

WILDLIFE CRIME ASSESSMENT IN ETHIOPIA

Mekbeb E. Tessema,
PhD Environmental Consultant
May 2017

TRAFFICKING ROUTES, DRIVERS, TRENDS AND
CURRENT ENFORCEMENT MECHANISMS IN
ETHIOPIA AND ITS ROLE AS A TRANSIT POINT
FOR TRAFFICKED WILDLIFE AND WILDLIFE
PRODUCTS IN THE HORN OF AFRICA

**IUCN NL (IUCN National
Committee of The Netherlands)**

Plantage Middenlaan 2K

1018 DD Amsterdam

T + 31 (0) 20 626 17 32

mail@iucn.nl

www.iucn.nl



CONTENTS

Table of Contents . 3

Acknowledgments . 5

Acronyms/Abbreviations . 7

Executive Summary . 8

1. General Introduction . 12

1.1 Current Status of Ethiopia’s Biodiversity and Threats . 12

1.2 Overview of the Wildlife Crime Assessment in Ethiopia . 13

1.3 Objectives . 14

1.3.1 General Objective . 14

1.3.2 Specific Objectives . 15

2. Approaches and Methodology . 16

2.1 Overview of Approaches . 16

2.1.1 Primary Data Collection . 16

2.1.2 Secondary Data Collection . 16

2.1.3 Field Sites Visit . 16

2.1.4 Data Analysis . 17

3. Results . 18

3.1 Biological Status of Key Species Appearing in Trade . 18

3.1.1 Elephant . 18

3.1.2 Lions . 21

3.1.3 Cheetah . 22

3.1.4 Leopard . 24

3.2 Poaching and Trafficking in Ethiopia . 25

3.3 Poaching Trends and Key Drivers of the Trade . 26

3.3.1 Poaching Trends . 26

3.3.2 Key Drivers . 26

3.4 Structure of Poaching and Trafficking Network . 27

3.5 Key Trafficking Routes and Consumer Hotspots . 27

3.6 Arrests and Confiscations . 29

3.7 Linkages to Organized Crime and Militant Groups . 34

3.8 Ethiopia’s Wildlife Policy and Legal Environment . 34

3.8.1 Wildlife Law Enforcement . 35

3.8.2 Community Wildlife Management . 37

3.9 Prosecution . 38

3.10 Effectiveness of Ethiopia’s Legal Framework for Wildlife Crime . 40

3.11 Key Strengths of Ethiopia’s Legal Framework for Wildlife Crime . 40

3.12 Key Weaknesses of Ethiopia’s Legal Framework for Wildlife Crime . 40

3.13 Regional/International Wildlife Law Enforcement Co-ordination . 41

4. Conclusions . 42

5. Recommendations . 43

6. References/Bibliography . 47

7. Appendices . 50

Appendix 1. List of names of individuals and institutions interviewed across visited sites . 50

Appendix 2. Pictures of recently seized ivory tusks at Bole International Airport . 53

Appendix 3. List of guiding questions used to interview key informants from various government and nongovernment agencies . 54

Appendix 4. Sample responses of key informants interviews from the border points visited . 55



ACKNOWLEDGMENTS

This report was commissioned by the International Fund for Animal Welfare (IFAW) East Africa office in Nairobi, Kenya and made possible through the financial support from the Netherlands Ministry of Foreign Affairs (NL MoFA). NL MoFA is funding a two-year program designed to prevent and combat wildlife crime under the Horn of Africa Wildlife Crime Prevention Programme together with implementing partner International Union for Conservation of Nature National Committee of The Netherlands (IUCN NL).

The author would like to thank members of the law enforcement community as well as other agencies in the wildlife sector in Ethiopia for providing key information and data used in the production of this report. Their invaluable support facilitated the difficult task of developing this valuable document which can be used to develop a strategy (practical intervention mechanisms) to combat illegal wildlife trade in Ethiopia.

Likewise, the author's special gratitude goes to Ato Arega Mekonnen, MIKE focal person in Ethiopia; Ato Daniel Pawlos, Director of Wildlife Trafficking Control Directorate; Ato Mitiku G/Michael, Director of the Legal Affairs Directorate; and Ato Mesfin Moges, Senior Anti-Wildlife Trafficking Expert in EWCA for sharing information on wildlife law enforcement activities in their respective departments. Ato Mesfin Moges was particularly very helpful and instrumental in organizing meetings before and during visits to various offices in Addis Ababa.

The author's special thanks also goes to the staff of Born Free Foundation (BFF)-Ethiopia, particularly Dr. Zelealem Tefera, Ato Fetene Hailu and W/Zt. Kidist Tesfaye for their valuable information and the good work they do in the area of wildlife law enforcement and capacity building.

The author also thanks Chris Hamley, former Wildlife Conservation Society (WCS) colleague, for reviewing the very first draft.

Last but not least, the author is indebted to Mr. Moses Eiru Olinga of the Horn of Africa Regional Environmental Centre (HoAREC)/IFAW-Ethiopia for his close follow-up on the progress of the work and continuous support during the field trip and document compilation.

ACRONYMS / ABBREVIATIONS

APN—African Park Network
AWF—African Wildlife Conservation BFF—Born Free Foundation
BIA—Bole International Airport BPP—Border Point Project
CAR—Central Africa Republic
CITES—Convention on International Trade in Endangered Species of Wild Fauna and Flora RCA—Revenue and Custom Authority
CSE—Conservation Strategy of Ethiopia
DCUWP—Development, Conservation and Utilization of Wildlife Proclamation DNA—Deoxyribonucleic Acid
DRC—Democratic Republic of Congo
EEAP—Ethiopian Elephant Action Plan
EFDR—Ethiopian Federal Democratic Republic
EP—Environmental Policy
EPI—Elephant Protection Initiative ETB—Ethiopian Birr
ETIS—Elephant Trade Information System EWCA—Ethiopian Wildlife Conservation Authority FPS—Forest Policy Strategy
GEC—Great Elephant Census
GIZ— Gesellschaft Für Internationale Zusammenarbeit GoE—Government of Ethiopia
GOs—Governmental Organizations
HAWEN—Horn of Africa Wildlife Enforcement Network
HoA—Horn of Africa
HoA-REC&N—Horn of Africa Regional Environmental Centre &Network
HWC—Human Wildlife Conflict
ICWC—International Consortium for Combating Wildlife Crime IFAW—International Fund for Animal Welfare
INTERPOL—International Criminal Police Organization
IUCN—International Union for Conservation of Nature
IWT—Illegal Wildlife Trade
LATF—Lusaka Agreement Taskforce
LEM—Law Enforcement and Monitoring
MIKE—Monitoring the Illegal Killing of Elephants MoEF—Ministry of Environment and Forestry
NBSAP—National Biodiversity Strategy and Action Plan NGOs—Non-governmental Organization
SNNP—Southern Nations Nationality People
TDP—Tourism Development Policy
ToR—Terms of References
TRAFFIC—The Wildlife Trade Monitoring Network
UAE—United Arab Emirates
UNEP—United Nation Environmental Protection UNODC—United Nation Office on Drugs and Crime USD—United States Dollar
WDCAEP—Ethiopian Wildlife Development and Conservation Authority Establishment Proclamation
WDCUR—Wildlife Development, Conservation and Utilization Council of Ministers Regulations WPS—Wildlife Policy and Strategy

EXECUTIVE SUMMARY

This report was developed following an assessment of the status, drivers and trends of transnational wildlife crime in Ethiopia and the country's role as a key transit point for wildlife species illegally trafficked from the Horn of Africa. The assessment was carried out with the financial support of International Fund for Animal Welfare (IFAW) under the auspices of the Netherlands Ministry of Foreign Affairs (NL MoFA), which has funded a two-year program designed to prevent and combat wildlife crime in the Horn of Africa (HoA). The Horn of Africa is emerging as both source and transit region for wildlife crime (poaching and illegal wildlife trade) of ivory, rhino horn, skins of wild animals and also trafficking of live animals. In recent times seizure volumes and related value of wildlife products have increased with destinations mainly to the Far East and Arabian countries. However, efforts to address poaching and illegal wildlife trade (IWT) in the HoA are still lagging behind in comparison with other regions in Africa.

The main purpose of this wildlife crime assessment is to provide information on the current trends and drivers of wildlife crime in Ethiopia, get insights into existing local criminal networks, evaluate how the country serves as a transit route for the contraband and, assess the strengths and weaknesses of the legal framework to effectively address wildlife crime. The report will serve as the foundation for developing subsequent capacity programs and to identify equipment and other tools used by law enforcement agencies involved in preventing and combating wildlife crime in Ethiopia. The results of this assessment will also enhance Ethiopia's capacity to tackle wildlife crime through increased cooperation and coordination of key law enforcement agencies as well as strengthen the legal framework to combat wildlife crimes. The report will also inform better coordination of transboundary intelligence on wildlife crime and determine how best to engage local communities for their support in fighting wildlife crime. This assessment was conducted using the International Consortium for Combating Wildlife Crime (ICWC) toolkit developed by the United Nation Office on Drugs and Crime (UNODC). The toolkit provided a methodological framework to build an understanding of wildlife crime challenges facing

the country. Using the toolkit, the report examines wildlife crime in Ethiopia and its linkages to illegal wildlife trade dynamics in the Horn of Africa region. In addition, extensive review of available literature, internet sources, and interviews of individuals from law enforcement agencies were also used to acquire the necessary data and information used to produce this comprehensive report. The results of the assessment are presented in chapter three, starting with the biological status of key species prone to illegal wildlife trade. Subsequent sections are assessments of the extent of poaching and trafficking in Ethiopia, including trends and key drivers of the trade, consumer hotspots, key trafficking routes and, countries of origin for arrested passengers on transit. The assessment also documents arrests and seizures of wildlife contraband in Ethiopia, and the linkages between the illegal wildlife trade and organized crime. Ethiopia's policy and legal environment on combating IWT and trafficking was analyzed, including the effectiveness of prosecution and the strengths and weaknesses of the wildlife laws. The assessment also discusses regional and international co-ordination efforts in the fight against poaching and trafficking.

Based on results of the assessment, Ethiopia, particularly Bole International Airport (BIA), has been found to be a transit hub for the movement of ivory and rhino horn from Africa to Asian countries mainly China. Ivory from Ethiopia's elephants and also from neighboring countries (South Sudan, Sudan, Kenya and Somalia) are illegally trafficked overland in Ethiopia and across its borders. Analysis of the five year seizure data and interviews conducted with EWCA's law enforcement officers shows significant results of interception of illegal ivory trafficking at Bole International Airport (BIA), as well as along the overland road networks from the south and west of the country. Between 2011 and 2015, more than 700 people were arrested in connection with illegal ivory trafficking. Majority of those arrested at BIA were transit passengers with a sizeable number of passengers with their first departure station as

Ethiopia. Analysis of the origins of the flights from which ivory and wildlife products were detected at BIA in Ethiopia shows that flights from Nigeria and Angola took the largest share (20.45% and 19% of arrests respectively) followed by DR Congo (8.99%), Equatorial Guinea (8.82%), Ghana (6%) and Congo Brazzaville (5.5%). However, the origins of the ivory tusks are not known and therefore subject to speculation. Central to this achievement is the improved collaboration between law enforcement agencies such as the Federal Police, Revenue and Custom Authority, and National Intelligence and Security involved in the law enforcement activities and operating at Bole International Airport as well as different border points. This is partly attributed to joint capacity building programs conducted by International organizations such as IFAW and AWF.



Elephant, cheetah, leopard and lion are some of the key wildlife species targeted by wildlife traffickers in Ethiopia.

About 90% of the seizures were destined for China indicating that China is the largest consumer and end-use destination of illicit wildlife and wildlife products trafficked from various neighboring African countries through Ethiopia. The increasing number of seized ivory from departing individuals is an indicator of illicit ivory trade and trafficking through the country. The seizure data also reveals that Ethiopia is a major trafficking route for smuggling of live wildlife species. The assessment also found that unlike some neighboring African countries currently in conflict, there is no evidence of linkages between wildlife trafficking and organized crime/militant groups in Ethiopia using wildlife to generate cash for their criminal activities.

Regarding the enabling environment for combatting wildlife crime in Ethiopia, measures to combat wildlife crime are articulated in various national and regional legal frameworks. In general, the Ethiopian law made killing of wildlife without permission illegal. However, the assessment found that the legal framework for addressing wildlife crime is weak. Prosecution of wildlife offenders is the main challenge because of the low penalties levied on those found guilty. Prosecutors and judges are often

not properly sensitized on the values of wildlife and the impacts of wildlife crime on the country's economy. The problem with such discretion in the penalty is a concern for many in law enforcement agencies as experiences have shown that in most cases offenders are given lighter sentences, which are not deterrent. The other key weakness of the wildlife law is related to illegal wildlife trade (IWT). The law does not properly address prevention and combating of IWT. Instead the provisions on wildlife crime in the current wildlife policy and strategy (WPS) are focused on trade in wildlife products. Other wildlife crimes including illegal killing of wildlife are not adequately addressed.

Ethiopian Wildlife Conservation Authority (EWCA) is the primary government institution for the wildlife protection on the ground and the enforcement of wildlife regulations. EWCA is administering 15 National Parks, two Wildlife Sanctuaries, as well as 14 Controlled Hunting Areas. In total, these protected areas cover approximately 14% of Ethiopia's land surface. African Wildlife Foundation (AWF's) study in 2016, found that the Ethiopian wildlife law is quite effective when it comes to administration as it keeps the sector organized and well administered under EWCA. The mandate of EWCA is well defined in the Ethiopian Wildlife Development and



Conservation Authority Establishment Proclamation (WDCAEP) while the powers and functions of anti-poaching officers are defined in the Development, Conservation and Utilization of Wildlife Proclamation (DCUWP). However, some weaknesses are profound in the enforcement powers and functions; EWCA is given mostly an oversight and regulatory mandate by the WDCAEP and there is no express enforcement functions provided for. Enforcement functions are only provided for in the DCUWP as powers and duties of wildlife anti-poaching officers. The powers of these officers are very limited and do not cover critical aspects such as investigation and prosecution of wildlife offences. In addition, EWCA's capacity is limited in terms of having adequately trained manpower, funding and equipment to perform its mandates. The few trained staff and field based wildlife rangers EWCA has, are not enough or are ill-equipped to combat IWT and poaching even within the protected areas let alone protection of wildlife species found outside protected areas.

With regard to collaboration with regional and international actors, in the last few years, EWCA has been working in partnership with various regional and international partners and donors such as HoAREC&N, IFAW, INTERPOL, UNEP, Lusaka Agreement Task Force (LATF), AWF, GIZ, TRAFFIC, Born Free Foundation (BFF), and STOP IVORY to tackle illicit trade in wildlife and wildlife products. Such regional and international cooperation has helped to expose the country to different approaches, best practices and networks required to combat illegal wildlife trafficking. However, more work in terms of collaboration is needed to fully deter wildlife criminals and, to forge strong community involvement in the fight against wildlife crime across the country.

In conclusion, this assessment found evidence of ongoing wildlife crime activities in Ethiopia, especially at Bole International Airport. There is also seizure evidence from the border points of Gambella, Jijiga, Dire-Dawa and others visited by the consultant. High poverty levels of local communities living

adjacent to key wildlife areas and the high financial rewards for engaging in IWT are key drivers of poaching and subsequent IWT in Ethiopia. Other drivers are lack of awareness on the value of wildlife, insufficient knowledge about the country's wildlife laws, the country's weak penalties for those convicted of wildlife crime and, the country's porous borders with six neighboring countries..

The following are recommendations to further strengthen coordinated response to wildlife crime in Ethiopia:

1. Increase detection ability of law enforcement officers through continued training of custom and national security officers directly involved in the operation of combating illegal trafficking at BIA and identified border points.
2. Introduce a canine Unit and fast speed scanners to increase ivory detection in cargo at airports and at border cross points, particularly along Ethiopian, Somali and SNNP National Regional States.
3. Increase local community engagement, multi-sectoral integration and awareness raising efforts, to decrease demand and curb participation in illegal trade.
4. Conduct capacity building and undertake collaborative activities with customs officials, federal and regional police and judiciary to raise their awareness on the values of wildlife to the local and national economies and exert efforts to increase prosecution penalties
5. Revise related legislation including the penal code of the country to ensure that it provides sufficient and deterrent penalties to traffickers.
6. Continue collaborating with international partners like INTERPOL, the UN drug control agency, NGOs working on IWT and law enforcement agents across Africa and Asia.

