* that Category C Parties are not recommended for participation in the NIAP process. In light of the efforts that are underway the Secretariat considers that it will not be appropriate to include Turkey in the NIAP process at present. However, considering the increasingly important role of Turkey as transit hub, as well as its role in the illegal ivory trade chain, illegal trade in ivory as it relates to the Party must be closely monitored to determine if measures and activities being implemented are having the desired impact, or if further measures are needed.

The Secretariat recommends that Turkey not be included in the NIAP process at present, but that the Standing Committee defer its decision on whether Turkey should be included in the NIAP process to its 73rd meeting (SC73). The Committee may further wish to request Turkey to prepare a report on progress made and the results achieved in addressing illegal trade in ivory as it relates to Turkey, and to request the Secretariat

to make the report from Turkey available to the Committee at SC73, together with any recommendations the Secretariat may have.

2.5 United Arab Emirates

Guidelines to the NIAP process: Step 1, paragraph a): ETIS report prepared for CoP18

The ETIS report submitted to CoP18 identifies the United Arab Emirates as a transit hub for the illegal trade in ivory, connecting Africa with Asia.

The report clusters the United Arab Emirates together with Angola, Ethiopia, France, the United Kingdom of Great Britain and the Northern Ireland and the United States of America. The report states that in terms of the measure for frequency of ivory seizures, this cluster is collectively making a large quantity of seizures, holding the second highest value in this ETIS analysis. The report notes that this very high frequency, however, translates into a mid-range weight value and none of the weight value derives from large-scale movements of ivory, suggesting no evidence of organised crime as it relates to moving large consignments of ivory. The report states that, indeed, the complete absence of reported seizures over 500 kg for any of the countries in this cluster is the key factor that results in this group coming together, followed by a relatively high aggregated weight value for seizures less than 500 kg. The report finds that at 69%, the Law Enforcement (LE) Ratio indicates that more than two-thirds of the total number of seizures that the countries in this group are implicated in are being seized by these countries and not elsewhere. The report finds that this good performance is generally supported by the group collectively having the fourth best Corruption Perception Index (CPI) score, but it notes that there is considerable variability when individual country scores are assessed independently. The report finds that overall the domestic market score for this group is in the mid-range, but the score for the United Arab Emirates indicates the virtual absence of domestic ivory trade in the country.

The ETIS report highlights that with a highly successful national airline carrier, the United Arab Emirates play a major role as a transit hub connecting Africa with Asia. The report states that concerning the movement of processed ivory from Africa to Asia, the United Arab Emirates made or were implicated in 44 of the seizures presented in Table 4 of the report, representing 1,749 kg of ivory. However, it notes that of these seizures, only eight cases weighing 688 kg were seized in the United Arab Emirates.

The report observes that the growing evidence of ivory processing in Africa for export to Asian markets suggests that such trafficking will only increase with a heavy reliance on air travel to connect producers with consumers. The report thus concludes that strategic vigilance along specific airline routes is essential as weak links will be continually exploited to move illicit ivory to end-use buyers.

The results of the cluster analysis in the ETIS report prepared for CoP18 identify the United Arab Emirates as a Party for consideration under Category C.

Guidelines to the NIAP process: Step 1, paragraph b): Additional information provided by the United Arab Emirates

In implementing Step 1 of the *Guidelines*, the Secretariat on 28 January 2019 sent a letter to the United Arab Emirates, informing the Party that it is identified as a Party for consideration under Category C in the ETIS report prepared for CoP18. The Secretariat invited the United Arab Emirates to provide any additional information it considers relevant for determining if it should be included in the NIAP process to the Secretariat no later than 28 February 2019. The Secretariat provided the United Arab Emirates with the full ETIS report prepared for CoP18. In addition, the Secretariat prepared and provided the United Arab Emirates with a compilation of information from the ETIS report, highlighting some of the key issues relevant to the United Arab Emirates, and noting that there may be matters of a more general nature in the report itself, that the United Arab Emirates might want to address when submitting additional information.

The report received from the United Arab Emirates is available as Annex 15 to document SC71 Doc. 11, in English only. The United Arab Emirates reports, *inter alia*, on the development of innovative inspection facilities to detect illegal shipments, including illegal ivory consignments. In this context, it is stated that the Party monitors all main borders by deploying modern technologies and equipment, including a powerful Advanced Container Scanning System developed by Dubai Customs.

