

# Proceedings of the EU Wildlife Trade Enforcement Co-ordination Workshop

25–27 October 2005  
Latimer Conference Centre  
Buckinghamshire, UK

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**TRAFFIC**  
the wildlife trade monitoring network



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# Foreword

Dear Colleagues

As part of the United Kingdom's presidency of the European Union (EU) from July – December 2005, Defra hosted a three-day workshop concerned with the enforcement of the EU Regulations on wildlife trade under the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES). A total of 120 delegates attended, comprising representatives of Police, Customs, CITES Management Authorities or the Environmental Inspection Services from each the 25 EU Member States.


The proceedings of the EU Wildlife Trade Enforcement Co-ordination Workshop are being published in two parts; the first records the presentations given at the Workshop, the outcomes of the Working Group discussions, the closing speech given by Defra's Minister for Rural Affairs, Landscape and Biodiversity, the contact details for the people who attended the event and the final conclusions in the form of a Statement and Recommendations. The second part brings together the EU Country Profiles compiled by TRAFFIC, including with information provided by colleagues from within each of the 25 Member States.

I was enormously impressed with the enthusiasm and commitment with which everyone contributed to the Workshop. It was an honour to work with you all, and also to find so much dedication and a real desire amongst you to improve the enforcement of CITES across the EU. It was also heartening to learn that many of the difficulties we face are very similar, but that we each share the same resolute determination to overcome them.

It is important that we keep up the momentum generated at the Workshop. The Statement and Recommendations that we agreed, including that an Action Plan for combating illicit wildlife trade in the EU should be prepared, forms a strong basis upon which we can move forward.

The EC CITES Enforcement Working Group has given some consideration to the Statement and Recommendations, and I look forward to working with the Group and with other colleagues across the EU to take these matters forward.

Finally, I must express my sincere thanks to Jonathan Barnaby (Defra), Rob Parry-Jones (TRAFFIC UK) and Stephanie Theile (TRAFFIC Europe) for all their help and support in planning and organising the Workshop. Their respective contributions were outstanding and went far beyond the call of duty.



**Nick P. Williams**

Chief Wildlife Inspector  
UK CITES Management Authority



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# Section 1

## 1.1 Introduction

### **Aim and objectives of the workshop**

The European Union Wildlife Trade Enforcement Co-ordination Workshop was convened with the over-arching goal of improving wildlife trade law enforcement co-ordination and information exchange between EU Member States.

The objectives of the workshop were to identify practical solutions to improve co-operation between EU Member States on the enforcement of the EU Wildlife Trade Regulations. Senior governmental and law enforcement policy and decision makers from across the EU convened at Latimer House to:

- Clarify Member States' current responses to wildlife law enforcement;
- Identify the new enforcement challenges created by the expanded EU;
- Build upon existing contact networks, and to forge new ones;
- Promote improved co-ordination and co-operation in combating wildlife crime;
- Identify impediments to the effective enforcement of the EU Wildlife Trade Regulation;
- Identify potential solutions (eg. training, capacity-building, sharing of intelligence, expertise and resources), and to explore how these might be taken forward.

### **Background**

The European Union (EU) is one of the largest consumers of wild animals and plants, including fisheries and timber products. The international trade in many of these species is regulated and monitored by CITES (Convention on International Trade in Endangered Species of Wild Fauna and Flora). In terms of CITES species, the EU imported approximately six million live birds, 1.6 million live reptiles, around 10 million reptile skins, 21 million orchids and 579 tonnes of sturgeon caviar between 1996 and 2002. Most of this trade is legal, but a significant, though unknown portion of it is not. Illegal wildlife trade can seriously impact the conservation of species and can be ecologically and economically highly damaging. This is especially the case where there are links between illegal wildlife trade and organised crime, as is increasingly being recognised.



## Section 1

Since May 2004, ten countries joined the EU and more countries are likely to accede in the coming years. The expansion of the EU to 25 countries has undoubtedly increased the Union's role as a major wildlife consumer. Moreover, EU enlargement has also shifted the Union's external borders further east, placing the new Member States on the frontline for controlling imports of regulated wildlife to the EU. The EU's eastern land border has increased in size by one-third (from 2400 km to 3300 km) and is now controlled by nine countries. Inside the EU, border controls operating between old and new EU Member States have disappeared and the movement of CITES-listed species and their products inside the EU has become easier.

A study conducted by TRAFFIC Europe (Theile *et al.* 2004<sup>1</sup>) looked at the challenges wildlife trade controls faced in the new enlarged EU. One of its key recommendations was to strengthen inter-agency co-operation and co-ordination of the enforcement of wildlife trade controls in the EU.

## Participants

Representatives from the Police, Customs, the CITES Management Authority or the Environmental Inspection Services from each EU Member State attended the workshop. The European Commission, the CITES Secretariat and Interpol also were represented. Participation from front line enforcers, in addition to policy and decision makers, also was encouraged to give 'on the ground' perspectives. In total, 120 participants representing all Member States of the EU attended the workshop.

## Agenda

The workshop was opened by Martin Brasher, Head, Global Wildlife Division, Department for the Environment, Food and Rural Affairs (Defra), and by Willem Wijnstekers, Secretary General of the CITES Secretariat. The Secretary General chaired the workshop.

<sup>1</sup> Theile, S. Steiner, A. and Kecse-Nagy, K. (2004) Expanding borders: New challenges for wildlife trade controls in the European Union. TRAFFIC Europe, Brussels, Belgium.

### Structure of the agenda

Prior to the workshop, a 'needs analysis' was conducted through a questionnaire sent to all participants invited to the workshop. The questionnaire focused on four key areas:

1. What are the challenges to effective enforcement in your country and in the EU?
2. How to improve co-operation and information exchange within your country and in the EU?
3. What improvements could be made to the Enforcement Group?
4. What outcomes would you like to see from this workshop?

Analysis of the thirty three responses received showed four distinct areas which respondents felt should be focuses of the workshop. The agenda was therefore designed to focus on these four specific areas in allocated working groups, as noted below under Day 2.

**Day 1:** Presentations introducing the background to the workshop, the structure – based on responses to the needs analysis – and on initiatives already underway were given on the first day of the workshop. A working group also was held in the afternoon to ground-truth the findings of the needs analysis and to ensure that all topics of concern to participants would be covered during the three-day workshop.

**Day 2:** The second day was devoted entirely to working groups addressing: 1) legislation (national and EU regulations); 2) capacity building and information exchange; 3) mechanisms for co-ordination of national enforcement, and 4) inter-agency co-operation within the EU with particular focus on the European Union Wildlife Trade Enforcement Group. Outputs from the working groups were presented to participants for discussion in plenary.

**Day 3:** A draft statement, recommendations and action plan, based on the outputs from the working groups convened on Day 2 were presented to participants for discussion and agreement. The final agreed version is included on page 54 of these proceedings.

The workshop was closed by Mr Jim Knight, MP, Minister for Rural Affairs, Landscape and Biodiversity. A copy of his speech also is included in these proceedings.