1. GENERAL INTRODUCTION

1.1 CURRENT STATUS OF ETHIOPIA'S BIODIVERSITY AND THREATS

Ethiopia is a biodiverse country and this has been recognized through Conservation International's Biodiversity Hotspots. The country spans two Hotspots: the Horn of Africa and the Ethiopian Highlands (which is included in the Eastern Afromontane Hotspot) (Williams et al., 2005). Ethiopia has over 6,000 species of vascular plants (with 625 endemic species and 669 near-endemic species, and one endemic plant genus), 924 bird species (18 endemic species and two endemic genera), 320 species of mammals (36 endemic species and six endemic genera) (Yalden et al. 1996, Williams et al., 2005) (Table 1). There are a number of charismatic flagship species, most notably the gelada (*Theropithecus gelada*, an endemic genus), the mountain nyala (*Tragelaphus buxtoni*), the Ethiopian wolf (*Canis simensis*), the walia ibex (*Capra walie*) and the giant lobelia (*Lobelia rhynchopetalum*) (Williams et al., 2005). mainly to the Far East and Arabian countries. However, efforts to address poaching and illegal wildlife trade (IWT) in the HoA are still lagging behind in comparison with other regions in Africa.

TABLE 1. SUMMARY OF STATISTICAL INFORMATION ON WILDLIFE SPECIES IN ETHIOPIA.

Class/group	No. of Species identified	No. of endemic species
Mammals	320	36
Birds	862	18
Reptiles	240	15
Amphibians	71	30
Fish	150	41
Plants	>7000	Approx: 10-12%

Source: EWCA

While the threats to the biodiversity of Ethiopia are underpinned by high human population, the exploitation of natural resources in the region by humans is not a modern phenomenon but one that has been ongoing for thousands of years, particularly to the west of the Rift Valley which has led to the destruction of most of the natural vegetation including forests. Besides agriculture, Ethiopia has one of the largest herds of domestic livestock and cattle in Africa. The impacts of overgrazing are increasingly obvious with livestock increasingly grazing on areas previously not used as grazing land including the high altitude Afroalpine area.

The sum of these factors has resulted in a massive transformation of the environment with an estimated 97% of the original vegetation lost in the highlands and 95% of land in the eastern lowlands degraded (Williams et al., 2005). The degree to which the natural vegetation and wildlife populations have been lost means that the region's biological diversity is acutely threatened. In addition to the conversion of the land to agriculture and degradation of the land by overgrazing, humans have hunted and killed birds and mammals. Historically, Ethiopia was central to the ivory trade from the East African coast with evidence of ivory being traded from the area of modern-day Ethiopia with ancient Egypt between 2,500-3,000BC (Gebre-Michael et al, 1992). Ethiopia has also been trading in rhino horn, civet musk, leopard and lion skins, and frankincense since the time of Queen of Sheba, and Ethiopian Kings used to give live wildlife as presents to Egyptian sultanates to obtain Patriarchs for the Orthodox Church.

By the late 19th Century, elephants had been extirpated across the majority of the country – and those populations in remoter areas (e.g., the Awash valley) were being hunted (Demeke 2009). In response, in 1909, the Emperor Menelik II passed legislation to regulate hunting— especially of elephants. Further legislation was passed in 1944 to regulate hunting. Despite these efforts, mega fauna populations in

Ethiopia have continued to decline, with a loss of 90% of the elephant population since the 1980s and with extirpation from at least 6 of the 16 areas in which elephants were found in the early 1990s. Currently, an estimated 1,850 elephants still occur in the country in up to 10 populations, of which 5 are partially transboundary (EWCA 2015). Hunting has not been confined to elephants and there has been a significant reduction in mammal populations. For example, the Grevy's zebra (*Equus grevyi*) population in Ethiopia declined by 93% over a 23-year period (1,600 to 110 from 1980 to 2003) (Nelson et al., 2005). Similar declines in numbers and range (although with less precise datasets) have been observed for many species, including, for example, Ethiopian wolf (*Canis simensis*), African wild ass (*Equus africanus*), Swayne's hartebeest (*Alcelaphus buselaphus swaynei*) and mountain nyala (*tragelaphus buxtoni*). The killing of wildlife has not just been for subsistence use or potentially as a safety-net during famines. During periods of political vacuum, protected areas have been targeted with destruction of infrastructure and killings of wildlife (Yalden et al., 1996).

1.2 OVERVIEW OF THE WILDLIFE CRIME ASSESSMENT IN ETHIOPIA

The illegal wildlife trade (IWT) represents a major threat to the survival of many endangered species across Africa. Recent years have seen wildlife poaching skyrocket – particularly for ivory and rhino as well as live animals for pets. Between 2007 and 2014, the elephant population declined by 30% (144,000) in sub-Saharan Africa, mainly killed for their ivory (Wittemyer et al., 2014; Chase et al., 2016).

At a global level the Horn of Africa is emerging as a source and transit region for illicit wildlife products (i.e. ivory, rhino horn, skins of wild animals) and also trafficking of live animals. Recent reports suggest that Ethiopia is also seen as a transit route for ivory and other illicit wildlife products from other East African

countries with Bole International Airport being a pivotal hub. As a consequence, in 2012, Ethiopia scored 40% on the “Elephant Trade Information System” for law enforcement (Nowell, K. 2012).

Reports also suggest that there is a robust trade in live animals (with a focus on species such as cheetahs, (*Acinonyx jubatus*) and lion (*Panthera leo*) particularly through the eastern borders of Ethiopia to supply markets in the Middle East (e.g., an estimated 98 cheetah cubs were smuggled to the Middle East in 2016) and illicit wildlife products to a variety of markets (for example, leopard skins to Sudan) (EWCA 2017). Poaching, IWT and biodiversity degradation are threatening the development processes within Ethiopia. In line with these threats, the four root causes of poaching and barriers to effectively manage protected areas and effective law enforcement in Ethiopia are 1) high international demand for wildlife products, 2) high degree of rural poverty surrounding PAs, 3) key institutions have not been sufficiently built, and 4) habitat degradation. These barriers are standing in the way of advancing the long-term solution to eliminate these threats at a national level.

Efforts to address wildlife crime in the Horn of Africa (HoA) are still lagging behind in comparison with other regions. This is mainly because: there is a lack of understanding of commonly used locations/ trade routes and how the actors in IWT structure their activities, insufficient evidence gathering and investigation procedures, weak legal frameworks, high corruption levels and, limited intelligence gathering mechanisms. There is a need to further investigate the status of these issues in Ethiopia so that more effective responses to wildlife crime can be implemented.

This Wildlife Crime Assessment for Ethiopia was conducted using the International Consortium for Combating Wildlife Crime (ICWC) toolkit developed by the UNODC. The toolkit provides a methodological framework to build an understanding of the wildlife crime challenges facing the country. It covers the capacity of law enforcement officers including

customs and border personnel to detect wildlife products, and identify wildlife traffickers at entry and exit points. Information on trafficking routes and trends will be critical in guiding subsequent law enforcement operations conducted by the various law enforcement partners in collaboration with Ethiopian Wildlife Conservation Authority.

Due to the urgent nature of the wildlife crime crisis, the assessment has identified areas that need to be strengthened and various authorities in Ethiopia involved in combating wildlife crime. It is hoped that this report will provide a foundation for developing capacity building/training programs and other planning materials that will meet the needs of Ethiopia to combat wildlife crime effectively.

1.3 OBJECTIVES

1.3.1 General Objective

The general objective of this Wildlife Crime Assessment is to provide information on the current trend and drivers of wildlife crime in Ethiopia. It will serve as the foundation for developing subsequent capacity programs, identification of useful equipment and other tools for various law enforcement agencies involved in prevention and combating wildlife crime in Ethiopia.

The result of this assessment will also enhance Ethiopia’s capacity to tackle IWT through increased cooperation and coordination of key law enforcement agencies as well as strengthening the legal framework on wildlife crimes with stronger support from communities. Specifically, the information will be used to ensure the delivery of four integrated components, including:

- Strengthening capacity of law enforcement agencies to effectively manage IWT in Ethiopia;
- Reducing poaching and illegal trade of threatened species [site level];
- Enhancing coordination of the different law enforcement agencies involved in combating IWT; and,
- Fixing gaps in the policies and legal framework

on wildlife management issues already identified in African Wildlife Foundation (AWF) report (Analysis of Ethiopia's Wildlife Policies and Laws).

1.3.2 Specific Objectives

An understanding of the current situation, key limitations and opportunities and other relevant information related to wildlife crime in Ethiopia are vital for the Ethiopian Wildlife Conservation Authority (EWCA) and other institutions involved in combating wildlife crime. Drawing from the results of the analysis and accompanying recommendations, government and relevant partners will identify key areas for improvement in the national responses to wildlife crime, and further inform the designing of law enforcement planning, national capacity-building and the orientation of technical assistance. Therefore, the specific objectives of the assessment are:

- To better understand the scale and nature of poaching and illegal wildlife trade in Ethiopia;
- To identify gaps in the policy and legislations governing wildlife management;
- To develop recommendations for effective and efficient law enforcement mechanisms to be put in place across all poaching hotspots, common transport routes and country exit/entry points to prevent wildlife crime;
- To recommend effective and efficient law enforcement mechanisms for better coordination of law enforcement efforts and community-based monitoring networks that will be established and operationalized in poaching hotspots.



2. APPROACHES AND METHODOLOGY

2.1 OVERVIEW OF APPROACHES

Analyzing the assignment given in the Terms of Reference (ToR), the consultant compiled information on the current status and trends of wildlife crime in Ethiopia. The assessment mainly focused on understanding the trends and drivers of wildlife crime and ivory trafficking in Ethiopia. Using the wildlife crime assessment toolkit, the approach to the assignment involved a combination of methods that enabled collection of data—both primary and secondary.

2.1.1 Primary Data Collection

Focusing on wildlife crime, the primary data were collected using key informant interviews of individuals from relevant institutions which include Federal and Regional Police, Revenue and Custom Authority, National Intelligence and Security Service, Judiciary, EWCA (Wildlife Conservation Officers), National Defense Force and NGOs such as Born Free Foundation supporting the law enforcement and anti-wildlife trafficking activities (See Appendix 1). At the initial stage, discussions were held with the staff of IFAW and EWCA to identify key informants from target institutions.

2.1.2 Secondary Data Collection

Secondary data were compiled and synthesized through desk review of relevant publications, policy and strategy documents, proclamations and analyses of a five year seizure data. Internet sources and media reports which include reports on law enforcement activities and key species status reports prepared by EWCA, Born Free Foundation (BFF), and IUCN were also used.

2.1.3 Field Sites Visit

The field visits targeted those key border points considered to be hotspots of illegal wildlife trafficking. The location of the border points used as exit/entry by illegal wildlife traffickers are distributed across the four different regions of the country: 1) Eastern region, which includes Awash Revenue and Custom Authority (RCA) Station, Dire-Dawa, Shinille, Jijiga, Awubare (Teferi-Ber), and Togo-Wuchale; 2) North-western region includes Gondar, Kumruk post in Asosa, Metema and Humera; 3) Western region comprises of Gambella, Phugnedo and Mizan Teferi; and 4) Southern region which includes Shashemene, Awassa, Moyale, and Konso. Most of these areas are assumed to be trafficking routes.

Considering the budget and time allocated for field visit, the number of sites visited were limited to two regions (Eastern region and Western region), identified as some of the hotspots of illegal wildlife trafficking in the country. The consultant reviewed the seizure data and used experts' recommendations to choose the two regions for field data collection. Specific sites visited from the eastern region include:

Awash Sebat Kilo, Dire-Dawa, Harar and Jijiga (the nearest border town between Somali Land and Ethiopia). In the western region, Gambella town, Nignange, Matar, Mun and Burbe (the very far border points between South Sudan and Ethiopia).

2.1.4 Data Analysis

The ICCWCT Toolkit as a technical assessment tool helped the consultant to conduct a comprehensive analysis of wildlife crimes. The five key components of the Toolkit were used to evaluate the below elements relevant to wildlife crime:

1. Legislation;
2. Law enforcement measures;
3. Prosecutorial and judicial capacities;
4. Factors that drive wildlife and forest offences and the effectiveness of preventive interventions;
5. The availability, collection, and examination of data and other information relevant to wildlife and forest crime.

3. RESULTS

3.1 BIOLOGICAL STATUS OF KEY SPECIES APPEARING IN TRADE

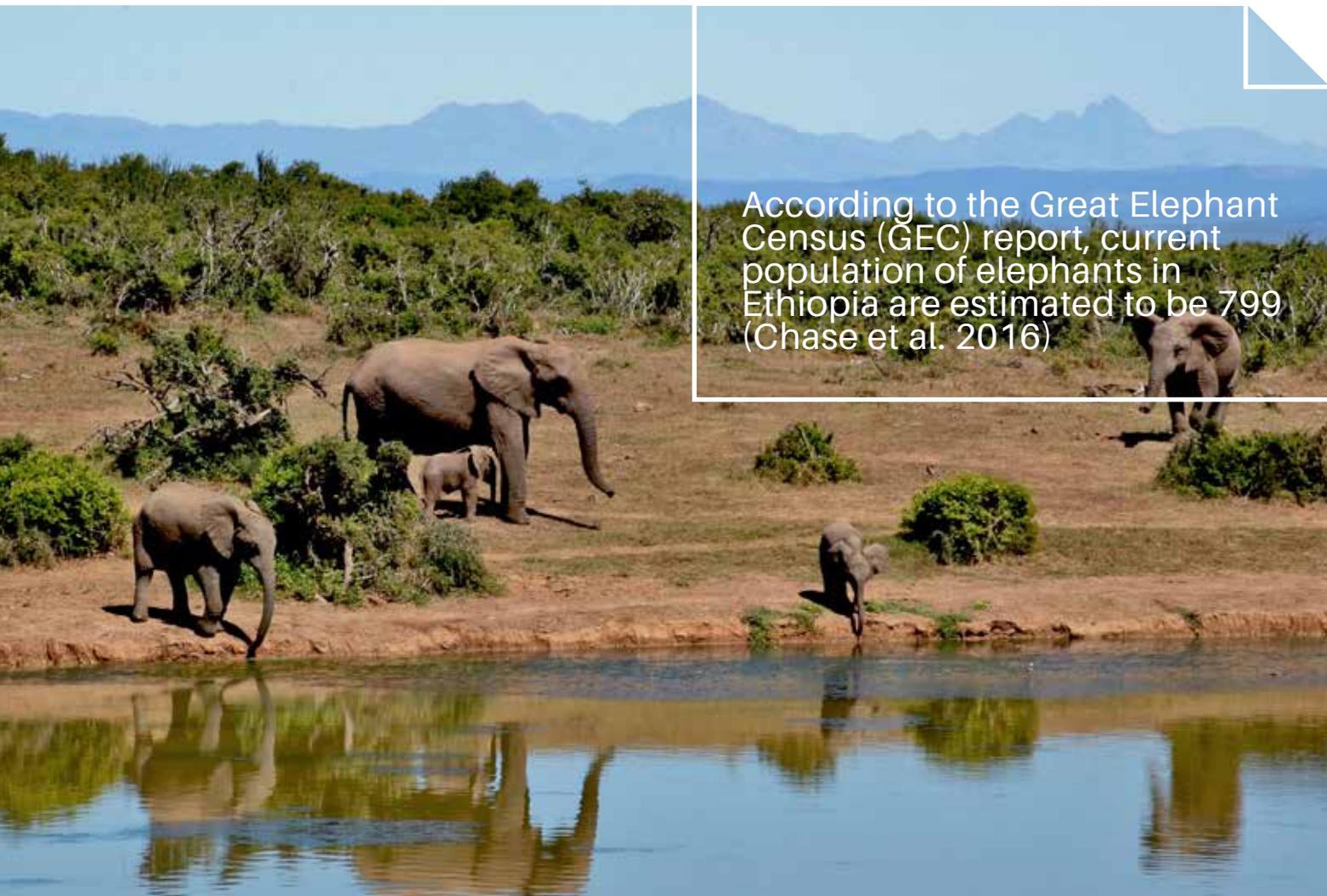
3.1.1 Elephant

Poaching caused a decline of African elephants the largest decline occurred from 1.3 million to 600,000 individuals between 1979 and 1987 and the second wave of decline is from 2000 to present time (2017) with the remaining African population estimated at 450,000 elephants in Africa (EWCA 2015). Elephant poaching for ivory has again swept across the African continent. Globally, poaching and trafficking in ivory is at the highest level in 25 years due to a huge increase in demand from the Far East with an increase in the price of ivory from \$5/kg in 1989 to \$2,100/kg in 2013 (Vigne & Martin, 2014). In 2013, there was the largest ivory seizure ever reported, nearly 170 tones, for which 229,729 elephants may have been killed (Vira et al., 2014). Mortality was unusually concentrated among the largest adults with the biggest tusks. Old matriarchs (the oldest adult females that provide the social glue in elephant herds) were particularly vulnerable. Their tusks are large and their groups were easier to find than solitary adult males. Many family groups lost their matriarchs, compromising their social, competitive and physiological functioning. The youngest offspring often perished with their mothers, causing a disrupted age structure. Many older offspring were orphaned, only to range solitarily or in atypical groups of unrelated females. Documenting the long-term consequences of social disruption caused by poaching on the African elephant is crucial to the conservation and management of this species.