The United Arab Emirates highlight that it has no domestic ivory market and that it serves exclusively as a transit country for illegal ivory consignments. In this context, the Party highlights that transit countries face unique challenges, and that in accordance with internationally adopted procedures, customs and airlines have a limited role when it comes to air to air passing shipments, as tasks are limited to what is agreed upon

internationally to ease the flow of air traffic. The Party highlights that, for this reason, detecting illegal shipments will likely be more successful in countries of source and destination, where customs has a much more significant role regarding consignments being imported and exported than is the case for transiting consignments.

The Party further reports that the Ministry of Climate Change and Environment on a regular basis provides training for wildlife law enforcement officials from the Ministry of Climate Change and Environment, Ministry of Interior, Airports Security and Customs. It is reported that around 50 training courses were conducted for different authorities in the period from 2007 to 2018. It is further reported that the Environment Agency Abu Dhabi (the UAE CITES Scientific Authority), in association with Emirates Nature-WWF and the International Fund for Animal Welfare cooperates with the CITES Management Authority of the United Arab Emirates to provide capacity-building and awareness-raising amongst inspection officers and the community more broadly.

The Party also reports upon its engagement with the private sector to promote effective CITES implementation and combat wildlife crime, through partnerships with Emirates Airlines, Etihad Airways, Dubai Ports World and Dubai Customs World, among others. The United Arab Emirates highlight that Etihad Airways and Emirates Airlines both developed online e-learning courses for their employees on illegal trade in wildlife and how to identify signs of wildlife smuggling. The United Arab Emirates also report upon public awareness-raising campaigns put in place in airports, shopping malls, local markets, schools and universities to demonstrate the risks and impacts of wildlife trafficking, including ivory. It is further reported that Dubai Ports World and Emirates Airlines developed a confidential whistleblowing service for people who want to report suspicious activity.

The United Arab Emirates in its report offer a number of observations concerning the ETIS report to CoP18.

Guidelines to the NIAP process: Step 1, paragraph c): Engagement with experts and other relevant information

The only feedback received on the United Arab Emirates in the Secretariat's consultation with experts was a brief reference to the Party in the report received from the IUCN. The report noted that the United Arab Emirates is one of the Parties identified by ETIS in its reports to consecutive meetings of the Conference of the Parties but has to date not been included in the NIAP process, and therefore careful consideration should be given to its potential inclusion in the process.

The Secretariat informally consulted with TRAFFIC as the manager and coordinator of ETIS, requesting information on the latest data on the United Arab Emirates available to ETIS. The information provided indicates that a total of 21 seizures involving 2,488 kg of ivory were made by the Party in the period from 2015-2017. In 2015, this involved two seizures amounting to approximately 548 kg of ivory; in 2016, nine seizures amounting to approximately 1,625 kg; and in 2017 it involved 10 seizures amounting to approximately 315 kg. At the same time, ETIS data shows that 92 seizures involving 1,632 kg of ivory were made by other countries where the United Arab Emirates is identified as a part of the illegal trade chain. In 2015, this involved 48 seizures amounting to approximately 555 kg of ivory; in 2016, it involved 23 seizures amounting to approximately 628 kg; and in 2017 it involved 21 seizures amounting to approximately 449 kg.

Guidelines to the NIAP process: Step 1, paragraph c): Recommendation of the Secretariat

The United Arab Emirates are identified as a Category C Party in the ETIS reports prepared for CoP16, CoP17 and CoP18.

Since it was first identified by the ETIS report to CoP16, the Party has on a number of occasions reported on the measures and activities it is implementing to address illegal trade in ivory as it relates to the United Arab Emirates. The additional information submitted by the United Arab Emirates for the present meeting indicates that the Party continues the implementation of measures and activities to respond to this illegal trade. The measures and activities reported upon relate to the strengthening of border controls, training of relevant authorities, awareness-raising campaigns and working with the aviation and other sectors.