## 1.2 Agenda

UK Presidency of the European Union 2005  
EU Wildlife Trade Enforcement Co-ordination Workshop  
25th–27th October 2005  
Latimer Conference Centre, Buckinghamshire



### Tuesday, 25th October 2005

**09.00**      **Registration desk opens**  
*Defra*

**12.30**      **Lunch**

### Workshop – Day One

**14.00**      **Opening/Welcoming remarks**  
*Martin Brasher, Head, Global Wildlife Division, Defra*

**14.10**      **Introduction to the workshop**  
*Willem Wijnstekers, Secretary-General of CITES*

**14.20**      **EC's role in enforcement co-ordination**  
*Hugo-Maria Schally, Head of Unit, Environmental Agreements and Trade, DG Environment, European Commission*

**14.30**      **International enforcement and the European Union**  
*John M. Sellar, Anti-smuggling, Fraud and Organized Crime, CITES Secretariat*

**15.00**      **Introduction to international enforcement agencies**  
*Chris Kerr, Senior Intelligence Officer, National Wildlife Crime Intelligence Unit, UK*  
*Guy Clarke, Her Majesty's Revenue and Customs, UK*

**15.25**      **Wildlife trade enforcement in the EU: current challenges and needs**  
*Rob Parry-Jones, TRAFFIC*

## Section 1

- 15.55 Workshop logistics**  
*Nick P. Williams, Chief Wildlife Inspector, Defra*
- 16.00 Coffee break**
- 16.30 Workshop 1 – Needs and expectations**  
*Facilitator*
- 17.30 Discussion and questions**  
*Willem Wijnstekers, Secretary-General of CITES*
- 18.00 Group photograph and end of day 1**
- 19.00 Champagne reception including short speeches**  
*Ice breaking game*
- 20.00 Informal dinner**

## Wednesday 26th October 2005

- 07.00 – Breakfast**  
**08.30**

### Workshop – Day Two

- 09.00 Introduction to day 2**  
*Willem Wijnstekers, Secretary-General of CITES*
- 09.15 Workshop logistics**  
*Nick P. Williams, Chief Wildlife Inspector, Defra*
- 09.20 Workshop 2a**  
*Legislation and law enforcement – EU and National*  
*Facilitator*
- Workshop 2b**  
*Capacity building and information exchange*  
*Facilitator*
- 11.00 Coffee**
- 11.30 Workshop 3**  
*Inter-agency co-operation at EU level*  
*Facilitator*

## Section 1

- 13.00**      **Lunch**
- 14.30**      **Workshop 4**  
*National enforcement co-ordination*  
*Facilitator*
- 16.00**      **Coffee**
- 16.30**      **Presentation and discussion of workshop outputs**  
*Willem Wijnstekers, Secretary-General of CITES*
- 18.00**      **End of Day 2**
- 19.00**      **Formal dinner**

## Thursday 27th October 2005

- 07.00 –**      **Breakfast**  
**08.30**

### Workshop – Day Three

- 09.00**      **Introduction to day 3**  
*Willem Wijnstekers, Secretary-General of CITES*
- 09.10**      **Discussion of proposals for an EU regional enforcement action plan**  
*Willem Wijnstekers, Secretary-General of CITES*
- 10.30**      **Coffee**
- 11.00**      **Discussion of proposals for an EU regional enforcement action plan**  
*Willem Wijnstekers, Secretary-General of CITES*
- 12.30**      **Closing speeches**  
*Willem Wijnstekers, Secretary-General of CITES*  
*Jim Knight MP, Minister for Rural Affairs, Landscape and Biodiversity*
- 13.00**      **End of workshop**
- 13.00**      **Lunch**

## Section 2 – Presentations

### 2.1 Opening Remarks

**Martin Brasher, Head, Global Wildlife Division, Defra**  
**Willem Wijnstekers, Secretary-General of CITES**

The European Union Workshop on Wildlife Trade Enforcement Coordination was opened by Martin Brasher, Head, Global Wildlife Division, Department of Environment, Food and Rural Affairs.

Mr Brasher said that he was particularly pleased to open the event because he had announced that the UK would be organising it during the CITES conference in Bangkok in October 2004. He extended a warm welcome to all delegates and expressed his delight that all Member States of the European Union were represented at this important workshop, hosted by the UK Government to coincide with their EU Presidency. He said that his main hope was that attendance at the event would inspire all participants to leave confident in the knowledge that there was a large network of people doing similar work in other EU countries and much expertise that they could call on.

Noting the growing concerns at levels of illegal wildlife trade, Mr Brasher particularly welcomed Secretary General Willem Wijnstekers and John Sellar from the CITES Secretariat, Hugo Schally and his colleagues from the European Commission and Ray Lalonde from Interpol. He then invited Mr Wijnstekers to take on the chairing of the workshop.

Willem Wijnstekers, Secretary General of the CITES Secretariat, reiterated Mr Brasher's warm welcome to all delegates and noted his personal delight in attending due to his long history in the development of the EU wildlife trade regulations within the European Commission and his current work as Secretary General of CITES. Bringing attention to the TRAFFIC report 'Expanding Borders', the Secretary General emphasised the huge volumes of wildlife coming into the European Union and the difficulties encountered trying to regulate such trade due, in part, to the expanding borders of the EU. The importance of communication and co-ordination within and between Member States was stressed, and in this light the Secretary General brought attention to the anticipated outputs from the workshop, in particular the need to identify enforcement challenges and to address them with practical solutions. The Secretary General expressed his hope that from the outputs of the working groups it would be possible for delegates to agree on a statement and recommendations to take forward from the workshop.

## 2.2 The EC's role in enforcement coordination

### **Introductory speech by Hugo-Maria Schally, Head of Unit, Environmental Agreements and Trade, DG Environment, European Commission**

The Community is one of the main global markets for trade in endangered species. It is also one of the most complex, being one trading block with one set of comprehensive Regulations and yet 25 different sets of measures and procedures for controlling the trade and enforcing the Regulations. Enlargement has increased the eastern land border by one third (from 2400 to 3300 km) and this border is now controlled by 9 Member States.

Lack of internal border controls within the EU reinforces the importance of strict controls of the external borders and the need for strong co-operation among the different enforcement agencies of the Member States. Enforcement in the EU as a whole is only as effective as the weakest link, and once illegal wildlife has entered the EU's internal market it is more difficult to detect and can move relatively freely between EU Member States.

Although the EU Wildlife Trade Regulations provide one common law for all 25 Member States and are stricter than CITES in several ways, the responsibility for enforcement of the Regulations lies with the Member States. The requirements on the Member States are clearly specified: Member States must take measures to ensure the imposition of adequate and appropriate sanctions for infringements of the Regulation; they must monitor compliance and instigate legal action where necessary. Illegal wildlife trade is a serious crime and often involves organised criminal structures. Too often illegal wildlife trade is still considered less significant and therefore appropriate application of (in most cases existing) law is only rarely used.

The European Commission, as guardian of the Treaties, has a major role to play in ensuring that the Regulations are adequately implemented and enforced and that Member States have adequate measures in place to ensure the imposition of appropriate sanctions. As part of this role, the Commission facilitates greater coordination and communication/information exchange amongst the Member States, in particular, to ensure that the existence of different national laws doesn't jeopardize the proper implementation of the Regulations and to ensure that the Regulations are adequately implemented in all Member States. The Commission also has a strong role to play in facilitating co-operation with CITES, WCO and Europol.