In the same way Ethiopia's elephants are in a precarious situation. Overhunting for ivory trade in the 19th and early 20th century decimated Ethiopia's elephants, reflected by a peak of 66 tons of ivory

passing through Djibouti in 1910 (Demeke 2009). Poaching elephant for ivory is impacting several key populations across Ethiopia. Approximately, 100 elephants were thought to have been killed in the last 8 years in the Babilie Elephant Sanctuary and there is currently an upswing in poaching in the southwest, with Omo and Mago National Parks particularly vulnerable (EWCA 2015). Only Ethiopia's relatively good national security and the relatively small size, and remoteness of some of its populations have protected Ethiopia's elephants from additional devastation. That said, insecurity in the wider region, particularly in the Horn of Africa presents a constant and increasing threat to elephant species.

The effect of hunting on Ethiopia's elephants has been compounded by decades of habitat losses, human populations increase, and agriculture and livestock expansion to historically elephant range areas. Each of Ethiopia's elephant populations have gradually reduced in size and range. Previous studies indicated that elephant population in Ethiopia is estimated to range between 1900 and 2151, restricted to just ten areas, with five of these abutting international boundaries (Table 2). However, based on Chase et al., 2016 Great Elephant Census (GEC) report, which is the most recent one, current population of elephants in Ethiopia is estimated to be 799. The Chase et al. 2016 estimation is small because their census didn't cover all the elephant range sites during the survey.



According to the Great Elephant Census (GEC) report, current population of elephants in Ethiopia are estimated to be 799 (Chase et al. 2016)

Table 2. Summary of the size of elephant populations in Ethiopia.

Population of PA's	Estimated Population Size	Reference
Potential Omo-Mago-Chebera Churchura -Gambella Complex		
Omo	~410	Aerial Survey (EWB 2014)
Mago	~182	Aerial Survey (EWB 2014)
Mizan Teferi Area	~20	M. Ademasu pers. comm. 2015
Chebera Churchura	~420	Ground count (CCNP 2012-2014)
Gambella	~ 340	Aerial Survey (Grossman et al., 2013)
Other Populations		
Babille	~349	Ground count (EWCA 2014)
Kafta- Sheraro	~350	Ground estimate (EWCA 2013)
Alitash/Bejimez	<20	A. Mariye, pers. comm.2014
Dabus Valley	~20	C Enawgaw, pers. comm. 2015
Geralle	~50	Melkamu Aychew, pers. comm. 2015
Total	~1900-2151	

Source: Draft Ethiopian Elephant Action Plan 2015.

While most of the elephant populations in Ethiopia are islands in a sea of humanity, connectivity remains between Omo and Mago and possibly Chebera Churchura and Gambella (See Figure 1). Even within current ranges, habitat fragmentation is occurring and corridors through which elephants can move are being squeezed by farming and settlements of local communities.

The country's pressing need and drive to provide food security and alternative livelihoods for its people is rising in all perspectives. However, in these development plans there is lack of integration among various stakeholders. Uncoordinated economic activities and project implementation activities (including land use planning) in the areas inhabited by elephants has to be reconciled with the conservation of Ethiopia's unique natural heritage and the ecosystem on which the vast majority of its population still depends. Time is running out to reverse this trend and to maintain the remaining levels of habitat connectivity.

Ethiopia also faces significant challenges in combating illegal ivory trafficking with ivory transiting the country by land and air. Addis Ababa's Bole International Airport (BIA) has been identified as one of the three major air trafficking hubs, along with Nairobi's Jomo Kenyatta International Airport and Johannesburg's Oliver Tambo International Airport. The thriving national airline transits passengers and goods from across Africa to the Far East.

In recent years impounding of ivory at BIA has risen sharply with more than 250 incidences recorded per year (EWCA 2017). There have also been several seizures of ivory from elephants poached within Ethiopia even though coordinated efforts with different stakeholders in recent years have resulted in the decline of domestic seizures in comparison to the previous years. Human populations continue to expand and pressure for land is ever increasing. Whilst demand and prices for ivory remain high, there was continuous pressure to poach elephants in Ethiopia and other regions in the Horn of Africa.

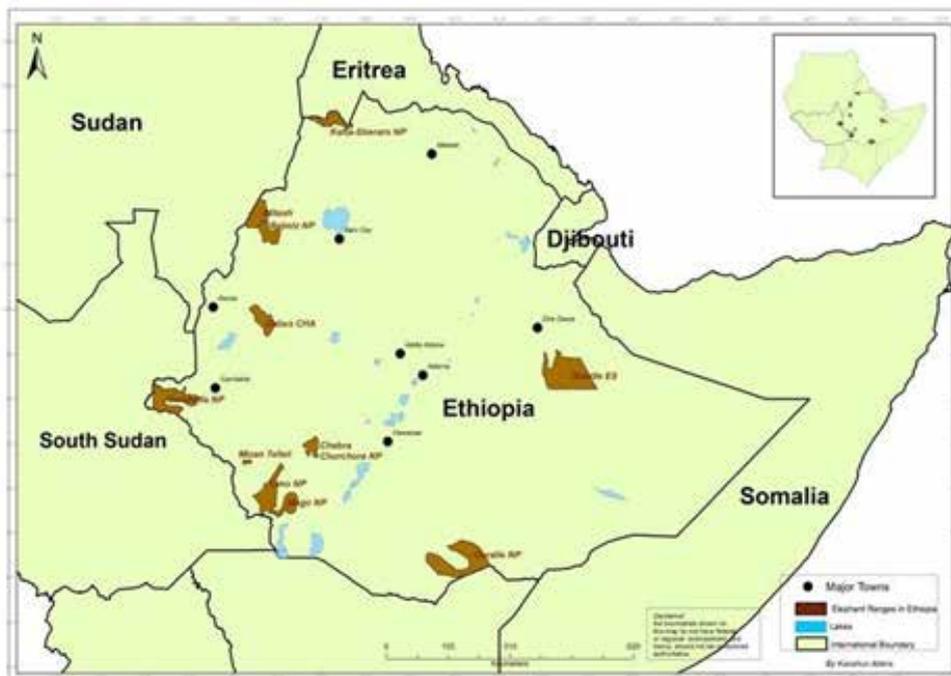


Figure 1. Current elephant range in Ethiopia (Source EWCA).



Figure 2. Healthy lion family

Ethiopia therefore, took a brave step to underwrite the commitments of the declaration at the International Conference on Wildlife Trade in London in February 2014. Ethiopia also became a founder member of the Elephant Protection Initiative (EPI) and announced its intention to destroy its ivory stockpile at the London Conference on Illegal wildlife trade in February 2014. The stockpile of about 6.1 tones was officially destroyed on 20th of March 2015 in a historical event that supported zero tolerance to poaching and a strong commitment for elephant conservation.

This Ethiopian Elephant Action Plan (EEAP) was developed to lay out the steps and priorities for elephant conservation and the curtailment of the ivory trade in Ethiopia (EWCA 2015). The EEAP provides a clear framework within which financial, material and technical support can be sought and provided for elephant conservation and management and for a reduction in the ivory trade and trafficking so as to combat elephant poaching. It is now up to the international community to support this plan in a meaningful manner to reverse elephant population decline in Ethiopia by assisting the country to address those underline drivers to the decline.

3.1.2 Lions

The lion (*Panthera leo*), of the family of Felidae, is one of the flagship species of research, tourism and

trophy hunting value. Lion presence in an area is an indicator of the area's wild and natural integrity. The lion occurs in all habitats including desert and deep forests; it is therefore an important element in many ecosystems. The lion is a powerful symbol in Ethiopia, yet living with lions poses hardships for many communities. In some areas, the lion is a major predator of domestic livestock, leading to serious conflicts with local people. Lions though iconic species, pose a danger to both humans and domestic animals with troubling frequency in some areas. Yet the lion is not only a source of personal and economic damage, but also social, economic and personal benefits, as a primary attractor for tourism and one of Africa's "Big Five" trophy animals.

Recent surveys have indicated a decline of 30-50% of the global African lion population, with current estimates ranging from 23,000 to 39,000 (EWCA 2012). For this reason the lion is classified as vulnerable on the IUCN Red List of Threatened Species. Little is known about lions in Ethiopia and numbers are highly unreliable. The only published guesstimate for lions is 1,050 (EWCA 2012). Nonetheless, the Gambella-Boma area hosts approximately 500 lions and the second largest population is said to inhabit the Greater Lower Omo Region, although no data was found on the population estimate

during this study. Other lower guesstimates include 100 in Ogaden and Welmei-Genale and 50 in Bale and Awash. Recently, approximately 200 lions have been reported at Alatish National Park bordering the Dindir National Park in Sudan.

In the past, livestock attacks by lions were rare and even when they occurred, livestock owners considered it as a sign of “good luck”. Recently, however, livestock killing by lions has increased mainly because of the decline in populations of lion prey.

Despite the challenges of living in close proximity to lion habitats, the lion is a powerful and omnipresent symbol and its extinction would represent a great loss for the traditional culture of Ethiopians who use it as a symbol of heroism in the naming of former kings and traditional costumes, frescos, names of companies, tales, proverbs, sayings and more

3.1.3 Cheetah

In the 1990s, cheetahs were widely distributed in the lowland plains of southern and eastern Ethiopia. Cheetahs are habitat generalists able to survive and thrive in a wide array of environments ranging from desert to reasonably thick bush provided their prey is available. They were widely distributed in the Awash valley, Ogaden grasslands and the Borana plains in the south, towards the border with Kenya. The highest cheetah densities have been recorded in wooded savannah (Caro, 1994). However, the species tends to occur in low densities, partly because it comes into competition with other large carnivores, such as lions and spotted hyenas (Durant, 1998). Because of this, cheetah densities in pristine wilderness areas that harbor large numbers of other large carnivores do not differ significantly from densities in relatively degraded habitat with sparse prey and higher human impact.



The other major cheetah range stretches from the Ogaden grasslands northwards to the Awash and Yangudi National parks. Cheetahs are present and have been recorded in 10 of Ethiopia's protected areas namely, Awash NP, Garhaile NP, Churchura NP, Yabello wildlife sanctuary, Mago NP, Mazie NP, Nech-Sar NP, Senkele Wildlife Sanctuary, Babille Elephant Sanctuary and Omo NP. Important cheetah habitats outside protected areas include the Daau river valley on the Ethiopia-Kenya border, and the Borana region north of Moyale. The most recent and frequent cheetah sightings have been reported from Yabello Wildlife Sanctuary, Garahaile NP, Churchura NP, Mago NP, Mazie NP, Nech-Sar and Omo NPs.

As in other parts of Africa, the geographic range of cheetahs in Ethiopia appears to have shrunk over the past one or two hundred years. Despite this, resident populations persist, which should be viable in the long term if appropriate conservation measures are enacted. Although cheetahs are economically and ecologically important inside protected areas such as the Awash and Yangudi-Rasa National Parks, a good number of Ethiopia's cheetahs live outside protected areas. Given cheetahs' low population density, the populations inside protected areas are almost certainly dependent on adjoining unprotected lands for their long-term viability in terms of foraging grounds and dispersal corridors. Hence, conservation activities outside reserves are absolutely critical if populations are to be conserved, both inside and outside protected areas. Cheetahs' status is uncertain across much of the Ogaden region in eastern Ethiopia; this entire area is considered 'possible range'. This area is important not only because of the large number of cheetahs that it could potentially contain, but also because it is ecologically distinct from areas currently known to be occupied by resident cheetah populations. Surveys of this area are therefore needed. No areas were identified where recovery of extirpated cheetah populations might be considered. This indicates the irreversible nature of the decline in the distribution of cheetahs. Once the habitat is lost, it is very difficult to recover

it, demonstrating the importance of ensuring that cheetah conservation be put in place as soon as possible, before habitat is irretrievably fragmented and lost.

Loss and fragmentation of habitat together represent the over-arching threat to cheetah populations, which contributes to several other proximate threats. Because cheetah lives at such low population densities and range so widely, they require much larger areas of land than do other carnivore species, and are correspondingly more sensitive to habitat loss occasioned by Ethiopia's high and growing human and livestock population. Conserving each viable population is likely to require land areas far in excess of 10,000 km². Fortunately, cheetahs have the ability to survive and breed in human dominated landscapes under the right conditions; hence such large areas may be protected, unprotected, or a mosaic of the two. Cheetahs also have excellent dispersal abilities, making it comparatively easy to maintain gene flow between populations, and to encourage recolonization of suitable unoccupied habitat by conserving connecting habitat.

Cheetahs are highly efficient hunters, able to survive in areas of comparatively low prey density. Nevertheless, loss of prey from some areas, due to hunting, high livestock densities, or habitat conversion, may directly impact cheetah and wild dog populations. Prey loss can also have serious indirect effects, since predation on livestock may become more frequent where wild prey are depleted (Woodroffe et al., 2005), intensifying conflict with livestock farmers. Prey loss was identified as a potential threat to all of the cheetah populations resident in Ethiopia. Cheetahs are threatened by conflict with livestock farmers in parts of their geographic range. In Ethiopia, such conflict was identified as a threat to all resident populations of cheetahs. While cheetahs tend to prefer wild prey over livestock, they may depredate on livestock under some circumstances and are therefore killed by pastoralists. Presence of livestock, pastoralists and

to some extent-unregulated tourism has the capacity to threaten cheetah populations.

Negative effects mainly involve interference with hunting, scaring cheetahs away from kills to which they are unlikely to return, and separation of mothers from cubs.

The illegal trade in cheetah cubs to the Middle East has been reported in Ethiopia and is also known to occur in Somalia, Somaliland and Northern Kenya. The increasing demand and high prices offered for cheetah cubs in the Middle East continues to pose a threat to cheetah populations in Ethiopia and the wider Horn of Africa Region. Cheetahs in the Horn of Africa are threatened by capture of live cubs for the exotic pet trade. CITES recognizes that there is regular trafficking of cheetah cubs taken from the wild in eastern Ethiopia and Somalia/Somaliland and smuggled to the Middle East, principally the Gulf States, where they are sold, including through on-line transactions. Evidence indicates that many cubs do not survive the long journey, as the people who capture, transport, and sell them do not properly care for them. Cubs recovered from the trade are also at risk if they cannot be quickly transferred to a sanctuary where they can receive proper care and protection. Cubs that reach a sanctuary are likely to survive, but in many cases cannot be returned to the wild. The permanent removal of cubs from the wild through trafficking increases pressure on diminishing cheetah populations, which face additional threats from habitat loss and hunting.

Conserving cheetah populations requires mitigating the threats listed above, on a large spatial scale. Regional and National Action Plans for the conservation of cheetah population have identified the barriers to achieving this outcome. These constraints were classified into four categories: political, economic, social and biological. Political constraints included lack of land use planning, insecurity in some ecologically important areas, and lack of political will to foster cheetah conservation. Economic constraints included lack of financial resources to support conservation, and lack of incentives for local communities to conserve wildlife. Social constraints included negative perceptions of cheetahs, lack of

capacity to achieve conservation, lack of environmental awareness, rising human populations, and social changes leading to subdivision of land and consequent habitat fragmentation. These potentially mutable human constraints contrast with several biological constraints which are characteristic cheetahs and cannot be changed: these included the species wide ranging behavior, their negative interactions with other large carnivores, and the demand for cross border illegal live trade.