Despite the challenges posed by air to air passing shipments as pointed out by the Party, available information does show that the United Arab Emirates are detecting illegal ivory consignments with a relative level of success. The quantity of ivory seized by the United Arab Emirates in the period 2015-2017 for example exceeds the quantity of ivory seized by other Parties where the United Arab Emirates is identified as a part of the illegal trade chain. It is also worth noting that seizures made by the Party increased from two in 2015, to nine in 2016, and to 10 in 2017, suggesting that authorities are increasingly detecting illegal consignments. At the same time, seizures made by other Parties where the United Arab Emirates are identified as a part of the

illegal trade chain decreased from 48 in 2015, to 23 in 2016, and 21 in 2017, also suggesting continued progress.

However, considering the important role of the United Arab Emirates as a transit hub between Africa and Asia, continued vigilance is essential. Although seizures made by other Parties where the United Arab Emirates are identified as a part of the illegal trade chain has decreased significantly in 2016 and 2017, compared to 2015, it remains high. The 92 seizures made by other Parties in the period 2015-2017 identifying the United Arab Emirates as a part of the illegal trade chain, involved 1,632 kg of ivory. This suggests that these seizures primarily consisted of smaller illegal ivory consignments smuggled in check-in and carry-on luggage. In this regard, the Party may wish to compliment the state-of-the-art equipment deployed to detect illegal container shipments, by further strengthening its risk management practices for identifying and detecting smaller illegal ivory consignments smuggled in check-in and carry-on luggage.

The Secretariat considers that the measures and activities implemented and pursued by the United Arab Emirates to address ivory trafficking as it affects the country can continue outside the NIAP process. The Secretariat further notes that there is a presumption in Step 1 paragraph c) of the *Guidelines* that Category C Parties are not recommended for participation in the NIAP process.

The Secretariat recommends that the United Arab Emirates not be included in the NIAP process, and that illegal trade in ivory as it relates to the United Arab Emirates continue to be monitored in accordance with Resolution Conf. 10.10 (Rev. CoP17).

2.6 Zimbabwe

Guidelines to the NIAP process: Step 1, paragraph a): ETIS report prepared for CoP18

The ETIS report submitted to CoP18 identifies Zimbabwe as one of the most important countries of origin or export for commercial shipments of worked ivory products leaving Africa for Asian markets. The report clusters Zimbabwe together with Cameroon, Gabon, India, Malawi, Namibia and Thailand. It states that, collectively, this cluster exhibits mid-range variables in terms of the mean number of seizures and the mean weight value, and a Law Enforcement (LE) Ratio of 77% which means that on average, three-quarters of the seizures in which this cluster is identified in the trade chain are seized by the countries in the group. The report notes that just less than a third of these seizures involve large-scale movements of ivory, and that this indicates that some, though not a notable degree of organised criminal activity is apparent in this cluster. The report finds that corruption is likely to be a serious issue in some countries in this group as the cluster holds the third poorest Corruption Perception Index (CPI) score, with Zimbabwe having the worst score. The report notes that in terms of the domestic ivory market score, the cluster as a whole falls in the middle range. However, as individual countries, Zimbabwe's score is more than double the aggregated mean.

The report highlights that data covering the period 2015-2017, as presented in Table 4 of the report, identifies Zimbabwe and Angola together as the source of some 38% of the illegal trade in worked ivory products, by number of seizure cases and by the weight of the ivory products involved. The report notes that this trade most frequently involves the use of couriers travelling by air and that, overall, the items typically being moved concern ivory bangles, pendants, chopsticks and name seals, with two-thirds by weight and 83% by number of seizures destined for China, Hong Kong SAR of China or Viet Nam. The report notes that ivory carvers who are from the Asian region are believed to be active in Zimbabwe.

The ETIS report states further that Zimbabwe is also a major source of raw ivory, with 3,552 kg seized in the period 2015-2017, including more than half a tonne in South Africa originating from Zimbabwe.

The results of the cluster analysis in the ETIS report prepared for CoP18 identify Zimbabwe as a Party for consideration under Category C.

Guidelines to the NIAP process: Step 1, paragraph b): Additional information provided by Zimbabwe

In implementing Step 1 of the *Guidelines*, the Secretariat on 28 January 2019 sent a letter to Zimbabwe, informing the Party that it is identified as a Party for consideration under Category C in the ETIS report prepared for CoP18. The Secretariat invited Zimbabwe to provide any additional information it considers relevant for determining if it should be included in the NIAP process to the Secretariat no later than 28 February 2019. The Secretariat provided Zimbabwe with the full ETIS report prepared for CoP18. In addition, the Secretariat prepared and provided Zimbabwe with a compilation of information from the ETIS report, highlighting some of

the key issues relevant to Zimbabwe, and noting that there may be matters of a more general nature in the report itself, that Zimbabwe might want to address when submitting additional information.