## Section 2 – Presentations

This is why the Commission has recently decided to strengthen the EU Enforcement Group by increasing the number of yearly meetings (from 1 to 2), making CIRCA available as a tool for Member States to exchange information and focusing on specific issues of concern such as illegal trade in caviar (the Commission is organising a session on sturgeon enforcement in conjunction with the EU Enforcement Group on 11th November and is looking into organising a workshop with range and consumer States next year). The Commission has also provided funding for the development of the EU-TWIX database as a tool to help facilitate information exchange among wildlife trade enforcers in the EU on illegal wildlife trade.

However, we also count on the Member States to strengthen the Enforcement Group by ensuring adequate representation and input. Member States with sufficient resources should play a more active role in the work of the Enforcement Group and could take the lead on certain issues. Important to note that in addition to bilateral contacts between the Member States on enforcement (which are, of course, vital, particularly as regards exchange of confidential information), the Enforcement Group enables coordination amongst all Member States.

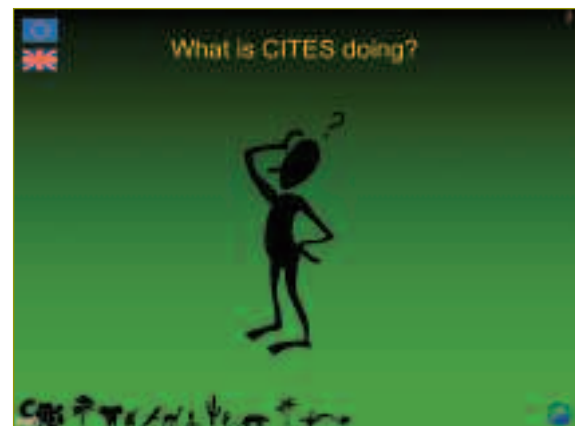
The Commission is also currently carrying out a study on enforcement in the 25 Member States, which will try to draw out best practice that could be replicated in other Member States. Milieu, the contractor undertaking this study, will be sending out a questionnaire to participants shortly after the workshop. Thank participants in advance for their cooperation in this exercise.

The Commission is very grateful to UK for organising this workshop. We will take into consideration the outcomes of the workshop and take any recommendations forward in the context of the Enforcement Group.



## 2.3 International Enforcement and the European Union

John M. Sellar, Anti-smuggling, Fraud and Organized Crime, CITES Secretariat  
(A copy of this presentation is available from John Sellar, see page 82 for contact details)



## Section 2 – Presentations

Member States who have **not** supplied enforcement authority contact details


- *Belgium*
- *Cyprus*
- *Greece*
- *Ireland*
- *Latvia*
- *Lithuania*
- *Netherlands*
- *Portugal*

What is the CITES Secretariat doing about wildlife crime?




Alerts

- Distributed to all CITES Management Authorities, Interpol, the World Customs Organization and other national and regional law enforcement agencies
- Provides intelligence to aid risk assessment, targeting and profiling



International Repository for Ballistic Evidence

- Agreed between the CITES Secretariat and the National Fish & Wildlife Forensics Laboratory, Oregon, U.S.A.
- Designed to gather ballistic evidence from around the world relating to poaching of endangered species and to identify cross-border offenders

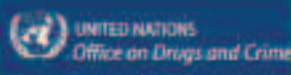


Memorandums of Understanding




Work with UN agencies

- UN Commission on Crime Prevention and Criminal Justice
- Division for Treaty Affairs
- Anti-Organized Crime and Law Enforcement Unit



## Section 2 – Presentations




"It appears that organized crime, while not involved in all forms of trafficking in endangered species, is strongly present in various sectors."

Report by the Secretary-General of the United Nations to the UN Commission on Crime Prevention and Criminal Justice (2003)






### Indicators of Organized Crime

- Organized structure to poaching, use of gangs, supply of weapons, weapons and ammunition
- Evaluation of local communities
- Presence of high-quality weapons
- Corruption of judicial process
- Violence towards law enforcement personnel
- Corruption of law enforcement personnel
- Exploitation of child labour
- Financial investment in 'disturber' and technology needed for processing and marketing
- 'Invisibility' displayed by those involved
- Sophistication of smuggling techniques and routes


### Indicators of Organized Crime

- Use of 'mules' and couriers
- Payments to organized crime groups
- Use of persons of high political or social status
- Sophisticated forgery and counterfeiting of documents
- Use of sexual offences or blackmail and other corruption of officers
- Use of false or 'front' companies
- Fraudulent advertising of wildlife and widespread use of the internet
- Previous convictions for other types of crime
- Organized crime groups maintain use of sovereignty of wildlife
- High profits

### Indicators that Organized Crime is not involved

**NONE**




### What is the United Nations doing?






### 11<sup>th</sup> UN Crime Congress


Bangkok, Thailand  
18-25 April 2005



Wild trafficking in protected species of wild fauna and flora was discussed under the agenda item 'Effective measures to combat transnational organized crime'.




## Section 2 – Presentations




### Bangkok Declaration

"calls upon States to take effective measures to strengthen international cooperation to combat illicit trafficking in protected species of wild flora and fauna"

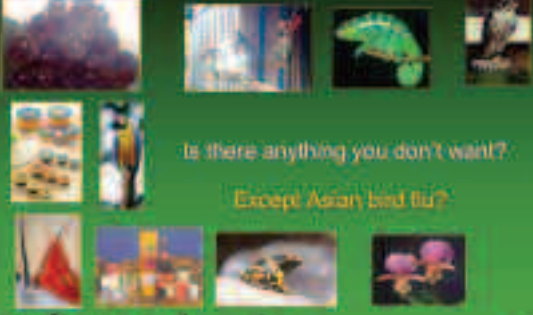


### The 12<sup>th</sup> UN Crime Congress


- Will be held in 2010
- Will review implementation of the Bangkok Declaration
- What will you be able to report?



### Illicit trade and the EU



Is there anything you don't want?  
Except Asian bird flu?



### What is the EU doing?



### Let's look at the Enforcement Group recommendations

- countries should recognize the seriousness of wildlife crime and law enforcement authorities should give it a higher priority

Is the EU doing this?



### Increases in the status, authority and training of wildlife law enforcement personnel

Is this needed in the EU?





## Section 2 – Presentations




- greater international and regional cooperation and better coordination of investigations

Is this needed in and by the EU?








- more use of and easier access to forensic science

Is this needed in the EU?



The EU has good experience and facilities, examples in the Netherlands and the UK

Could the EU do more to assist the developing world?



The hurdles we face









How to bridge the policy gap?

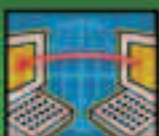



In many countries, including in the European Union, wildlife law enforcement is not a matter for the government department or ministry responsible for 'criminal' law enforcement



How to bridge the operational gap?

By increasing international information exchange, cooperation and coordination




Suggestions

- Enforcers must play a greater role in CITES decision-making, nationally, regionally and internationally
- Enforcers must have more opportunities to meet together, build trust in each other and break down communication barriers

How?

- Participate in CITES, Interpol and World Customs Organization meetings
- Participate in the EU Enforcement Group



## Section 2 – Presentations



## 2.4 International Enforcement Agencies

**Chris Kerr, Senior Intelligence Officer, National Wildlife Crime Intelligence Unit, UK. Guy Clarke, Her Majesty's Revenue and Customs, UK.**



Good afternoon ladies and gentlemen. Guy Clarke and myself are just going to spend a short time taking you through some of the organisations that exist and that can assist you in the wildlife crime field.