3.1.4 Leopard

African Leopard (*Panthera pardus*) is classified as vulnerable by IUCN Cats specialist group. Based on IUCN 2016 species status report, the distribution of leopards in East Africa has reduced particularly in Ethiopia, Somalia, Kenya and central Tanzania. Currently, leopards are found throughout southern Ethiopia, parts of Uganda and the west, central and southern portions of Kenya.

The leopard is an elusive species thus difficult to determine its population size with direct count method. Due to lack of reliable data, leopard population trends are missing from large portions of their range across Africa. There is lack of an up-to-date population estimate and trend in Ethiopia though it is believed to be that the species is widely distributed. Often time, experts use an indirect way of determining the abundance and distribution of the species. These include frequency of seizures from illegal wildlife traffickers, human-wildlife conflict reports, and habitat assessment and availability of prey. In recent times the use of camera traps is used widely to determine the presence of an obscure species like leopard. However the effectiveness of camera traps in determining population size is yet to be proved. There is therefore no clear determination of leopard populations in Ethiopia though the number of seizures of leopard skins is high, next to ivory, this maybe an indicator of the presence of a relatively good population size.

Overall, there is a substantial decline of leopard populations in East Africa and other parts of the world due to: habitat fragmentation and forest clearing, prey reductions due to bush meat trade, an increased demand



for leopard skins, and human-wildlife conflict due to retaliation for livestock depredation.

3.2 POACHING AND TRAFFICKING IN ETHIOPIA

In Ethiopia, hunting of wild animals has been a common and socially acceptable practice since time immemorial and was supported mainly for both subsistence and cultural reasons. Hunting of elephant, lion, buffalo and other big-game was a traditionally accepted practice for the sake of earning higher social status and respect among a community. The concept of poaching was not well known until 1909, the time Emperor Menelik II prohibited the killing of wildlife without official permission (Gebre-

Michael et al. 1992). In 1944, the proclamation by the Ministry of Agriculture also regulated hunting, and in 1965, the then Ethiopian Wildlife Conservation Organization now restructured as Ethiopian Wildlife Conservation Authority (EWCA) was created to manage game reserves and national parks (NPs), most of which were established shortly thereafter and the rest very recently (EWCA 2016).

It is not known when poaching of wild animals mainly the big games for commercial purposes started. It is however, believed to have existed even after the laws were enacted, whereby individuals who had linkages with outsiders were poaching elephants, lions, leopards and giraffes to smuggle to Arab countries mainly to Yemen, Saudi Arabia and other middle east countries via Sudan and Egypt.

Group/Species	Parts/Forms	Destination
Elephant	Ivory (raw & worked)	East Asia (mainly China)
Cat family (Lion, Cheetah, Leopard)	Skins/live pets/bones	Middle East, Europe & USA
Rhino	Horn	South East Asia
Reptiles	Live pets	Middle East, Asia, Europe
Birds (mainly raptor)	Live pets	Middle East, Asia, Europe

3.3 POACHING TRENDS AND KEY DRIVERS OF THE TRADE

Since the 1980s, Ethiopia has lost about 90% of its elephant population because of poaching for their ivory. Other factors such as human population growth and agriculture expansion are also the major threats for drastic reduction in the species and their range. (Dejene 2016). Currently, the species is nationally regarded as critically endangered and hunting of elephant is totally banned by the Ethiopian government. Like any other African countries, wildlife trafficking in Ethiopia is generally driven by high demand from consumers, who are willing to pay large sums of money for the products. There is a lot of evidence showing the presence of poaching in Ethiopia especially in border areas where poachers from neighboring countries like South Sudan use the porous border to enter in to the country and illegally hunt elephants and other wildlife species.

3.3.1 Poaching Trends

EWCA does not have a standard reporting system to report poaching incidences from field sites to EWCA's headquarters except for the two conservation areas (Kafta Sheraro NP and Babilie Elephant Sanctuary) which are supported by the MIKE project.

Since the support by MIKE started in 2010, the field data from the two PAs are not comprehensive. As a result, it is very difficult to report on poaching trends supported by data. In such situations, the indirect way of measuring the degree of poaching would be the seizure data collected from Bole International Airport and key border points identified as hotspots for illegal wildlife trafficking. However, there should be an identification system which would distinguish the origin of the ivory as other countries could also be the origin of the seized wildlife products.

Nonetheless, poaching is high in areas identified as hotspots. The areas include all the elephant range sites of Ethiopia. Apart from elephant, other targeted species are leopard for its skin, cheetah and lion for their skins and cubs, and antelopes for their horns. Currently, poaching is a growing threat in Ethiopia due to weak

law enforcement, lack of interagency cooperation, weak penalties and lack of awareness among the general public and government officials about the impact of poaching.

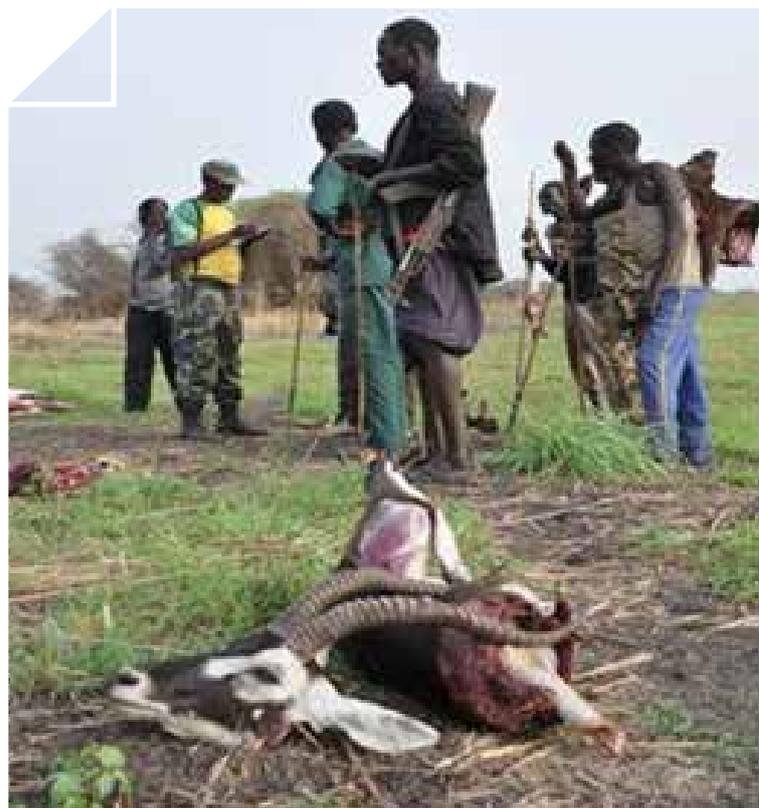


Figure 5. Poaching is rampant inside Gambella NP.

3.3.2 Key Drivers

The main driving factors of poaching and illegal wildlife trafficking in Ethiopia can be categorized in to two groups: (1) high consumer demand for illicit wildlife and wildlife products, and lack of good governance and corruption which erode public trust, (2) poverty among the rural communities living adjacent to key wildlife areas, lack of awareness among the general public about wildlife laws, and impact of wildlife crime on socioeconomic wellbeing of local communities and on the economy of the nation which creates a conducive environment for wildlife criminals operating within and outside the nation.

The illegal wildlife trade is a low risk lucrative crime with little or no chance of arrest and prosecution and

low penalties imposed on offenders found guilty which does not deter poachers and traffickers. For instance, the current Ethiopian law has the lowest penalty for wildlife criminals as compared to other neighboring countries in the Horn of Africa.

The low risk to perpetrators of wildlife crime in Ethiopia is caused by multiple factors. These include weak norms for community governance of wildlife, a lack of (or poor) laws and agreements, inadequate interagency cooperation and data sharing, and inadequate enforcement of existing laws and agreements. Inadequate law enforcement and prosecution is because of two factors, partially driven by inadequate technical competency (of police, customs and border agents, community guards, professional patrols, judges, prosecutors, and prison officials) and inadequate resources (both financial and human), and all are driven by a lack of social trust and conservation leadership to address wildlife crime by decision makers, law enforcement and judiciary personnel, civil society, and communities and individuals.

3.4 STRUCTURE OF POACHING AND TRAFFICKING NETWORK

In Ethiopia's situation understanding the structure of the poaching and trafficking network requires more studies and collaboration between the various law enforcement agencies so as to share intelligence amongst themselves which is minimal at the moment. Nonetheless, though difficult to map due to lack of adequate data, it is believed that wildlife trafficking criminal groups in the country have



networks with wildlife criminals in other countries. The country's porous borders with troubled neighboring countries such as Somalia, South Sudan and Sudan has created good opportunities not only for those fully engaged in illegal wildlife trafficking but also for opportunist traffickers who decide to benefit from the crime.

3.5 KEY TRAFFICKING ROUTES AND CONSUMER HOTSPOTS

Ethiopia, particularly Bole International Airport (BIA), is identified as a transit hub for the movement of ivory and rhino horn from Africa to Asian countries mainly China. Ivory from Ethiopia's elephants and possibly also from neighboring countries (South Sudan, Sudan, Kenya and Somalia) are illegally trafficked overland in Ethiopia and across its land borders (See Figure 6). Other live wildlife such as cheetah cubs are also trafficked to the Middle East, Europe and Far East countries through the porous border between Djibouti, Somaliland and Sudan.



Figure 6. Wildlife and ivory trafficking routes in Ethiopia from 2010-2016 (EWCA 2017).

Table 4. List of sites used as key trafficking routes (overland & air) in Ethiopia.

Site name	Location
Humera	Ethio-Sudan border, Tigray Regional Administrative
Metema	Ethio-Sudan border, Amhara Regional Administration
Kurmuk & Gizen	Ethio-Sudan border, Benshangul-Gumuz Regional Administration
Gambella	Ethio-South Sudan border, Gambella Regional Administration
Moyale	Ethio-Kenya border, Oromia/Ethio Somali Regional Administrations
Jigjiga	Ethio-Somalia border, Somali Regional Administration
Togo Wuchalle	Ethio-Somalia border, Somali Regional Administration
Dewele	Ethio-Dijoubti border, Afar Regional Administration
Bole International Airport	Addis Ababa

An analysis of the five-year seizure data collected between 2011 and 2015 at Bole International Airport consistently shows that between 80 and 90% of the seizures were destined for China indicating that China is the largest consumer and end-use destination of illicit wildlife and wildlife products trafficked from various African countries through Ethiopia (See Figure 7 below). Other destination countries listed based on their share in percentage includes; Saudi Arabia, Vietnam, Thailand, UAE, UK and Sudan. Vietnam, Thailand and Malaysia also have a reputation both as transit and destination countries. Therefore, not all countries listed as a destination are the end-user countries but some are used as a second or third transit routes.

The seizure data from BIA only accounts for air transport and doesn't necessarily give the complete picture of the illegal wildlife trade in the country. There is evidence to the effect that traffickers also use the border points to smuggle wildlife and their products overland; in and out of the country. The consultant visited selected sites (Jijiga, Harar and Dire-Dawa from the eastern part, and Gambella from the western part of the country) and there is evidence of periodic arrest of traffickers with illegal wildlife products, mainly elephant tusks, leopard and lion skins. Figure 8 below shows examples of seizures at border-points by revenue and custom authority in Dire-Dawa and Gambella, respectively.

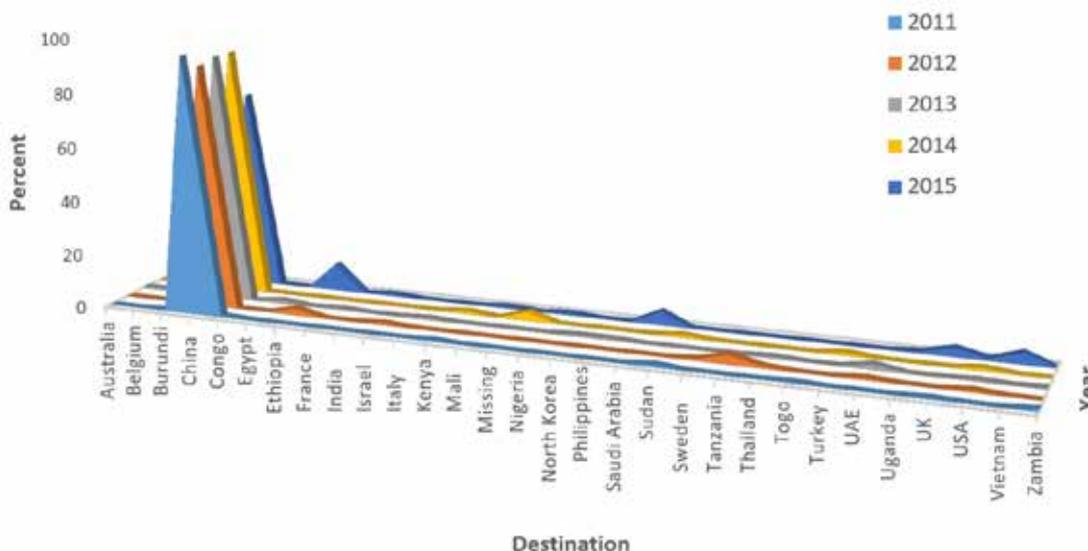


Figure 7. Destination countries for illegal wildlife and wildlife products seized at Bole Intl. Airport (2011 -2015). (Source: EWCA).

Seizures in Dire-Dawa have been kept in the revenue and custom bureau's store for more than three years. The store keeper has made a report to the head office in Addis so that the seizures can be transferred to EWCA for safe keeping. However he has not received any feedback. Consequently, the ivory tusks are kept in the store with no information on when they will be collected for safe keeping. This situation presents possibilities of wildlife crime to occur as the storekeeper may be tempted by a bribe and could easily allow the stored tusks to be smuggled from the store. In addition, criminals can target the store, putting the storekeeper's life at risk. Such incidences have happened in the past at EWCA's store where ivory tusks were stolen and the store keeper incarcerated.. Offenders were recently arrested in Gambella with ivory; however it is suspected they bribed their way out of prison an indicator of corruption by law enforcement agents, which is a common practice in remote places like Gambella. Such cases call for intervention by EWCA and IFAW to build the capacity of local law enforcement officers which motivates them to conduct their activities without comprise.

3.6 ARRESTS AND CONFISCATIONS

The five-year seizure data and interviews conducted with EWCA's law enforcement officers indicated that there have been significant results obtained by EWCA, particularly in intercepting illegal ivory trafficking at Bole International Airport (BIA), and also in the overland trade from the south and west parts of the country. These achievements were made possible because of better collaboration between other law enforcement agencies such as the Federal Police, Revenue and Custom Authority, and National Security involved in the law enforcement activities and operating at Bole International Airport and different border points. As result of this, from 2011 to 2015, more than 700 people were arrested in connection to ivory trafficking (See Table 5). Majority

of those arrested at BIA were transit passengers and others were beginning their journeys from BIA.. The increasing number of seized ivory from the latter category is an indicator of the presence of illicit ivory trade and trafficking in the country. The seizure data also revealed that Ethiopia is a major trafficking route for smuggling of live wildlife species as well as wildlife products. The most recent seizure of 300kg of ivory tusks (See Appendix 2) that were intercepted at BIA cargo department on February 17, 2017 sent originally from Nigeria and rerouted to Addis Ababa through Saudi Arabia using Ethiopian Airline cargo plane. The ivory tusks were destined for Malaysia. A few weeks after the seizure of ivory tusks, twenty-one pieces of rhino horns were seized in Thailand on March 14, 2017 smuggled out from Ethiopia using Ethiopian Airlines (See report on <http://www.bbc.com/news/world-asia-39268084?ocid>). This was the largest seizure of rhino horns ever recorded in most recent years. The horns were originally brought from the southern African nations possibly with a special order and involvement of many actors. Such incidences are strong indicators of how big the scale of wildlife trafficking in Ethiopia is, and the traffickers clearly targeted Ethiopia as one of their favorite trafficking routes. On 19th March 2017, a Ugandan National coming from Entebbe on an Ethiopian airline flight was intercepted at BIA with an estimated 80kgs of raw ivory.



Figure 8. Elephant tusks seized by border point custom officers in Dire-Dawa (left) & Gambella (right).