Zimbabwe has not submitted any additional information.

Guidelines to the NIAP process: Step 1, paragraph c): Engagement with experts and other relevant information

As part of the Secretariat's consultation with experts, pursuant to Step 1 paragraph c) of the *Guidelines*, information relevant to Zimbabwe was received from the CITES MIKE Programme and the IUCN.

The CITES MIKE Programme reported that data from MIKE sites in Zimbabwe shows that elephant poaching levels in the country is at present low and at some sites declining.

The IUCN reported that it consulted individual members of its IUCN SSC AfESG, and it accordingly provided information received from its network of specialist group members to the Secretariat. The feedback received highlights, similar to what was reported by the CITES MIKE Programme, that poaching in Zimbabwe is low. The report states that Zimbabwe has made significant progress in managing concerns regarding the conservation status of elephants at national level, with surveys done in some key range areas showing significant increases in elephant populations. The report further highlights that the Party has secured adequate funding for a national survey of elephants and other large herbivores, to be conducted in 2019. The report received from the IUCN states that multi-agency wildlife crime prevention units established under a decentralized structure for the implementation of a recently approved Zimbabwe Parks and Wildlife Management Authority Strategic Plan for 2019-2023 are already yielding positive results. It is noted that strategic partnerships with international conservation organizations are contributing to significantly scaled-up anti-poaching efforts by the Zimbabwe Parks and Wildlife Management Authority in a number of national parks and other areas. It is also stated that strengthening wildlife law enforcement is an ongoing activity in Zimbabwe, and that training in ranger-based monitoring systems is being prioritized. The IUCN report notes that judiciary sensitization and the treatment of wildlife crimes as serious crimes is resulting in good deterrent penalties.

The Secretariat also consulted informally with TRAFFIC as the manager and coordinator of ETIS, requesting information on the latest data on Zimbabwe available to ETIS. The information received from TRAFFIC shows that authorities in Zimbabwe made 29 seizures involving 1,779 kg of ivory in 2015 (including one large-scale seizure of 618 kg of raw ivory); 33 seizures involving 532 kg of ivory in 2016; and 31 seizures involving 658 kg of ivory in 2017. In terms of seizures made by other countries where Zimbabwe is identified as part of the illegal trade chain, the data received from TRAFFIC indicates 35 seizures involving 823 kg of ivory in 2015; 17 seizures involving 702 kg of ivory in 2016; and 23 seizures involving 546 kg of ivory in 2017.

Regarding worked ivory, TRAFFIC in the additional information it provided highlighted that of the 93 seizures made by authorities in Zimbabwe in the period 2015-2017, only two were recorded as commercial-scale movements of worked ivory products, while the rest resulted from anti-poaching activities in protected areas. TRAFFIC further indicated that from the 75 seizures made by other countries where Zimbabwe is identified as part of the illegal trade chain in the period 2015-2017, 30 seizures were recorded as commercial-scale movements of worked ivory products. In addition, TRAFFIC noted that most of the other seizures made by other countries involved quantities of worked ivory of less than 10kg.

Guidelines to the NIAP process: Step 1, paragraph c): Recommendation of the Secretariat

The available information suggests that Zimbabwe is successfully implementing measures to combat elephant poaching. It also suggests that the Party is overall taking good law enforcement action with regards to illegal trade in ivory, although illegal exports of worked ivory products are of concern.

In light of the available information, the Secretariat considers that the measures and activities implemented and to be pursued by the Zimbabwe to address ivory trafficking as it affects the country can take place outside the NIAP process. The Secretariat further notes that there is a presumption in Step 1 paragraph c) of the *Guidelines* that Category C Parties are not recommended for participation in the NIAP process.

The Secretariat recommends that Zimbabwe not be included in the NIAP Process, and that illegal trade in ivory as it relates to Zimbabwe be monitored in accordance with Resolution Conf. 10.10 (Rev. CoP17). In light of concerns about illegal exports of worked ivory from Zimbabwe, the Committee may wish to encourage the Party to scale up efforts to implement measures to also address this illegal trade increasingly effectively.