One of the main points I would like you all to remember after this presentation is that these organisations exist, they are under used and I would suggest we do not need to think of lots of new approaches to our work but instead, fully exploit what we already have available.



Europol is based at The Hague in the Netherlands.

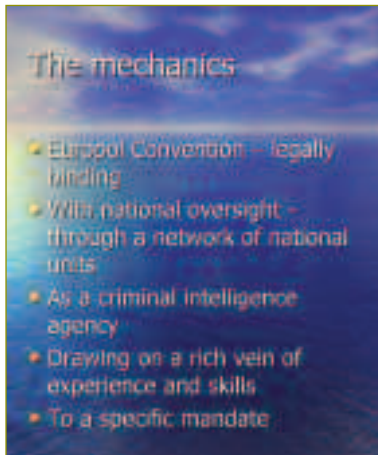


We all live in a shrinking world, particularly within the European Union (EU) allowing for the relatively free movement of persons and commodities. Criminals have none of the barriers or borders to cross but the Law Enforcement Authorities still do – using Europol can make it more level.

There is huge political support for Europol especially after the 11th September terrorist attacks. Europol continues to receive increased funding and all contributors expect value for money. With the increase in funding comes an increasing number of staff.

New customers are utilising Europol all the time. This is a reflection of the international nature of organised crime these days.

## Section 2 – Presentations



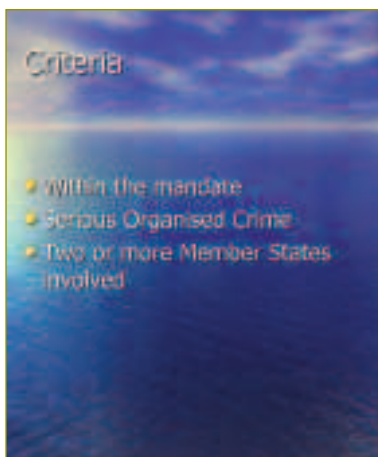
The Europol Convention is legally binding on all member states. It also creates a legal basis for operating. The biggest difference between Europol and Interpol is that your data is fully protected.

This is so Europol can seek input from a national perspective from each of the Member States not just for example: the South East. It is very important to prevent 'blue on blue' compromises which is when a number of different law enforcement agencies are looking at the same target without each others' knowledge.

Europol is an intelligence agency – anything leading up to and immediately after arrest.

There are more than twenty five different agencies EU wide represented at Europol.

Since January 2002 the Europol mandate has included the organised illegal trade in endangered species along with the traditional organised crime areas.



The criteria for Europol to become involved in a subject are that it is firstly within the mandate, secondly involves serious organised crime and thirdly that two or more member states are involved. As long as these are met anything goes.

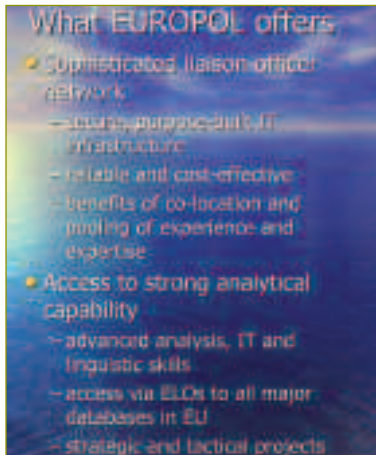


This is an example of some of the liaison bureaux at Europol. Europol now has representatives from the accession states which joined the European Union on 1st May 2004. Smaller countries have less representation than larger ones.

All requests are directed to the country liaison officers at the Hague. The liaison officers are located near to each other and use English as the working language. It is usual for liaison officers to just take their request to the office of the country where the request is to be made and physically hand it over. All requests must be backed with intelligence giving a brief outline of the enquiry to date. The receiving country will then ensure the best response possible to the enquiry and will forward the reply back through the liaison officers.



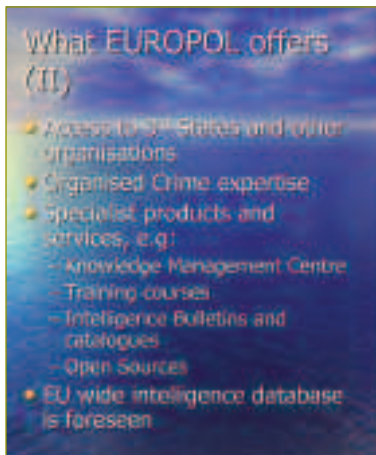
## Section 2 – Presentations



It is far easier to walk down the corridor than send someone to France for example every time you have a query, there are obvious co-location advantages, language barriers are dramatically reduced and there is formal tracking of requests.

Over fifty analysts work at Europol. Excellent facilities and communications exist at The Hague including access to records from every Member States. Analysts can lend support to investigations and also produce very good strategic tools for the law enforcement community. Tactical work is constantly increasing, however, so far most has been done through Analytical Work Files. There is also the option when one member state takes the lead and manages the project.

Analytical Work Files include – Illegal Immigration – 3, Drugs – 3, Money/Currency – 4, Child Pornography – 1, Terrorism – 1, E European OC – 1, Motorcycle Gangs – 1.



Access to 3rd states is through the 3rd States Unit, co-operation agreements have also been signed with Iceland, Interpol, European Central Bank and the USA (strategic only with Colombia). Some products include the Manual on controlled deliveries, Stolen vehicle database, monthly bulletins. Europol has access to a vast array of open sources. Some examples where Europol has been used successfully with regards to wildlife crime are:

1. Operation GLACIER which was a Dutch led intelligence operation coordinated through the Europol Wildlife Enforcement Group. The main criminal business was the illegal importation and distribution of wild European birds into the EU amounting to around 90,000 per year.
2. Project TOPSIDE was a UK led intelligence operation utilising again the Europol Wildlife Enforcement Group contacts. It targeted a number of UK nationals travelling into Europe who were sourcing animals and smuggling them back to the UK. The operational phase led to arrests in the UK and the seizure of species, forged government documentation and illegal firearms.

## Section 2 – Presentations

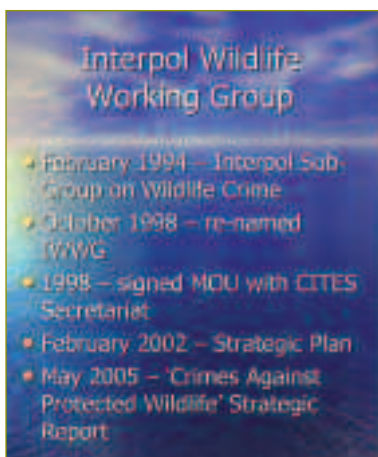


Interpol is the largest international Police organisation in the world. It was established in 1923 and currently has 184 member countries. It supports all organisations, authorities and services whose mission is to prevent or combat international crime.

The General Secretariat in Lyon, France is the essential co-ordinating mechanism that gives its members access to international databases of criminal information as well as a global view on specific crimes, patterns and trends.

Most member countries of Interpol provide an in country National Central Bureau which acts as the liaison point to access Interpol worldwide. Many National Central Bureaux now have the new I24/7 database in place and running.

An extremely important function of Interpol is that it facilitates post arrest enquiries and evidence gathering.