Moreover, in the last few years, EWCA has been working in close collaboration with national law enforcement agencies such as Ethiopian Revenue and Custom Authority, Federal and Regional Police Commissions, Defense Force, the Ministry of Justice and the National Information and Security Agency to improve awareness and detection rates of wildlife/ivory trafficking. EWCA has also been working with international partners and donors such as INTERPOL, UNEP, IFAW, AWF and CITES African Elephant Fund, to fund and implement the collaborative efforts. Such collaboration and support has produced significant results in intercepting ivory at Bole International Airport and also in the overland trade from the south (Kenya) and west (Sudan/South Sudan). A summary of the arrests is outlined in Table 5 below, but trends are difficult to discern given the effect of increased awareness and detection rates by customs officials (the sharp increase from 2010 to 2011 as EWCA started training customs officials), and also potential changes in trafficking levels as deterrents and awareness increase,

yet demand and potential profits rise.

Critical analysis of the source country of flights from which ivory was detected at BIA in Ethiopia (Table 6) show that flights from Nigeria and Angola (20.45% and 19% of arrests respectively) followed by DR Congo (8.99%), Equatorial Guinea (8.82%), Ghana (6%) and Congo Brazzaville (5.5%) present the greatest challenge.

However, the origins of the ivory tusks are not known and therefore subject to speculation. EWCA participated in the CITES project 'Determination of Age and Geographical Origin of African Elephant Ivory' run by the German Authority for Nature Conservation (BfN) to provide ivory samples for DNA analysis. However samples from the Ethiopian ivory stock pile have not been sent for testing yet. Once the DNA test is carried out, it is possible to trace elephants' country of origin. Therefore, EWCA needs to expedite sending of the ivory samples to determine the geographical origin of the ivory.

Table 5: Summary of arrests for wildlife trafficking in Ethiopia.

Year	# Arrests overall	# Arrests at BIA		Total	Value of fines (in ETB)	Nationality of Arrests Ethiopian/foreigners
		Departure	Transit			
2011	249	59	145	204	1,700,000	45/204
2012	123	4	114	118	1,500,000	6/117
2013	147	7	131	138	110,000	9/138
2014	106	5	95	100	500,000	6/100
2015	118	11	107	107	594,000	13/105
Total	743	86	592	667	4,404,000	79/664

Note: Data from the regions are not fully incorporated. Source: (EWCA 2016).

Table 6. Country of flight origin of 567 transit passengers arrested for trafficking ivory at the BIA

Rank	Country	2011	2012	2013	2014	2015	Total	%
1	Nigeria	15	17	21	36	27	116	20.45
2	Angola	7	23	34	18	25	107	19.00
3	DR Congo	26	6	11	4	4	51	8.99
4	Equatorial Guinea	21	5	10	6	8	50	8.82
5	Ghana (Accra)	5	7	11	3	8	34	6.00
6	Congo Brazzaville	15	2	7	4	3	31	5.50
7	Mozambique	10	3	5	--	0	18	3.17
8	South Sudan	3	4	5	2	0	14	2.50
9	Zimbabwe	9	2	1	1	0	13	2.30
10	Rwanda	1	7	2	2	1	13	2.30
11	Togo (Lome)	6	6	--	--	0	12	2.12
12	Cameroon	4	3	3	--	0	10	1.77
13	Gabon	1	--	3	5	2	9	1.60
14	Benin	1	1	3	2	2	9	1.60
15	Mali	3	3	3	--	1	8	1.41
16	Chad	2	1	1	2	1	7	1.23
17	Zambia	2	3	--	2	1	8	1.14
18	Malawi	1	--	4	1	2	8	1.14
19	Burkina Faso	1	4	--	1	0	6	1.10
20	Cote d'Ivoire	1	2	--	3	0	6	1.10
21	India	1	4	--	--	0	5	1.00
22	Burundi	2	1	2	--	0	5	1.00
23	Senegal	--	1	1	2	4	4	0.71
24	Liberia	--	3	1	--	0	4	0.71
25	South Africa	1	--	--	1	0	2	0.35
26	Niger	--	1		1	0	2	0.35
27	Kenya	--	--	1	1	0	2	0.35
28	Italy	-	-	-	1	1	2	0.20
29	Guinea Bissau	1	--	--	--	0	1	0.20
30	Uganda	1	--	--	--	0	1	0.20
31	UAI	1	--	--	--	0	1	0.20
32	Sierra Leone	--	--	1	--	0	1	0.20
33	Total	141	109	130	98	89	567	100.00

Figure 9. Evidence of seizures of wildlife and wildlife products across the country (EWCA 2017).



A.A. BOLE INTERNATIONAL AIRPORT



ETHIOPIA-KENYA BORDER



ETHIOPIA-SUDAN BORDER



Sources of evidence include:

- Annual reports from Elephant Trade Information System (ETIS)
- Report from the wildlife protected areas
- Results of intelligence gathering
- Wildlife items recovered during operations

Figure 10 below shows wildlife traffickers arrested by nationality whereby 90% of the foreigners arrested are Chinese who were on transit and residents. Identifying the main actors involved in wildlife trafficking is crucial in developing the right intervention mechanism. As figure 10 above consistently shows that Chinese were the leading traffickers of ivory from Ethiopia and other African countries using Ethiopia as their main transit route. Therefore, EWCA together with other national law enforcement agencies and with support from international partner agencies must target the Chinese community in Addis and other African countries for realistic intervention approach. EWCA in collaboration with the Chinese embassy in Addis once conducted awareness raising activities targeting Chinese resident in Addis. These activities should be reintroduced to not just the Chinese community but the general public.

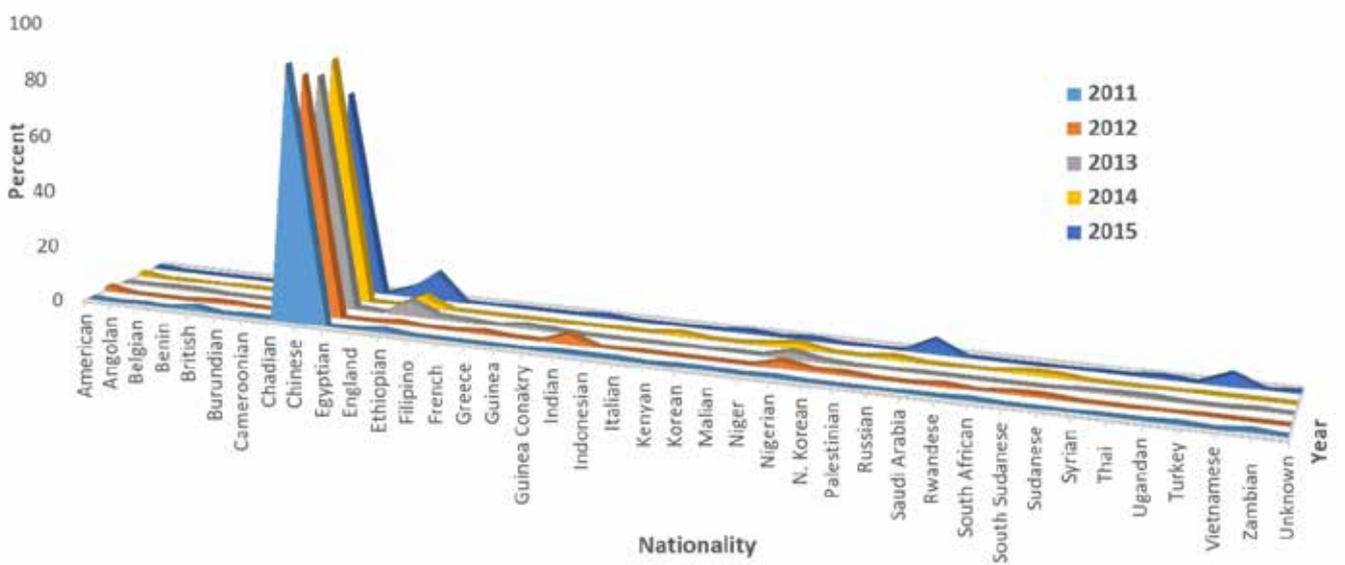


Figure 10. Percent of illegal wildlife traffickers by nationality arrested at BIA (2011 and 2015).

3.7 LINKAGES TO ORGANIZED CRIME AND MILITANT GROUPS

The high profit from illicit wildlife trade may encourage the involvement of paramilitary and organized crime groups. Through military and political power, these groups can undermine political and social will to tackle and combat wildlife crime and their involvement in corruption and fraud undermines the law enforcement system. This has happened in many countries across Africa and other parts of the world. Most conservation communities are aware that the recent crisis in wildlife poaching and trafficking has attracted global attention because of the current scale of IWT at global level. UNODC notes that wildlife crime has transformed into one of the largest transnational criminal activities, next to drug trafficking, arms dealing and trafficking of human beings. Evidence shows that criminal groups are using the same routes and techniques for wildlife trafficking as for smuggling other illegal commodities, and exploiting similar gaps in national law enforcement and criminal justice systems (UNODC, 2015).

For instance, in Africa the links between the illegal wildlife trade and transnational criminal networks are clear, but linkages with militant and terrorist groups, while they have received wide coverage in global media, are tenuous at best. Al-Shabaab terrorist group in Somalia has been well-documented by reports from the United Nations and media outlets to use proceeds from illegal charcoal trade to finance their operations, earning between USD38 and USD68 million a year from charcoal sales and taxation (Stewart, 2013; McNeish, 2014). However there is no conclusive evidence that al-Shabaab is also involved in the illegal trafficking of ivory, rhino horn, or other wildlife products. Indeed, a study by Schneider (2014) argues that the linkages between ivory trafficking and terrorist groups are exaggerated and at times imaginary.

On the other hand, other known militia groups operating in central African countries and South Sudan may be benefiting from illegal ivory trans-shipped through Kenya (UNODC, 2015). A study commissioned by the United

Nations Environment Program (UNEP) and INTERPOL has linked ivory trafficking worth USD 4-12 million each year to the Janjaweed militia operating in Sudan, Chad and Niger. The report also describes how the poaching and trafficking of forest elephants provides income for militia groups in the Democratic Republic of Congo (DRC) and Central African Republic (CAR), including the Lord's Resistance Army (LRA) (Nellemann et al., 2014; Schneider 2014). Nonetheless, when we look at the Ethiopian case, unlike other African countries under conflicts, there is no such evidence either from the interviews conducted in this assessment and/or from other reports or documents showing any linkages between wildlife trafficking and organized crime/militant groups in Ethiopia using wildlife to generate cash for their criminal activities.

3.8 ETHIOPIA'S WILDLIFE POLICY AND LEGAL ENVIRONMENT

Based on AWF's assessment conducted in 2016, wildlife crime in Ethiopia is addressed in various national and regional legal frameworks. The relevant policies and legislations include the following:

- The EFDR Constitution 1995
- The EFDR Criminal Code 2004
- The Ethiopian Wildlife Policy and Strategy (EWPS) 1997
- Proclamation number 541/1999: The Ethiopian Wildlife Development, Conservation and Utilization Proclamation
- Proclamation number 575/2000: The Ethiopian Wildlife Conservation Authority Establishment Proclamation
- Regulation number 643/2000: The Ethiopian Wildlife Development, Conservation and Utilization Regulation

Key policies relevant to protecting wildlife and combating wildlife crime in Ethiopia:

- Conservation Strategy of Ethiopia (CSE), 1997
- Environmental Policy (EP), 1997
- Forest Policy and Strategy (FPS), 2006
- National Biodiversity Strategy and Action Plan

(NBSAP), 2005

- Tourism Development Policy (TDP), 2009
- Wildlife Policy and Strategy (WPS), 2005

In addition to the policies, Ethiopia has also national legislations that address issues related to wildlife crime and can be categorized in to two sections:

1) Principal Legislations which include:

- Amhara National Regional State Executive Organs' Re-Establishment and Determination of their Powers and Duties Proclamation (No. 176/2011)
- Constitution of the Federal Democratic Republic of Ethiopia (No. 1/1995) Criminal Code of Ethiopia (No. 414/2004)
- Definition of Powers and Duties of the Executive Organs Proclamation (No. 4/1995)
- Development, Conservation and Utilization of Wildlife Proclamation (No. 541/2007)
- Disclosure and Registration of Assets Proclamation (No. 668/2010)
- Federal Courts (Amendment) Proclamations (No. 138/1998)
- Federal Courts (Amendment) Proclamations (No. 321/2003)
- Federal Courts Proclamation (No. 25/1996)
- Federal Courts Proclamation Re-amendment Proclamation (No. 454/2005)
- Federal Ethics and Anti-Corruption Commission Establishment Proclamation (No. 2352001)
- Federal Police Commission Establishment Proclamation (No. 720/2011)
- Forest Proclamation of Oromia (No. 72/2003)
- Prevention & Suppression of Money Laundering and Financing of Terrorism Proclamation (No. 780/2013)
- Revised Anti-Corruption Special Procedure and Rules of Evidence Proclamation (No.434/2005)
- Revised Federal Ethics and Anti-Corruption Commission Establishment Proclamation (No. 433/2005)
- Wildlife Development Conservation and Utilization Proclamation (No. 541/2007)

2) Subsidiary legislation:

- Functioning of Ethics Liaison Units Council of

Ministers Regulation (No. 144/2008)

- Wildlife Development, Conservation and Utilization Council of Ministers Regulations (No. 163/2008)
- Financial Intelligence Centre Establishment Council of Ministers Regulations (No. 171/2009)
- Functioning of Ethics Liaison Units Council of Ministers Regulation (No. 144/2008)

3) The following key International agreements Ethiopia signed can also serve as important instruments for combating wildlife crime in the country:

- Agreement on the Conservation of African-Eurasian Migratory Waterbird, 1995
- Convention on Biological Diversity, 1993
- Convention on International Trade in Endangered Species of Wild Fauna and Flora, 1975
- Convention on the Conservation of Migratory Species of Wild Animals, 1979
- United Nations Convention against Corruption, 2005
- United Nations Convention against Transnational Organized Crime, 2003
- World Heritage Convention, 1972.

AWF's assessment also identified that the wildlife policies and legislation has strong provisions that address wildlife crime and wildlife trafficking (Wamukoya, D. 2016).

3.8.1 Wildlife Law Enforcement

Ethiopian Wildlife Conservation Authority (EWCA) is the primary government institution for the protection of wildlife and the enforcement of wildlife regulations. The Ethiopian law made killing of wildlife without permission illegal. The law was amended several times and the most recent one is the 2005 Ethiopian Wildlife Policy and Strategy. Following the policy, different legislation has been adopted to suit the changing population status, key wildlife species and associated problems such as poaching and trafficking. Based on the interview conducted with director of EWCA's legal affairs, EWCA has made revision of its laws to strengthen penalties aimed at deterring wildlife crime and avoid discrepancies of mandates and responsibilities between federal and regional governments. Though the revised law has been

submitted through its line ministry, the ministry of culture and tourism, it has not been approved by the council of ministers yet.

EWCA, the only designated governmental authority charged with the conservation and sustainable utilization of Ethiopia's wildlife is administering 15 National Parks, two Wildlife Sanctuaries, as well as 14

Controlled Hunting Areas. In total, these protected areas cover approximately 14% of Ethiopia's land surface. However, EWCA's capacity is very limited in terms of having adequately trained manpower, funding and equipment that help the institution achieve its mandates. The few trained staff and field based wildlife rangers EWCA currently has, are not enough to combat IWT and poaching even within the protected areas. A good example is Gambella national park and its surrounding areas, visited by the consultant for the purpose of this assessment. The park has been found in very dire situation. Locals are intensively hunting white-eared kobs and other antelopes within the park. Reports from local informants indicate that elephants are always killed by Murule tribe from South Sudan. The Gambella park management has limited resources to stop poaching and ivory trafficking in the region.

Although EWCA is making considerable progress in combating wildlife crime (poaching and illegal ivory trafficking), there is evidence such as the significant number of seizures and reports from ETIS indicating that there is still illegal ivory trade and trafficking across the country's porous borders and through Bole International Airport. The survey conducted for this study also confirmed that trafficking of ivory and other wildlife products including live cheetah cubs exists. Based on the interview conducted with head of border administration and contraband monitoring in Dire-Dawa revenue and custom bureau, in the eastern part of the country, main wildlife and wildlife products trafficked include leopard and lion skins, live cheetah cubs and ivory. The illegal wildlife products and other contraband items exit through Dowelle, a border point between Ethiopia and Djibouti. Likewise, a custom intelligence in Galafe, a border point

along Djibouti in the northeastern part of the country, reported that there was seizure of ivory in August 2016 with a Somali driver who attempted to smuggle it into Djibouti. The smuggler managed to escape the Galafe checkpoint in Ethiopia but was arrested at a checkpoint in Djibouti. Since the arrest was made in Djibouti, the Djibouti law was applied to prosecute the offender. However the penalty meted out on the offender was not disclosed to the Ethiopian government.

All the evidences of illegal trafficking of wildlife and their products at the country's border points are an indicative of inefficient intelligence network and lack of interagency collaboration needed to address the problem, corruption, lack of skilled manpower to detect wildlife and wildlife products, and lack of awareness among security agents and apparatus about wildlife crime in the country. Weak penalties for wildlife crimes are also a limiting factor and do not deter criminals. Therefore, more work in the area of intelligence gathering, arresting wildlife criminals and prosecution is needed to effectively control illegal wildlife and ivory trade and trafficking across the country. In light of this fact, the development of a National Ivory

Action Plan (NIAP) and Elephant Action Plan (EAP) for Ethiopia is a timely response to address the challenge efficiently and effectively.

Currently, within EWCA, the direct responsibility of law enforcement and anti-wildlife trafficking activity falls under Wildlife Trafficking Control Directorate. In the last few years, this directorate has been collaborating with national law enforcement agencies such as Ethiopian Revenue and Custom Authority, Federal and Regional Police Commissions, Ministry of Defense, Ministry of Justice (Judiciaries), prosecutors and National Intelligence and Security Service to improve awareness on wildlife laws and increase detection rates of illegal wildlife trade and trafficking. EWCA is also collaborating with various international partners and donors such as INTERPOL, UNEP, Lusaka Agreement Task Force (LATF), Born Free Foundation (BFF), IFAW, GIZ and Horn of Africa Wildlife Enforcement Network (HAWEN) to tackle illicit trade in wildlife and wildlife products.

The Born Free Foundation (BFF) through its Border Point Project (BPP) is implementing various activities to build EWCA's and other national law enforcement agencies' capacity to combat IWT in the country. One of the major tasks currently being supported by BPP is EWCA's efforts to establish a national level taskforce which include various law enforcement agencies and judiciary to create awareness and give training on anti-wildlife trafficking techniques. In addition, BFF is actively engaged in public awareness creation in communities nearby the border points identified as hotspots of wildlife trafficking, offering onsite training for law enforcement officers targeting regional police officers in the training academies, and also by establishing wildlife recovery center in Holeta about 40kms west of the capital city. Therefore, IFAW may need to coordinate its future planned activities with BFF to create synergies and increase impact on wildlife law enforcement capacity building efforts. African Wildlife Foundation (AWF) is also helping EWCA by supporting law enforcement through training to its staff and commissioning of a study on legal gaps in wildlife conservation with particular emphasis on wildlife crimes and penalties.

Another key partner is GIZ-Ethiopia, currently involved in capacity building in the areas of protected areas management and law enforcement activities. Three national parks: Awash, Nech-Sar and Chebera Churchura (one of the elephants range sites) are receiving technical and material support from the GIZ. From discussions with the deputy head of GIZ-Biodiversity and Forestry Program, GIZ is mainly supporting Chebera Churchura National Park to strengthen the park's management and law enforcement capacity through provision of technical and financial supports such as law enforcement trainings for scouts, supporting alternative livelihoods projects, minimizing human-wildlife conflict, habitat restoration and forest landscape restoration activities. GIZ is also supporting the establishment of community based intelligence groups, installing communication and power supply facilities and, conducting awareness campaigns and workshops to secure the support of local government line departments (police, judiciary and security system). They are also

promoting existing community based initiatives to tackle elephant poaching in the park, providing vehicles and motor bicycles, books, binoculars, and camping equipment to facilitate anti-poaching operations in the park.

3.8.2 Community Wildlife Management

Ethiopia is protecting its wildlife in legally designated protected areas which account for 14 % of its total land mass. However there is wildlife outside protected areas that needs protection which can only be achieved through a partnership with local communities living adjacent to protected areas. Community-wildlife security partnership is a crucial way of involving locals in anti-poaching and anti-trafficking campaigns which has resulted in positive outcomes for both people and wildlife African countries such as Kenya, Zimbabwe and Namibia. Through community-wildlife security partnership both wildlife and people benefit as a certain percentage of income generated from wildlife conservation through wildlife tourism is distributed to the community and the wildlife have secure habitats. Involving local communities in wildlife law enforcement activities to gather and share field-based intelligence is an effective way of deterring wildlife crime. However, this can be achieved only if local informants receive incentives that outweigh the money they get from participating in illegal wildlife trade. In Ethiopia, the wildlife law has provisions to share income accrued from wildlife conservation. For instance, Article 36 of the Wildlife Regulations provide that 85% of the revenue collected from trophy hunting, live export and filming must be transferred by the EWCA to the Regions. In addition, communities living adjacent to wildlife conservation areas may derive specified economic benefits on the basis of agreement with the management of a given wildlife conservation area (Ayalew et al., 2013). Such provision can also be applied directly to community based law enforcement (anti-poaching and anti-wildlife trafficking activities) to deter wildlife criminals in all border points identified as hotspots for illegal wildlife trade.

The 2005 Ethiopian Wildlife Policy and Strategy (WPS) has also provisions that encourages the participation of

local communities in wildlife conservation and directs that local communities are the primary beneficiaries of wildlife conservation through tourism and/or in any other form of sustainable use. However, EWCA is still in its infancy stage when it comes to collaborative wildlife management that involves local communities in various aspects of wildlife conservation including law enforcement. However the wildlife policy is not clear as to how and in what form communities can participate. One of the major weaknesses of the WPS in relation to community involvement is the lack of clarity on how human wildlife conflict (HWC) mitigation can be achieved. The WPS only provides for dealing with problem animals as a way of mitigating HWC, but it does not link the problem to the solutions. HWC mitigation can be properly addressed by policy guidelines... The WPS also does not address the issue of incentives to encourage local communities to conserve wildlife. Sometimes, income from wildlife utilization activities may not be available and communities may feel that they are not benefitting from wildlife and thus fail to develop a sense of ownership in wildlife, and as a result of this they do not want to participate in wildlife law enforcement activities (Wamukoya 2016). Therefore, it is important that EWCA understands all the policy gaps and takes the necessary steps to ensure that communities are part and parcel of the country's wildlife conservation activities by building trust and through tangible benefit sharing and ensuring ownership right.

As discussed earlier, international NGOs are supporting EWCA by building its capacity in law enforcement. Currently, the Horn of Africa Regional Environmental Centre and Network (HoA-REC&N) in collaboration with International Fund for Animal Welfare (IFAW) is giving technical support to EWCA in anti-wildlife trafficking and anti-poaching initiatives. HoA-REC&N, focusing on Gambella region, has initiated a pilot project to involve interested members of local communities around Gambella National Park in law enforcement activities. Community members are selected and trained to be volunteer scouts. This is premised on the fact that communities surrounding the national park are the first line of defense for the wildlife. Most communities surrounding national parks in horn of Africa countries feel

excluded in conservation and management of national parks yet they bear the highest cost for conservation. HoAREC&N and IFAW's initiative seeks to create a sense of ownership among communities around Gambella National Park by seeking their involvement to combat wildlife crime. Currently, eighteen community members around the Gambella National Park have been selected and trained on wildlife crime interventions, wildlife crime information collection techniques as well as skills on conservation awareness. Such onsite level capacity building and provision of material support brings positive results in deterring wildlife crime.

3.9 PROSECUTION

The main challenge in prosecution of wildlife offenders is the low penalties imposed on those found guilty of wildlife crime. This is mainly due to the lack of awareness by judges on the seriousness of wildlife crime and its overall impact on the country's economy. Wildlife crime destroys tourism business, negatively impacts local community livelihoods, and annihilates cultural heritage linkages to wildlife while interfering with the ecological diversity of an on ecosystem due to the loss of keystone and flagship species. The provision of the current wildlife law states that wildlife offenders are punishable with a fine of between Birr 5,000 and Birr 30,000 (USD 200 and 1300) and/or with imprisonment for not less than one year and not exceeding five years. The main challenge here is that a fine between USD 200 and 1300 "or" imprisonment from one to five years, or both leaves ample discretion to the courts, which presumably would graduate the penalty on the basis of the seriousness of the offence. In theory, however, a person could be imprisoned even for a small wildlife-related offence. The law could be improved by specifically listing offences and related penalties. Further differentiation of the offences will also enable to provide for a stiffer penalty for those offences, which are serious (Ayalew et al., 2013).

The challenge with such discretion in wildlife trafficking penalties is that in most cases offenders are given lighter sentences, which are not deterrent enough. Based on the interviews with various law enforcement officers and prosecutors, judges have a tendency of leniency towards foreigners compared to nationals. Analysis of

the five year seizure data (see Figure 11 below) shows the number of wildlife criminals prosecuted and fined over the five year period also confirms this claim. Figure 11 consistently and clearly shows that a majority of the offenders were awarded the minimum fines USD 200 – 391 while the maximum penalty USD 1300. This is indicative of judges’ lack of awareness about the values of wildlife for the country’s socioeconomic stability. There is need to raise the awareness of judges on the seriousness of wildlife crime s. Failure to which efforts to detect and arrest wildlife criminals will be futile if judges are not convinced to impose the maximum penalty which include imprisonment of convicted criminals..

This is a common phenomenon in Africa where investigations result in arrests and judiciary proceedings often undermine effective prosecution and function as an evasion of justice for the individuals involved in wildlife crime.

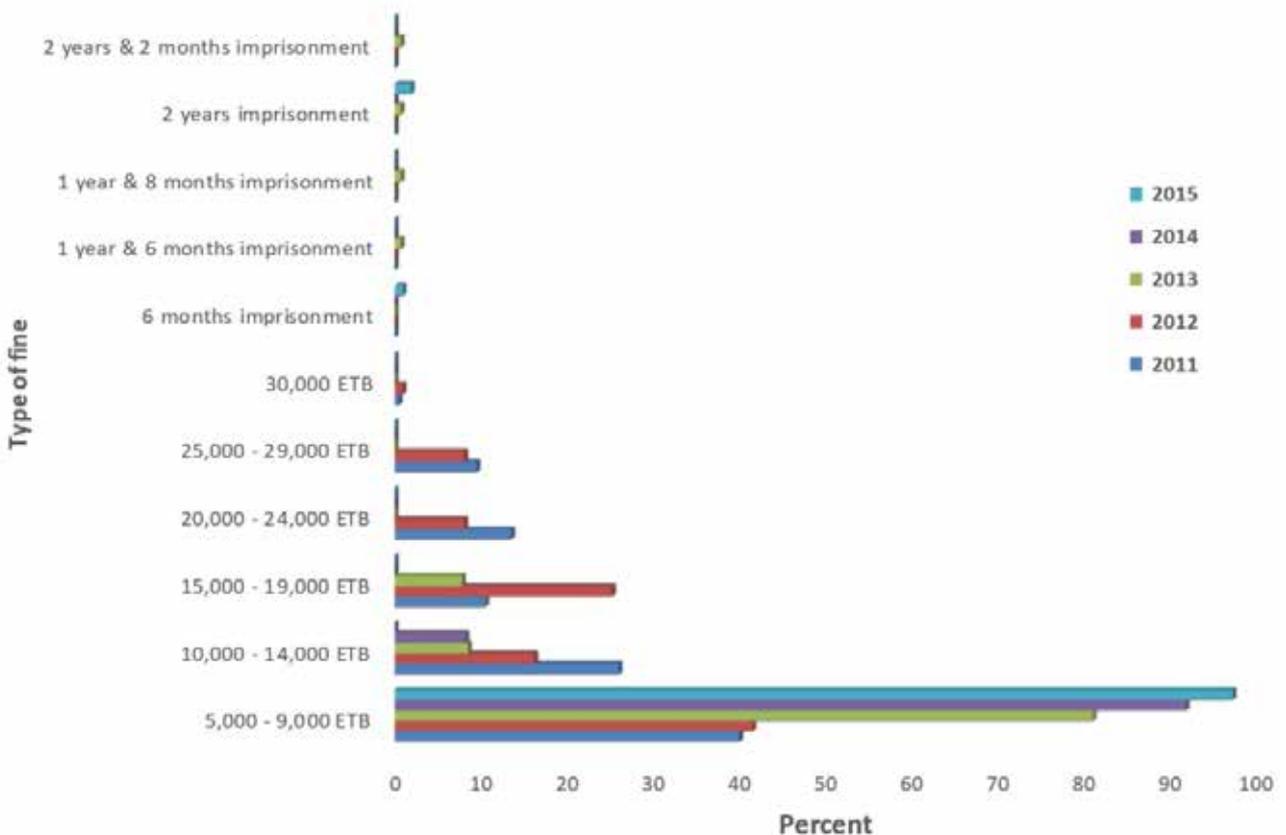


Figure 11. Court decisions made to penalize illegal wildlife traffickers arrested at Bole Intl. Airport from 2011 to 2015 (%). Source: EWCA.

3.10 EFFECTIVENESS OF ETHIOPIA'S LEGAL FRAMEWORK FOR WILDLIFE CRIME

Based on AWF's study in 2016, the Ethiopian wildlife law is quite effective when it comes to administration as it keeps the sector organized and well administered under EWCA (Wamukoya 2016). The mandate of EWCA is well defined in the Ethiopian Wildlife Development and Conservation Authority Establishment Proclamation (WDCAEP) and powers and functions of anti-poaching officers defined in the Development, Conservation and Utilization of Wildlife Proclamation (DCUWP). However, EWCA is given mostly an oversight and regulatory mandate by the WDCAEP but there is no express enforcement functions provided for. Enforcement functions are provided for in the DCUWP as powers and duties of wildlife anti-poaching officers. The powers of these officers are very limited and do not cover critical aspects such as investigation and prosecution of wildlife offences.

The Wildlife Policy and Strategy (WPS) of Ethiopia also offers strong policy direction for wildlife conservation in Ethiopia. It addresses key aspects of wildlife conservation which include; protected area

management, management of wildlife resources, conservation of endangered species, wildlife resource utilization, investment in the wildlife sector, community benefits from wildlife resources, research and public awareness. EWCA is a mandated government institution responsible for the implementation of all the provisions of the wildlife policy including law enforcement. Therefore, the effectiveness of the legal framework depends on how EWCA is organized and how it collaborates with other partners, national and international institutions. Unfortunately, EWCA lacks capacity to effectively implement the policies. Some of these shortcomings are due to lack of trained manpower, insufficient funding inadequate political support from the government to invest in wildlife conservation and tourism and, inadequate law enforcement.

3.11 KEY STRENGTHS OF ETHIOPIA'S LEGAL FRAMEWORK FOR WILDLIFE CRIME

Ethiopia has a wildlife law that prohibits killing and/or collection of wildlife and their products without a permit. However penalties for offenders are not deterrent neither do they outweigh the financial and long term impacts of poaching and wildlife trafficking. In the past five years and in collaboration with partner NGOs, national and international law enforcement agencies, EWCA has effectively implementing laws to address the problem of wildlife crime in Ethiopia. Due to the collaborative efforts made especially at BIA, Ethiopia has reported a low number of wildlife crimes with only 106 arrests in 2014 down from 147 in 2013 as compared to 249 in 2011 (See Table 5 in section 3.6). A study should be implemented to investigate whether the low incidence of wildlife crimes is an indication of effectiveness of the wildlife legislation or whether there is little capacity to enforce the legislation as is required leading to arrest of a small percentage of the total number of criminals. In addition, in order to have the full picture of IWT in the entire country, there needs to be a broad assessment on what is occurring at border points because as discussed earlier, traffickers use the porous borders to smuggle ivory and live animals such as cheetah.

In terms of regulation, AWF's assessment indicates that the law gives EWCA powers to regulate some aspects of the wildlife sector while regions are given powers to regulate other aspects of the sector. Regulation covers access to protected areas, consumptive utilization and possession and trade in wildlife products. The regulatory provisions are quite concise and should be effective in regulating the sector if properly enforced.