In February 1994 the Interpol Sub-Group on wildlife crime was created by various Interpol members representing several CITES signatory countries. The objective of the group was to meet on a regular basis and exchange enforcement ideas and strategies on how Interpol could assist in maintaining and supporting an international network of enforcement contacts with expertise in wildlife crime.

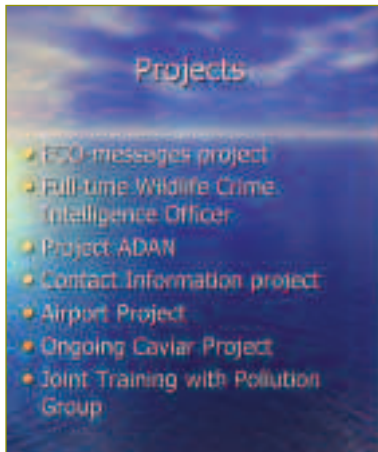
Following re-structuring in October 1998 the group was re-named the Interpol Wildlife Working Group, the IWWG.

The IWWG has achieved many successes since 1994 including the signing of a memorandum of understanding in 1998 between Interpol and the CITES Secretariat.

In February 2002 the IWWG published a Strategic Plan. This document would set the direction and scope for the IWWG over the next five years. It reflects the challenges, opportunities and enforcement benefits presented by the IWWG. A full copy of the plan can be viewed on the Interpol website at [www.interpol.int](http://www.interpol.int)

In May 2005 the Analysis Directorate at Interpol, Lyon produced a Strategic Report entitled 'Crimes Against Protected Wildlife'. Interpol has published earlier strategic reports on wildlife crime including Project NOAH and Project PRIMATE.

## Section 2 – Presentations



The last meeting of the IWWG took place at the end of May this year and was hosted by Interpol at their headquarters in Lyon, France. There was a good attendance from the different regions of the world and several actions were agreed.

There is renewed effort being made to encourage member states to submit ECO-messages to Interpol General Secretariat. This is a well established recording and reporting mechanism for wildlife and environmental crime which is under used. A new glossy style brochure has recently been produced to raise further awareness and encourage input. You should all be able to take away a copy of this brochure.

Probably one of the most important steps for many years is the recruitment of an individual to Interpol General Secretariat dedicated to wildlife crime. This has been made possible by the IWWG finding external funding for a three year period. The Secretary General, Ron Noble has personally supported this initiative and I would encourage everyone to support this individual when they are in position.

Project ADAN is a strategic analysis of intelligence and data regarding the illegal sourcing and trading in Elephant Ivory on a global scale.

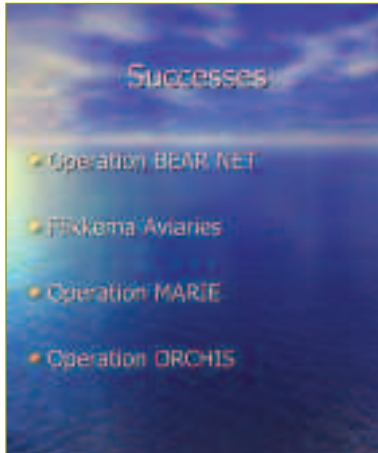
There is an ongoing project seeking to provide national contact details for wildlife crime issues throughout member states. As you can imagine this is a never ending process.

Illegal wildlife smuggling occurs frequently via airline passenger luggage. This project will reach out to security agencies at international airports to further alert them, where necessary to the phenomenon and provide strategies for interdiction.

There continues to be a global overview of the illegal Caviar trade with specific research being targeted at national airlines and cruise lines.

Members of the IWWG combine with members of the Interpol Pollution Group to provide Environmental Crimes Training to countries that request it.

## Section 2 – Presentations



Operation BEAR NET lasted for a period of four years. Canadian and US wildlife law enforcement agencies conducted an undercover investigation involving illegal trafficking in North American black bear gall bladders. It involved offenders from Canada, the USA, Vietnam and Korea. In total over seventy five individuals were charged with offences.

In July 2000, a seventeen month collaborative investigation between the Canadian and US authorities concluded with two members of the Flikkema family being convicted and sentenced for their roles in illegally importing and exporting wild caught African finches without CITES permits. The birds were exported from African countries into Europe and then smuggled out of Europe to Canada.

Operation MARIE lasted three years and was a collaborative investigation between law enforcement agencies in New Zealand, Thailand, Australia and the United Kingdom. The investigation centred on the illegal trade in CITES listed exotic bird species into and out of the countries named. The two principle organisers received prison sentences of eighteen and thirty months.

Operation ORCHIS lasted for three months at the end of 2003. It centred on a group of Czech nationals who travelled to New Zealand for the purpose of gathering and exporting rare native plants including orchids. At time of arrest over three hundred specimens were seized. Two eminent Czech nationals later appeared in court and received heavy fines.



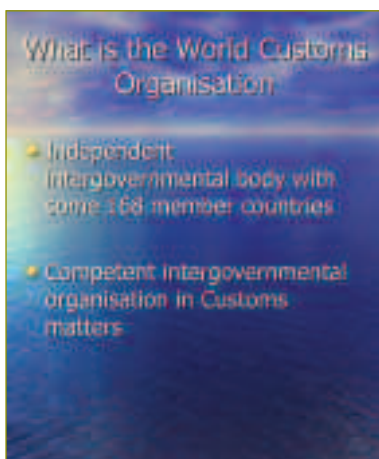
If you wish to learn more about the work of Interpol and the Interpol Wildlife Working Group then either visit the website or contact the current Chair of the group, Mr Ray Lalonde from Canada.

## Section 2 – Presentations

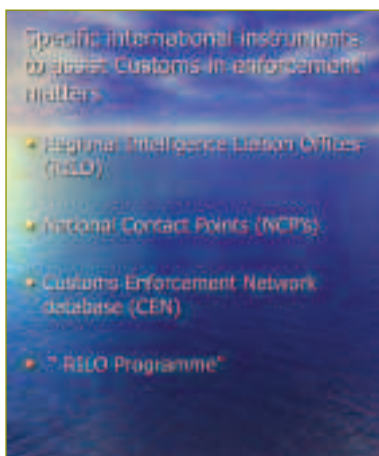


Customs administrations, being strategically placed at the border, are responsible for ensuring compliance with national, regional and international legislation applicable to the importation, exportation and transit of goods.

The WCO is an independent intergovernmental body whose role is to enhance the effectiveness and efficiency of Customs administrations. It is the competent global intergovernmental organization in Customs matters.



The convention establishing the forerunner of the WCO the Customs Co-operation Council entered into force in 1952 with 17 members. In 1994 the members adopted the working name the World Customs Organisation to better reflect its transition to a global institution. Today the WCO has over 160 members spread throughout the world who are responsible for processing more than 98 per cent of all international trade.



The WCO has specific international instruments to assist Customs in enforcement matters.

Regional Intelligence Liaison Offices (RILO)

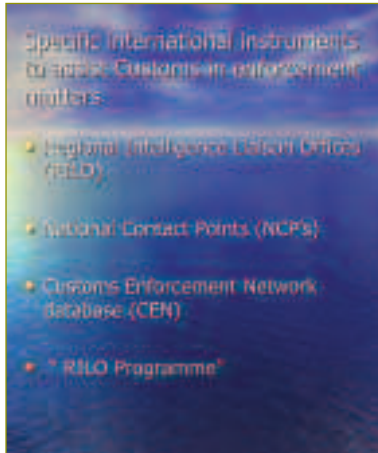
National Contact points (NCP)

Customs Enforcement Network (CEN)

The RILO programme is organised on three essential and complementary levels; the WCO Secretariat who oversee the whole project and organise regular global RILO meetings; the RILOs themselves; and the national contact points each with their own specific parts to play.



## Section 2 – Presentations



The objective of the RILOs is to help a region receive, gather, exchange, analyse, use and circulate relevant enforcement information, in order to enhance: the effectiveness of controls, collaboration and co-operation between Customs services and other enforcement agencies, and the quality and use of intelligence. Each RILO is competent for a given region.

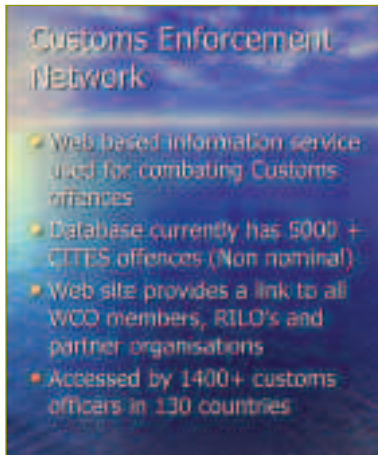


Each of the Member countries in that region (with a few exceptions) designates a representative within their administration to be the National Contact Point, responsible for gathering enforcement information nationally and transmitting it to the RILO, where the information is collated and disseminated to other RILO Members, to the RILOs in other regions, and to the Secretariat.

The role of the RILOs is to:

- upload the data submitted by national contact points,
- analyse various regional topics, publish them periodically and circulate them to Members, the other RILOs and the WCO Secretariat,
- gather, assess and circulate information on major seizures made thanks to the exchange of information between Members,
- receive, prepare and circulate Alerts, if necessary, and act as a regional contact point for the transmission of Customs information to Member administrations and other enforcement services in the region,
- develop and implement, in collaboration with the NCPs or other RILOs, targeted regional or inter-regional projects aimed at identifying new trends and threats in terms of cross-border smuggling,
- promote and ensure regional co-operation with other enforcement services.

## Section 2 – Presentations



The CEN is a global enforcement system to support and enhance Customs fight against trans-national organized crime.

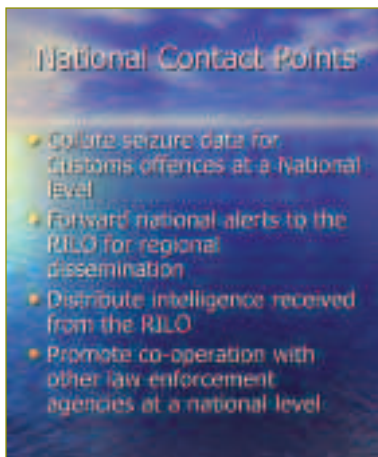
It comprises various functions:

- a database containing information on seizures and Customs offences,
- a powerful analysis tool,
- a Web site meeting Customs services' information and intelligence needs,
- a communication network facilitating exchanges and international contacts.

The CEN uses modern, reliable, secure and inexpensive modern technology.

It is based on an Internet structure:

- the global network is based on an inexpensive international industrial standard
- the CEN uses a secure data protection system
- access is limited to approved users
- encrypting technology is employed to protect communications and data transfer.



From the Web site homepage, the user can access not only the reference system, which contains all sorts of information on fraud, but also the Alert messages, the list of contact points, the record of methods of concealment (places of concealment), the database, the CEN User Manual, links to other partner organizations, the WCO Members Web site and, finally, the Regional Intelligence and Liaison Offices.

This page also contains the latest fraud information. By selecting the reference system, the user can access general information on various topics handled by the system (drugs, CITES, weapons, currency, precursors, cultural property, etc.) The Alert message system makes it possible to inform WCO Member States about the latest Customs seizures or fraud risks notified by one or more Customs administrations, or by partner agencies.

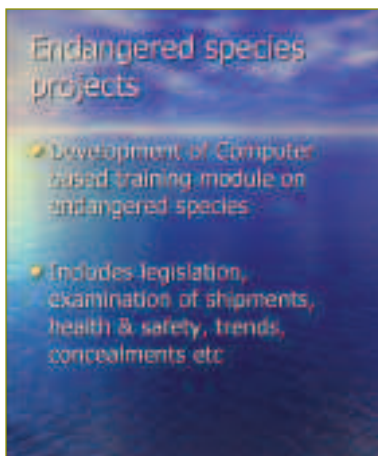
The database currently contains over 5,000 CITES seizures.

Finally, the CEN contains certain publications from other partner agencies, which provide important information that may be useful to Members.

## Section 2 – Presentations



There are eleven RILOs in total and this map shows the distribution across the globe. Remember each one of these RILOs will be supported by their national contact points.



Five CITES experts from the UK, France, Belgium, Germany and Canada wrote a CITES training manual for Customs administrations. The manual has been amended and updated and will hopefully soon be available as a computer based training module.





## 2.5 Wildlife Trade Enforcement in the European Union: current challenges and needs

Rob Parry-Jones, TRAFFIC



### Introduction to TRAFFIC:

- TRAFFIC is a non-governmental organisation but works closely with governments, intergovernmental organisations and international organisations, such as the CITES Secretariat. TRAFFIC co-organised the workshop with Defra.
- TRAFFIC's work focuses on ensuring that regulations are in place and enforced so that wildlife trade is legal and sustainable.



### Brief introduction to key challenges for enforcement in the EU.

First step in addressing the challenges is to identify the issues. This was the reason for the needs analysis. The challenges and potential solutions you identified are presented in the findings.

Four main themes emerged. These will be discussed in turn in this presentation.

Next steps, provides an opportunity for you to:

1. Consider whether the main areas are being addressed in this workshop
2. Consider what concrete outcomes you want from this workshop to take away with you.



Some background information so we remember why we are here today.

## Section 2 – Presentations



These are the key questions that we asked of you, and which we ask you to consider during this workshop. Thank you for your responses.



Challenges and opportunities identified by you fell into four main categories:

1. International co-operation emerged as the over-arching challenge, embracing other areas. The Enforcement Group is considered within this context of international co-operation.
2. Responses indicated also the need for effective national structures and mechanisms. Not having national structures makes international co-ordination and information exchange extremely difficult. National co-ordination therefore critical to successful international co-operation.
3. Your recommendations also highlighted the need for tools, such as databases and best practice manuals. Put another way: capacity building requirements. Many such requirements are already in existence. This workshop provides a good opportunity to review those that exist already and to identify new requirements.
4. Legislative requirements also raised by many of you. Without legislation, enforcement is not possible. Key points raised by a number of countries included the differences in sanctions between countries as well as inconsistencies between national laws and EU Regs.



Common goals and effective national structures are essential for international co-operation.

Points of contact facilitates communication and exchange of information.

Political Will essential.

As noted in opening speeches and presentations, one goal of this workshop is to explore the idea of developing an agreed statement to provide political support to the work you do.

All are inter-linked as we see – next slide.

## Section 2 – Presentations



The four main themes are linked.