3.12 KEY WEAKNESSES OF ETHIOPIA'S LEGAL FRAMEWORK FOR WILDLIFE CRIME

Based on AWF's assessment report, a key weakness of the policy with regard to wildlife crime is that, it doesn't properly address prevention and combating of

wildlife crime. The provisions on wildlife crime in the WPS are focused on trade in wildlife products. Other wildlife crimes including illegal killing of wildlife are not adequately addressed. Further, there is no policy direction on enforcement strategies to combat wildlife crimes (Wamukoya 2016).

Even though the Ethiopian wildlife law and policy provisions are clearly stated to address wildlife related matters, there are gaps that need to be overcome in order to successfully administer and adjudicate over wildlife cases. The dual nature of the regulation of the sector is a shortcoming. The law is silent on the relationship between EWCA and the regions in carrying out their regulatory functions. It is not clear whether or not EWCA has a supervisory role over the regions or whether the regions have a free hand in carrying out their regulatory functions. Based on AWF's assessment the gaps identified include:

- The wildlife legislation is weak with low penalties (profit from wildlife crime exceeds the punishment), limited enforcement powers for EWCA and lack of standardization of wildlife conservation and protection between the federal and state levels.
- There are no specialized prosecutors concentrating on wildlife crimes
- No clarity on handling of rescued or confiscated live animals (it does not provide for temporary capture facilities to rehabilitate the wild animals before being released into the wild). However, the BFF is trying to address this problem by establishing a wildlife recovery center in Holeta, about 40kms west of Addis Ababa.
- There is limited inter-agency collaboration in addressing wildlife crimes though BFF is trying to help EWCA by establishing a national steering taskforce, regional taskforces which involve police, customs, national intelligence and security, INTERPOL, etc.

This assessment also confirms all the shortcomings of the legal framework discussed in AWF's report

as a major challenge that needs to be addressed. Interviewed prosecutors who are involved in wildlife crimes prosecution, federal police and custom officers, and key EWCA's staff and others involved in wildlife law enforcement, expressed their frustration by the low penalties imposed on wildlife criminals.

3.13 REGIONAL/INTERNATIONAL WILDLIFE LAW ENFORCEMENT CO-ORDINATION

In the last few years, EWCA has worked in close collaboration with national law enforcement agencies such as Ethiopian Custom and Revenue Authority, Federal and Regional Police Commissions, Ministry of

Defense, Ministry of Justice (Judiciaries), Prosecutors and National Intelligence and Security Service to improve awareness on wildlife laws and to increase detection rates of ivory and rhino horn trafficking and other illegal wildlife products. EWCA has also worked in partnership with various regional and international partners and donors such as IFAW, INTERPOL, UNEP, AWF, GIZ, TRAFFIC, BFF, STOP IVORY, and Lusaka Agreement Task Force (LATF) to tackle illicit trade in wildlife and wildlife products. Such regional and international cooperation helped the country and the region to combat illegal wildlife trafficking. However, the effort needs to be scaled-up. IFAW may need to coordinate its planned support to EWCA with the BFF and other international organizations involved in combating wildlife crime in east Africa. This helps to avoid duplication of work and maximize the use of resources in combating wildlife crime in Ethiopia and the region as a whole in more systematic way.

4. CONCLUSIONS

Ethiopia's wildlife faces major threats from poaching and illegal wildlife trade. Population growth and expansion of developmental activities such as agricultural plantation nearby PAs, are contributing to the loss of wildlife habitats. Land has become a critical factor for Ethiopia since agriculture (mechanized and small holding) is considered the biggest contributors to Ethiopia's GDP. Ethiopia's current rate of economic growth did not come without a cost, mainly to wildlife conservation whereby many protected areas, which were once considered as the last frontiers, were invaded by large scale farms. Some of the critical wildlife habitats such as Gambella, Omo and Mago National parks and Babilie elephant sanctuary are threatened by human activity, yet they are a home to vulnerable species such as elephants.

This assessment found enough evidence of ongoing IWT activities in Ethiopia, especially at Bole International Airport. There is also seizure evidence from the border points (Gambella, Jijiga, Dire-Dawa, etc) visited by the consultant that IWT, specifically ivory and other wildlife and their products are trafficked. Factors contributing to in IWT in Ethiopia are the high poverty levels in rural communities living adjacent to key wildlife areas and lack of awareness about the country's wildlife laws and values of key wildlife species. In addition, the high financial

rewards for engagement in IWT coupled with Ethiopia's weak penalties provide significant incentive for wildlife traffickers to use the country as a transit route. This is amplified by the fact that BIA is a transit hub for people travelling from across Africa to various Asian countries. The country's porous borders along six neighboring countries also creates a conducive environment to smuggle illicit wildlife products such as ivory, skins, and horns and live animals in and out of the country overland.



5. RECOMMENDATIONS

Ethiopia's Bole International Airport (BIA) is identified as a transit hub for the movement of ivory from Africa to the Far East. Based on the interviews with custom officers at border points, ivory from Ethiopia's elephants and possibly from neighboring countries (South Sudan, Sudan and Kenya) is trafficked overland through Ethiopia and across its international borders. In the past few years, successful efforts to combat trafficking have increased the detection of ivory carried by passengers at BIA. Priorities now are to put in place customs training, a dog unit and additional scanners to increase ivory detection in cargo and at land borders, particularly in Ethiopian Somali and SNNP National Regional States. Moreover, local community engagement, multi-sectoral integration and awareness raising are critical to decrease demand and participation in illegal wildlife trade. Capacity building and collaborating with Federal and Regional Police and judiciary is important to increase prosecution rates and the revision of related legislation including the penal code of the country to ensure that it provides sufficient and deterrent penalties to traffickers. It is also important to continue collaborating with international partners like INTERPOL, the UN drug control agency, NGOs working on combating wildlife crime and law enforcement agencies across Africa and Asia.

With regard to poaching, EWCA has to develop a standard site-based monitoring system. The approach currently used by the MIKE project in the two selected sites (Kafta Sheraro National Park and Babelle Elephant Sanctuary) can be replicated in other elephant range areas. Rangers stationed in elephant ranges need equipment support and capacity building in monitoring systems.

Acknowledging the scale of the problem and its potential impact on the biodiversity of the country, below is a summary of recommendations from this and previous studies Table 7.

Table 7: Summary of Recommendations and Priority Actions for Combating Wildlife Poaching and Trafficking in Ethiopia

N°	Priority Action	Stakeholder/Institutions Responsible
Thematic Area 1: Biological Status of Key Species Appearing in Trade		
1	Identify geographic locations and carry out surveys to provide and/or update data on the biological status of keys species with special emphasis on big cats (leopard, lion and cheetah) and elephant, all targeted by traffickers.	EWCA, partner NGOs
2	Develop and scale up a national forensic research program for species identification.	EWCA, Federal Police, and INTERPOL, DNA database with known labs
Thematic Area 2: Law Enforcement		
1	Carry out assessments to provide missing poaching and trade data for trafficked species, particularly elephants, big cats, reptiles and birds.	EWCA, partner NGOs
2	Develop site-based monitoring system to understand the level of poaching and create a centralized database that can help create a realistic intervention mechanism to deter illegal killing of elephants and other trafficked species. EWCA needs to facilitate things to add sites to the MIKE project.	EWCA, partner NGOs
3	Operationalize the forensic laboratory in Addis Ababa and establish formal linkages to other international forensic institutions.	Federal Police, INTERPOL, Government of Ethiopia (GoE)
4	Amend relevant law(s) to increase the penalty for wildlife crime based on recommendations given by AWF assessment report and allow for DNA evidence to be used in court in the prosecution of wildlife crime.	EWCA, Ministry of Justice, GoE
5	Improve the capability of law enforcement agencies to detect wildlife products at key wildlife trafficking hubs including for instance deployment of sniffer dog units and fast speed scanner.	EWCA, National Intelligence and Security, Federal and Regional Police, Custom and Revenue Authority, and partner NGOs.
6	Strengthen the capacity of wildlife crime investigative and enforcement officers based on training needs identified through assessments. The training should cover evidence gathering, case building, prosecutions and judiciary.	EWCA, Federal and Regional Police, partner NGOs.

N°	Priority Action	Stakeholder/Institutions Responsible
7	Create secure mechanisms for intelligence gathering including the use of intelligence databases and information sharing by relevant actors in the wildlife poaching and trafficking sector. For instance create a register of wildlife offenders to be shared among national agencies as well as with regional partners.	EWCA, Federal Police, Judiciary, INTERPOL, National Intelligence and Security.
8	Develop a national Law Enforcement Monitoring (LEM) system that includes protocols for Law Enforcement (LE) data collection, management (e.g. SMART) and reporting.	EWCA and partner NGOs
9	Develop a national wildlife product (including ivory, rhino horns, skins, etc) management system (with secure storage sites and store management database).	EWCA and partner NGOs
10	Enhance the use of technology in wildlife management and enforcement (e.g. mapping corridors, tracking animal movements, providing a poaching early- warning system, supporting forensic investigations, and enabling detection using fast speed scanner and sniffer dogs in ports and airports).	EWCA and partner NGOs.
11	Build and implement mechanisms for cross-border and international (Africa and Asia) collaboration and linkages with relevant regional and global initiatives for combating the illegal wildlife trade.	EWCA, Ministry of Foreign Affairs.
12	Secure political goodwill to create a dialogue between China-Ethiopia to enhance international wildlife law enforcement.	EWCA, Foreign missions in Ethiopia, partner NGOs, Ministry of Foreign Affairs
13	Work with financial, communications and transportation companies in the private sector to target the operations of large-scale syndicates	EWCA, Judiciary, partner NGOs

Thematic Area 3: Public Awareness and Community Involvement in Law Enforcement

1	Foster a national conservation ethic through education and awareness campaigns in order to safeguard the intrinsic and economic value of wildlife and reduce human-wildlife conflict.	EWCA, Ministry of Education, Ministry of Environment and Forestry (MoEF), and partner NGOs.
2	Train and deploy community rangers in wildlife enforcement based on capacity needs assessments carried out by an independent expert (IFAW is currently started a pilot project in Gambella which can be replicated if successful).	EWCA, partner NGOs

- | | | |
|---|--|----------------------------------|
| 3 | Create and implement the benefit-sharing mechanisms to locals involved in law enforcement to serve as reward for their participation. | EWCA, partner NGOs |
| 4 | Improve community awareness and understanding of relevant wildlife laws, with special emphasis on the protection of key species such as elephant, leopard, lion and cheetah, targeted by wildlife traffickers. | EWCA, judiciary and partner NGOs |
-

Thematic Area 4: Cross Cutting Issues

- | | | |
|---|--|-----------------------|
| 1 | Assess the economic value of key species impacted by trade to support conservation, enforcement and legal processes. | EWCA and partner NGOs |
| 2 | Develop necessary infrastructure (road signs, speed bumps, underpasses, bridges, etc.) in wildlife areas to prevent accidental deaths of wildlife. | EWCA, GoE |
| 3 | Harmonize land-use planning and development in line with wildlife conservation to minimize the impact of development on wildlife conservation areas. | GoE |



6. REFERENCES/BIBLIOGRAPHY

<http://www.bbc.com/news/world-asia-39268084?ocid>

Information accessed online on March 15, 2017.

http://www.bornfree.org.uk/news/news-article/?no_cache=1&tx_ttnews%5Btt_news%5D=2452

information accessed online on March 10, 2017.

<http://allafrica.com/stories/201612120567.html>

Information accessed online on February 22, 2017.

<https://unchronicle.un.org/article/london-declaration-s-role-fight-against-wildlife-trade>

Information accessed online on February 8, 2017.

http://mobile.dudasite.com/site/traffic-network?url=http%3A%2F%2Fwww.traffic.org%2Fhome%2F2015%2F5%2F14%2Fchina-joins-ethiopia-to-address-ivory-trafficking.html&utm_referrer=http%3A%2F%2Fwww.google.com%2F#2912

information accessed online on January 24, 2017.

<http://www.ifaw.org/united-states/news/combating-wildlife-crime-ethiopia>

information accessed online on January 10, 2017.

Ayalew, M.M., Cirelli, M.T., Sintayehu, W. (2013). Gap Analysis and Revision of the Policy and Legal Framework of the Ethiopian Wildlife conservation Authority and Region: Analysis of the Policy and Legal Frameworks for the Management of Wildlife Resources in Ethiopia.

Chase, M.J., Schlossberg, S., Griffin, C.R., Bouche, P.J.C., Dejene, S. W., Elkan, P.W., Ferreira, S., Grossman, F., Kohi, E.M., Landen, K., Omondi, P., Peltier, A., Selier, S.A.J., and Sutcliffe, R. (2016). Content-wide survey reveals massive decline in African savannah elephants. *PeerJ*. 4:e2354; DOI 10.7717/peerj.2354.

Caro, T.M. (1994) *Cheetahs of the Serengeti plains* University of Chicago Press, Chicago.

Dejene, S. W. (2016). The African Elephant (*Loxodonta Africana*) in Ethiopia: A Review. *European Journal of Biological Sciences* 8 (1): 08-13.

Durant, S. M. (1998). Competition refuges and coexistence: an example from Serengeti carnivores. *Journal of Animal Ecology*, 67, 370-386.

EWCA. (2015). *Ethiopian Elephant Action Plan (EEAP) 2015-2025*. Addis Ababa, Ethiopia. EWCA. (2014). *National Ivory Action Plan for Ethiopia*.

EWCA. (2012). *National Action Plan for the Conservation of the African Lion Panthera leo in Ethiopia*. EWCA. (2005). *Wildlife Policy and Strategy of Ethiopia 2005*,

Gebre-Michael, T. Hundessa, and J.C. Hillman. (1992). *The Effect of War on World Heritage Sites Protected*

Areas in Ethiopia. In World Heritage Twenty Year Letter, ed. J. Thorsell and J. Sayer, 143 – 150.

Gebre-Tensaye, K. and Gebre-Michael, M. (2015). Summary on the assessment of gaps in the current wildlife policy, strategy and legal framework of Ethiopia (Internal Review).

McNeish, H. (2014). USD213bn illegal wildlife and charcoal trade ‘funding global terror groups’. The Guardian (UK). June 24, 2014.

Milliken, T. (2014). Illegal Trade in Ivory and Rhino Horn: An Assessment Report to Improve Law Enforcement, Wildlife TRAPs Project. USAID & TRAFFIC.

Nellemann, C., Henriksen, R., Raxter, P., Ash, N. and Mrema, E. (Eds). (2014). The Environmental Crime Crisis – Threats to Sustainable Development from Illegal Exploitation and Trade in Wildlife and Forest Resources. A UNEP Rapid Response Assessment. United Nations Environment Program and GRID- Arendal, Nairobi and Arendal.

Nelson, A., Williams, S., Kebede, F & Tade, D. (2005). National Survey of the Grevy’s Zebera in Ethiopia. Report to EWCO. Addis Ababa. Ethiopia.

Nowell, K. (2012). Wildlife crime scorecard: assessing compliance with and enforcement of CITES commitments for tigers, rhinos and elephants. World Wildlife Fund for Nature, Washington D.C.

Schneider, R.M. (2014). The Securitization of Poaching and the Illegal Wildlife Trade in Sub-Saharan Africa: A Necessary Evil? Dissertation submitted to the School of Social Science, Department of Politics and International Relations, University of Aberdeen, as partial requirement for an Honors degree in Politics and International Relations, 2015. Aberdeen.

Stewart, C. (2013). Illegal ivory trade funds al-Shabaab’s terrorist attacks. The Independent (UK) January 25, 2017.

UNODC (2015). Wildlife and Forest Crime: Overview available at <http://www.unodc.org/unodc> viewed online, February 16, 2017.

USAID. (2016). Measuring Impacts: Rewards and Risks Associated with community Engagement in Anti- Poaching and Anti-Trafficking.

USAID. (2015). Measuring Efforts to Combat Wildlife Crime: A Toolkit for Improving Action and Accountability.

Vigne, L & Martin, E. (2014). China faces a conservation challenge: The expanding mammoth and elephant ivory trade in Beijing and Shanghai. Save the Elephants and Aspinall Foundation.

Vira, V, Ewing, T, Miller, J. (2014). Out of Africa: Mapping the Illegal Trade in illicit Elephant Ivory. Born Free Foundation USA.

Wamukoya, D. (2016). Analysis of Ethiopia’s Wildlife Policies and Laws (AWF Unpublished).