Inter-agency co-operation and sharing of information and resources is the ultimate goal. Your recommendations identified the Enforcement Group as having a role in co-ordinating such co-operation.

National coordination also was identified by you as forming the backbone of international cooperation, and therefore of the Enforcement Group.

In turn, national co-ordination benefits from enforcement officers being well trained and also being empowered through legislation at the national and EU level.

Now look at each group in more detail.



## Section 2 – Presentations



EG Mandate under Council Regulation 338/97 (Article 14.3)

### Strategic plan

Many countries pointed to the need for clear strategic objectives, specific targets.

Enforcement Group to focus on enforcement issues; policy issues to be dealt with separately.

### Roles and Leads

Expand attendance to include people with specific expertise, e.g: Operational front-line officers up to policy level.

National focal points should attend EG where possible.

More meetings and in different locations.

Identify who would be taking forward activities.

### Information Exchange & Tools

Use established channels of communication and existing resources.

Many called for a database of seizures, forensic institutes; rescue centres; and experts and an Email List-server connecting enforcement officers across EU.

In fact, these are exactly what is covered in EU TWIX (Commission; Belgium Fed Pol; CITES MA; Customs & TRAFFIC). Needs for other tools may be identified during the working groups.

### International bodies

Communication & Involvement identified by all as a key requirement.

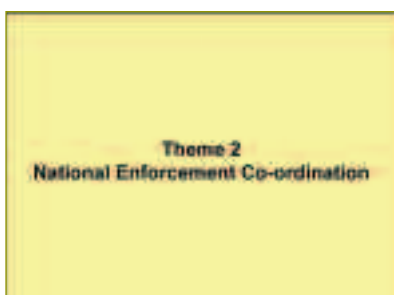
Greater links with WCO, Europol, Interpol and the CITES Secretariat.

Ensure coordination between EG activities and the Interpol working group on wildlife crime (NL).

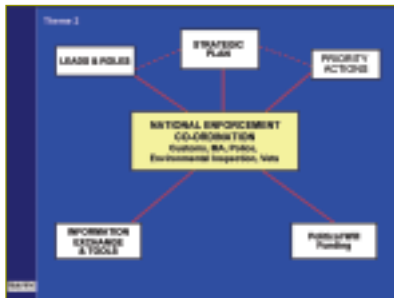
Establish a criminal intelligence officer responsible for wildlife crime within Europol (NL).

### Joint Operations

Creation of enforcement sub-groups/sub-regional groups.



## Section 2 – Presentations

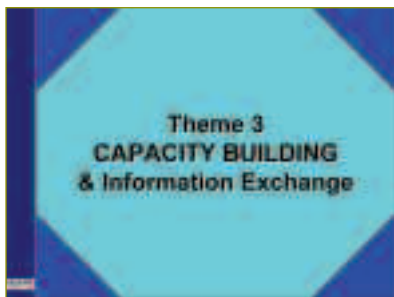


Most countries which have structures noted challenges still exchanging information;

Countries without structures all interested in establishing mechanisms for co-ordinating national enforcement.

### STRATEGIC PLAN + LEADS + PRIORITIES

As with EG, strategic plan with clear objectives required. Identify and prioritise what activities to be undertaken and who is responsible. Attendance therefore a key issue as well. Assistance in prioritising actions on a risk versus threat basis noting available funds. Police are crucial to law enforcement, yet many countries appear to have little engagement with their national Police force; Some noted need for special wildlife crime units within the police.



**TOOLS**, such as best practice and databases of offenders and seizures, again suggested by you. Many wanted EU-level seizure and offender information. Information has to be first compiled at national level, in each country. EU-TWIX designed for this.

**POLITICAL WILL:** Funding always required. Increased political will assists in securing funds, but the question remains how to increase PW. Awareness both among the general public and the judiciary can help. Funding identified as a broad need, but also some countries suggested development of funding proposals with the Commission.



**Capacity building** overlaps with all themes but key areas common to many responses include:

**Specialist training** – legislation & species identification. Identification manuals may already be in existence. First start to determine what has been done already.

**Tools/Resources:** Development of ID manuals may be required. Another resource some identified was technical equipment to check markings. As noted earlier, many resources such as records of rescue centres and forensic laboratories are already underway.

**Investigation procedures**, many of you wanted training in detection of smuggling by post, how to identify & target high value or common taxa in trade and how to dispose of confiscated specimens.

**Awareness – prevention** through public awareness. Training to the judiciary so that the penalty matches the crime; training for the general public so they are aware of the law and potential penalties.

**Funding and communication** key to all elements.

## Section 2 – Presentations



**LEGISLATION** forms the basis for all enforcement action.

A number of you put forward areas for further consideration, including:

- Harmony of the EU Regulations with national legislation
- Harmony of sanctions amongst the Member States in order to avoid certain countries being targeted by smugglers due to low penalties
- Best practice for implementing national laws and the EU
- Regs also was put forward for consideration.

### **Other points raised by countries**

- Controls for Annex B-listed specimens also was raised as an area to address
- Other points included centralised database for Article 10s
- Standardised markings

### **Best practice and communication**

Another element needing further consideration is which bodies can provide assistance. Other countries may have faced and overcome legislative challenges. International bodies such as the CITES Secretariat, Interpol, Europol also may have experiences which can be drawn upon. These could form useful case studies and examples of best practice.

## Section 2 – Presentations



### To summarise

- Working groups based upon analysis of your needs.
- Nick Williams, Defra, will introduce the set up of the working groups.
- He will also introduce the aims and objectives of the first workshop.



## 2.6 Closing speech

**Jim Knight MP: address to Workshop of EU Wildlife Crime Officials,  
Chesham, Buckinghamshire: 27 October 2005**

### **Addressing wildlife crime in the European Union**

In opening, I would like to make some general thanks – firstly, to all of you for giving of your time and your experience to discuss these issues.

I would like to thank, in particular, Willem Wijnstekers for so ably chairing this Workshop, for the important contribution he has made to this event.

I also want to thank the people from TRAFFIC and the staff from my own department who have worked very hard behind the scenes for some months to make this a success.

The issues you are discussing are of the greatest importance. The events of the past week have thrown that into sharp relief.

The illegal trade – in all species – is by no means a victimless crime. The victims are not only the animals who are being smuggled across our borders in the most wretched circumstances – in cardboard cylinders, in postal envelopes, stuffed into suitcases and covertly brought into the EU.

They are most certainly its victims.

But the animals of all species suffer, too. Not only are these species ripped from their habitats, often with major dislocation to their families and social groups, if not the deaths of their dependent offspring; but the effect of human interference in their natural environments and the disruption to the other creatures that live there can be impossible to predict.

And the risks are not only on the side of the wildlife.

There are the increasing risks smuggled animals pose to our own animals – both wild and domestic – and, ultimately, to our own citizens.

The events of the past weeks have thrown that into sharp focus.

We cannot meet here this week without talking about the threat of diseases brought in through smuggled animals – and specifically about the threat of avian influenza reaching these shores via smuggled birds.

This week, we have had confirmation that H5N1 reached British quarantine. Our quarantine did precisely what it was designed to do, and the UK thankfully remains free of avian influenza.



## Section 2 – Presentations

But we must always be vigilant about birds that are brought into these countries by unscrupulous people who hope the birds never see the inside of a quarantine facility.