Weru, S. (2015). Wildlife protection and trafficking assessment in Kenya: Drivers and trends of transnational wildlife crime in Kenya and its role as a transit point for trafficked species in East Africa. TRAFFIC.

Williams, S.D., Vivero Pol, J-L., Spawls, S., Shimelis, A. & Kelbessa, E. (2005) Ethiopian Highlands. In Hotspots Revisited (eds. Mittermeier, R.A. et al.). Conservation International: Cemex Press.

Wittemyer, G, Northrup J.M., Blanc, J., Douglas-Hamilton I, Omondi P, Burnham, K.P. (2014). Illegal killing for ivory drives global decline in African elephants, *Proceedings of the National Academy of Sciences of the United States of America* 111:13117—13121 DOI 10.1073/Pnas.1403984111.

Woodroffe, R., André, J.-M., Andulege, B., Bercovitch, F., Carlson, A., Coppolillo, P.B., Davies-Mostert, H., Dickman, A.J., Fletcher, P., Ginsberg, J.R., Hofmeyr, M., Laurenson, M.K., Leigh, K., Lindsey, P.A., Lines, R., Mazet, J.K., McCreery, K., McNutt, J.W., Mills, M.G.L., Msuha, M., Munson, L., Parker, M.N., Pole, A., Rasmussen, G.S.A., Robbins, R., Sillero-Zubiri, C., Swarner, M.J., & Szykman, M. (2005). Tools for conservation of the African wild dog: Do we know enough? What more do we need to know? Wildlife Conservation Society/IUCN Canid Specialist Group, New York/Oxford.

Yalden, D. W., Lagen, M.J., Kock, D. and Hillman, C. (1996). Catalogue of the mammals of Ethiopia. *Journal of Tropical Ecology* 9:73-164.

Demeke Y.W. 2009. The Ecology and Conservation of the Relic Elephant Population in the Horn of Africa. PhD Thesis, University of Melbourne, Australia.

7. APPENDICES

APPENDIX 1.

List of names of individuals and institutions interviewed across visited sites

N°	Name	Institution	Position	Telephone
1	Colonel Zerihun Beyene	Jijga Revenue & Custom Branch Office	Head, General Service	0933278483
2	Ato Demelash Tsegaye	Dire-Dawa Revenue & Custom Branch Office	Team leader of inspection	0912076555; 0935660088
3	Ato Wegayehu Eshetu	Dire-Dawa Revenue & Custom Branch Office	Team leader of border security and contrabands	0915753030
4	Ato Yohannis Hunegnaw	Dire-Dawa Forest and Wildlife Bureau	Forestry and Forest Products and Wildlife protection expert	0915036040; 0924934389
5	Commissioner Daniel Birhanu	Dire-Dawa Administration Police	Director of crime investigation directorate	0915761901
6	Ato Gemechu Kasow	Awash Revenue & Custom Branch Office	Team leader of contraband prevention	
7	Colonel Gebru	Asaita Revenue & Custom Branch Office	Site coordinator	0910307060
8	Ato Getaneh Abenet	Galafi Revenue & Custom Branch Office	Custom intelligence	0913069411
9	Commander Seid Yesuf	Federal Police Commission, Rapid Police Force Directorate	Head of Directorate Office	0115150633
10	Commissioner Fitsum Girmay	Federal Police Commission, Rapid Police Force Directorate	Director of Directorate	0115150633, 0911168626, 0911510965
11	Shambel Yebira G/Egziabeher	National Defense Force	Head, Operation Department	0962268472

Nº	Name	Institution	Position	Telephone
12	Deputy Inspector Abebe Zeru	Federal Police Commission, Crime Investigation Unit	Crime Investigator	0913199042
13	Inspector Misganaw Amare	Federal Police Commission-Bole Intl. Airport	Head, Investigation Division	0913905184
14	Ato Asnake Fantaye	Federal Police Commission-Bole Intl. Airport	Crime Investigation Officer	0912213639
15	Ato Teshome Forsido	Federal Police Commission-Bole Intl. Airport	Crime Investigation Officer	0916413322
16	Chief Inspector Tsegaye Haile	INTERPOL-Ethiopia	Head, Trans-National Crime, Training & Operation	0911170197
17	W/Z Genet Hailu	INTERPOL-Ethiopia	Head, Fugitive Tracking and Global Communication Division	0911441361
18	W/Zt. Adeyababa Darebaw	Ministry of Foreign Affairs	Officer, Global Legal Affairs	091318 0946
19	Ato Eskinder Melka	Ethiopian Revenue & Custom Authority	Senior officer, contraband investigation team	0932176778
20	Ato Mulugeta Beyene	Airport Revenue & Custom Office	Vice Manager	0913194661
21	Ato Tesfa Tilahun	Attorney General Office, Higher Court	Prosecutor	0913278491
22	Ato Birhanu	Attorney General Office, Higher Court	Director, Organized Transboundary Crime Affair Directorate	0112733431
23	Ato Daniel Pawulos	Ethiopian Wildlife Conservation Authority (EWCA)	Director, Wildlife Trafficking Control Directorate	0911186173, 0115151426

N°	Name	Institution	Position	Telephone
24	Ato Mitiku G/Michael	Ethiopian Wildlife Conservation Authority (EWCA)	Director, Legal Affairs Directorate	0911393004
25	Dr. Zelealem Tefera	Born Free Foundation (BFF)- Ethiopia	Country Director	0911406483, 0114160054
26	Ato Pal Tut Gach	Gambella Region Police Commission	Commissioner	0917804651, 0923430094
27	Ato Gatluak Kier Both	Gambella Region Security & Administration Bureau	Deputy Chief	0911399965
28	Ato Dula Etana	Gambella Region Revenue & Custom Authority	Office Representative	
29	Major G/Selassie Berehe	National Defense Force-Gambella	Head, Regiment inspection	0919433081
30	Ato Gnuguo Uboho	Gambella Region Justice Bureau	Head of Bureau	0946364596
31	Ato Othow churo Abehha	Gambella Region Justice Bureau	Prosecutor	0910952415
32	Ato Gnumulu Dire Chadir	Gambella Region- Ningnang Zone Justice Bureau	Head of the Bureau	0934262681
33	Deputy Commissioner Ujulu Ower	Gambella Region Ningnang Zone Police	Head of the Zone Police	0911568520
34	Ato Alehign Mulugeta	Matar Revenue & Custom check point	Custom officer	0921581623
35	Ato Tesfaye Fikadu	Addis Ababa Bole Intl. Airport Security	Head of the Nation's Airports Security	0910201405
36	Ato Tsehaye Sebhatu	Addis Ababa Bole Intl. Airport Security	Deputy Head of the Nation's Airports Security	0116650682
37	Ato Girmay Abadi	Addis Ababa Bole Intl. Airport Security	Head of Addis Ababa Airports Security	0911680928
38	Ato Birhanu Genet	Addis Ababa Bole Intl. Airport Security	Head of Department, Bole Intl. Airport Security	0913607923

APPENDIX 2.

Pictures of recently seized ivory tusks at Bole International Airport



Figure 8. Ivory tusks weigh 300kg seized at Bole International Airport while on route to Malaysia.

AWB No.	Flight No.	Origin	Destination	Weight (kg)	Volume (m³)	Value (USD)	Remarks
005-2194-8231	666	ADDIS ABABA	LAGOS	347.5	7.88	2,758.85	IVORY
						2,758.85	IVORY 0.07 M³

For: PROF. ISAH YAHAYA
Signature of Shipper in his Right

Date: 10 Feb 2017
Lagos, Oorah Cargo Centre Limited

Figure 9. Fake declaration filled by Nigerian trafficker to smuggle 300kg ivory tusks seized at BIA, Addis Ababa.

APPENDIX 3

List of guiding questions used to interview key informants from various government and nongovernment agencies

Target groups

a) Custom offices, federal and regional police officers, national intelligence and security officers, national defense force, regional special force, partner NGOs and EWCA)

1. Is there illegal trafficking of wildlife in Ethiopia?
2. What are the main species involved in trafficking?
3. How do you detect illegal wildlife and wildlife products illegally trafficked?
4. Who are the main traffickers?
5. How often you arrest wildlife criminals and what do you once you arrest them?
6. Do you collaborate with judiciary to prosecute criminals? If yes, to what level?
7. What is the general trend of illegal wildlife trade in Ethiopia?
8. How do you gather intelligence information?
9. Do you collaborate with informants from local communities to gather intelligence?
10. What incentive informants get if they give tips on wildlife criminals and help the arrest?
11. Do the law enforcement officers have the necessary skills to detect illegal wildlife and wildlife products being trafficked?
12. What kind of training and equipment is needed to build the capacity of the law enforcement officers at Bole International Airport and various border points?
13. Is there collaboration among the various national law enforcement agencies? If yes, to what level?

b) Prosecutors (from judiciary)

1. How often do prosecute wildlife criminals?
2. What is the maximum penalty imposed on wildlife traffickers if they are found guilty?
3. How often criminals receive the maximum penalty?
4. Is the penalty differ based on the type species involved in trafficking?
5. Do judges understand/ aware of the seriousness of wildlife crime and its impacts on the country's socioeconomic activities and tend to award appropriate penalty for those found guilty?
6. Is there standard wildlife law across the country (federal and region level) to prosecute wildlife criminals?
7. Do you think Ethiopia's wildlife law strong to deter wildlife criminals?
8. What are the main challenges of the court system in the prosecution of wildlife criminals?
9. What needs to be done to mitigate the challenges and facilitate for proper prosecution of wildlife criminals?

c) Partner NGOs (Born Free Foundation-Ethiopia, GIZ-Ethiopia Biodiversity and Forestry Program)

1. What is your NGO's involvement in combating illegal wildlife trade in Ethiopia?
2. What kind of support do you give to Ethiopian Wildlife Conservation Organization Authority (EWCA) in fighting illegal wildlife trade?
3. What achievements made so far in combating illegal wildlife trade?

4. Do you collaborate with other NGOs to support EWCA?
5. What is the level of collaboration between various government agencies and NGOs?
6. What are the main challenges of combating illegal wildlife trade in Ethiopia?
7. What need to be done to overcome the challenges?

d) Illegal Wildlife and Wildlife Products Trafficking Control Directorate in EWCA

1. How serious is wildlife crime in Ethiopia?
2. What is EWCA doing to combat wildlife crime in Ethiopia?
3. Who are EWCA's partners in combating wildlife crime and what kind of support do they give?
4. What is the level of collaboration with other government law enforcement agencies and judiciary?
5. What achievements made so far to deter wildlife criminals?
6. What are the main challenges of EWCA in combating wildlife crime in Ethiopia?
7. What efforts have been made to overcome the challenges?
8. What kind of supports EWCA needs to receive from the international community to improve its capacity in its efforts to fight illegal wildlife trade in the country and the region as a whole?

APPENDIX 4

Sample responses of key informants interviews from the border points visited

Dire-Dawa Revenue and Custom Bureau

- Lack of adequate financial and material support the vast open border areas between Ethiopia, Djibouti and Somali land.
- Lack of awareness among the local communities living adjacent to border areas and poverty which force them to be a target by criminals to involve in wildlife crime activity.
- The high degree of deforestation displaced wildlife and made them vulnerable to wildlife traffickers. Due to high poverty locals can be suppliers of illicit wildlife and wildlife products
- The refugee crises in the border areas increased habitat loss and created a favorable opportunity for wildlife criminals to illegally kill and smuggle wildlife and their products in and out.
- Information sharing between various partner law enforcement agencies need to be improved.
- High turnover of law enforcement officers erode the capacity of the law enforcement agencies operating at forefront as a result difficult to maintain the capacity of the law enforcement agencies
- Free movement of foreign nationals around the border areas need to be restricted or they need to be accompanied by nationals from recognized institutions or tour agents.
- Continuous training must be given to law enforcement agents due to high turnover.
- Trained people in wildlife conservation and law enforcement must be assigned at different border points to create awareness among local people and help train other agents in identification illegal wildlife products.
- Lack of expertise in detection and identification ability coupled with insufficient support from EWCA is a challenge.
- Lack of coordination between various institutions (ministry of agriculture, revenue & custom authority, federal and regional police, etc.) to collaborate in law enforcement activity.
- Awareness raising and training in wildlife and illegal wildlife trafficking is necessary to local politician in order to influence the general public through them and facilitate the law enforcement activities.
- Poverty alleviation through indirect intervention approach is need to reduce local people participation in illegal

wildlife trade/ trafficking.

- Court process is faster for foreign offenders with a minimum penalty award as compared to nationals.

Ato Wegayheu Esehtu, head of border administration and contraband monitoring in Dire-Dawa revenue & custom bureau has shared the following views:

- Main wildlife and wildlife products trafficked include leopard and lion skins, live cheetah cubs and ivory.
- The key drivers for the loss of wildlife are: deforestation, overpopulation, illegal killing and trafficking of wildlife, high demand of ivory.
- In Dire-Dawa contraband items exit through Dowelle.
- Main law enforcement issues are: lack of coordination between law enforcement agencies, corruption is a big issue, lack skilled manpower, lack of national feeling and more ethnic based mentality, more non useful items imported illegally while valuable and useful items are exported illegally out of the country.
- More collaboration between neighboring is fundamental in order to arrest criminals.
- There need to be incentive to law enforcement officers involved in anti-wildlife trafficking activities (arresting criminals).
- Awareness creation and training on detection ability among security agents and apparatus.

Views of Commander Daniel Birhanu, head of investigation directorate, Dire-Dawa Police Commission

- The illegal wildlife trade issue is not yet covered in Dire-Dawa.
- More awareness is necessary to all parties involved in law enforcement.
- The judicial system must be sensitize because punishment is weak.

Views of Ato Getaneh Abinet, custom intelligence in Galafe:

- There was seizure of ivory in August 2016 at Ethio-Djibouti border from a Somali driver tried to smuggle into Djibouti. Since the Djibouti custom agent was the one who detected and arrested the individual, the prosecution was made by Djibouti law.
- Awareness creation to judiciary, custom officers, and the general public is important; training must be given to custom officers and coordination with judiciary is needed.
- So the key issues raised by Ato Getaneh are:
- Lack of coordination with partners (judiciary, national intelligence, and federal and regional police forces).
- Custom and security officers lack technical training on identification of wildlife and wildlife products and detection skills. Therefore, training must be given to custom and

law enforcement officers to increase detection rate; equipment supports which include sniffers dogs and fast X-ray machine are also important.

- Lack of public awareness on illegal wildlife trade.

Key issues raised during Interview with Commander Seid Yesuf, Federal Police-Addis Ababa

- Lack of awareness about the value of wildlife
- Lack of collaboration and coordination between institutions
- No uniform understanding of the value of wildlife and the negative impacts of illegal wildlife trafficking,
- More information on key species targeted by illegal wildlife traffickers must be available to the general public.
- More training on detection ability of illegal wildlife and products is necessary to be given to law enforcement agents at field level.



Mr. Pal Tut Gach (Gambella Region Police Commissioner)

- Judiciary system lack awareness about wildlife law and couldn't fine criminals
- The park should collaborate with wereda offices to raise awareness about wildlife laws.
- Taskforce must be establish up to wereda level to coordinate the law enforcement activity
- More awareness on wildlife law should be given to defense force, special force, and others because they also involve in poaching.

Interviews with Mr. Gatluak Kier Both, Gambella Region Deputy of Security & Administration Bureau

- Awareness raising is important because most of the government agencies in the region have little knowledge about wildlife conservation and illegal wildlife trade.
- EWCA is weak because the park doesn't do its job as we see everyone is hunting within the park and outside.

Mr. Dula Etana, Gambella Region Revenue & Custom representative

- The refuge crises in the region created opportunity for illegal wildlife traffickers, there was ivory seizure in Terfam refugee camp in Itang Wereda.
- Lack of knowledge by custom officers on wildlife and wildlife products targeted by traffickers.
- Little attention is given by government to illegal trafficking of wildlife instead more focus is on trafficking illegal fire arms.
- No collaboration between partner agencies.



**Wildlife Crime
Assessment
in Ethiopia**

By Mekbeb E. Tessema,
PhD Environmental Consultant
May 2017

**IUCN NL (IUCN National
Committee of The Netherlands)**

Plantage Middenlaan 2K
1018 DD Amsterdam
T + 31 (0) 20 626 17 32
mail@iucn.nl
www.iucn.nl