We must be mindful that, as we stop importing wild birds – that is, all birds other than poultry – from outside the EU, some are concerned that this may increase the illegal trade.

It is a decision that is fundamentally about balancing the risks – and as we stop the import of wild birds, we have to make a proportional response to the illegal trade.

We have asked Her Majesty's Revenue and Customs to increase their vigilance on the illegal import of wild birds into the UK, and I urge all member states to do the same.

Our authorities have stepped up their activities against smuggling, particularly focusing on high-risk countries. They are conducting risk-based and intelligence-led checks on passengers, freight, and mail and courier traffic from all third countries for animal products, and are particularly targeting live and dead birds, unprocessed feathers, commercial quantities of processed feathers, and eggs.

International conventions like CITES can only be effective if they are implemented consistently, and if they are fully enforced. And our own European borders will only be a barrier against diseases like avian influenza if we are able to effectively police the illegal trade.

You know better than I do that the possibility of enforcement action and penalties – and the profile and reputation of the enforcers – is an important deterrent to wildlife smugglers.

Here at home, we are doing strong work on stopping the illegal trade in some of the world's most threatened wildlife, and addressing the threat of disease.

We are currently consulting on proposals for further regulating some CITES specimens under Article 8.2 of the EU Wildlife Trade Regulation. Our proposals would stop people keeping unregistered CITES species and related specimens – thereby reducing a large incentive to the illegal trade.

If we make it illegal for people to own CITES species and specimens without registering them, it becomes harder to sell them illegally. And the harder it is for people to sell everything from live exotic birds to antelope hair and bear bile in this country, the safer those animals are in their home environments.

We're also increasing the deterrent. We took a major step forward in July when we introduced new and much harsher penalties for those convicted of wildlife crime.

Those criminals can now face up to five years in prison – a significant increase from the previous maximum of two years, and one that I believe matches the scale and seriousness of the crime in question.

I also want to highlight the excellent work being done by the Partnership for Action Against Wildlife Crime, or PAW, as it's more commonly known.

## Section 2 – Presentations

It's almost exactly ten years since we established the Partnership, and since then it's played an increasingly important role in bringing together the policymakers, the enforcers, and the non-government organisations with an interest in this field to take on the menace of wildlife crime.

The Partnership has worked very hard to raise awareness of wildlife crime in all its forms – and strives to support the police and Customs officers who are at the sharp end of law enforcement.

It has made a difference. But there is much more work to do.

Absolutely central to our success is the National Wildlife Crime Intelligence Unit, which tackles crime at the highest level by providing police and Customs with actionable intelligence to target and disrupt these crimes and the criminals involved.

Its activities have had a major impact far beyond our own borders.

An important new tool in our efforts is our new, EU-wide online database to collate and share information on detected illegal trade, emerging smuggling techniques, and other intelligence. This will be of enormous help to law enforcers throughout the EU, particularly in analysing risks in the area of wildlife trade fraud and identifying emerging trends in the illegal trade.

This is a good instance of what can be done with co-operation throughout the EU, and I would particularly like to offer my personal congratulations and thanks to the Belgian authorities and TRAFFIC Europe for leading this initiative.

But we cannot afford to be complacent. Wildlife criminals are becoming ever more sophisticated and ingenious – and we must respond to that.

In particular we must respond to the growing reality that wildlife crime is linked to other serious crime, and in particular to organised crime syndicates.

There is increasing evidence that as wildlife crime becomes ever more lucrative, those financing the criminal operations are becoming ever more sophisticated.

For too long, criminal groups have been able to view wildlife crime as delivering high profits for a low risk.

That must end.

We also need confidence that the opportunities offered by the internet are not adding to these problems.

The statement and recommendations you have agreed today are a major step forward, and I congratulate you on this major achievement.

## Section 2 – Presentations

Your plan to step up training and capacity-building for enforcement staff across the EU is vital to improving the way we police wildlife crime – particularly with the new additions to the EU, and several more to join us in the years ahead. We are only as strong and secure as our weakest and least secure border.

That capacity building, alongside measures to strengthen enforcement co-ordination within and between your countries, will make a major difference to all of us.

Hand in hand with that is your recommendation on good communication to assist the exchange of information and intelligence. That is absolutely fundamental. Your commitment to act on this, building on the links you have forged during this workshop, will doubtless pay dividends.

The agreement to draw up an EU-wide enforcement plan, underpinned by national action plans that complement each other, really has the potential to improve the enforcement of wildlife trade controls right across the EU, in support of what we all want – the conservation of our most treasured wildlife, and the biosecurity of our border.

This is just the beginning. Please do all you can to make sure that the EU Action Plan is meaningful – a plan with measurable, tangible actions that will be implemented swiftly and effectively.

That will be the true test of the European Union's commitment to sharpening its response to wildlife crime and wildlife criminals.

The statement you have agreed today is a clear demonstration of our shared commitment to work together to combat the illegal wildlife trade.

I congratulate you for reaching this point.

It's important that we work together now to take this forward. I am absolutely confident that the strengthened co-operation and co-ordination between everyone involved in enforcing these controls will pay off, and that wildlife criminals will, in future, feel the full weight of the law.

You must maintain this momentum, and work together to turn your plans into results. Seize this opportunity and make a difference. We have no other choice.

## Section 3 – Outputs

### 3.1 Outputs from the Working Groups

This section presents the outcomes of the first working group held on Day 1 and the four working groups held on Day 2 of the workshop.

The aim of the first workshop provided an opportunity for participants to review and discuss the aims and anticipated outputs of the workshop. In part, this was designed to ensure that all relevant topics were covered in the working groups to be convened the following day. The outcomes of the working groups are presented below, as given during the plenary sessions.

Outcomes of the working groups convened on the second day are presented in the order they were held, that is:

#### **Day 1**

Working group 1: Needs and Expectations

#### **Day 2**

Working group 2a: Legislation and law enforcement

Working group 2b: Capacity building and information exchange

Working group 3: Inter-agency co-operation at the EU level

Working group 4: National Enforcement Co-ordination

## 3.2 Major outcomes from Working Group 1: needs and expectations

### **National Coordination**

- Identify roles
- More frequent meetings
- Strategic and focused work plans.

### **Legal Framework – a key foundation**

- Common interpretation of EU Regulations
- Stronger EU Regulations
- Harmony of national regulations (sanctions).

### **Focal Points**

- EU-wide communication (TWIX and informal)
- National communication (TWIX and informal).

### **Capacity Building**

- Through attendance of relevant staff, such as enforcement (not simply management/policy) and scientific advisors for species identification as well as prioritizing conservation interventions
- For all levels, operational staff to high ranking officers
- Transfer of technical knowledge to countries in need
- Language accessibility – common languages perhaps in sub-regions?

### **Political Will**

- Awareness (general public and judiciary and enforcement)
- Political will applies and links to all points
- Pressure required on high level staff
- Emphasize links with organised crime.

### **Transparency**

- Commission to keep Member States informed of decisions made and to be taken
- Member States to be informed of capacity building initiatives already and to be undertaken
- Member States to be informed of projects underway and to be undertaken.

## Section 3 – Outputs

### Enforcement Group

- Attendance of relevant staff imperative (emphasis on enforcement)
- Meetings to be held more frequently
- Sub-groups to be established and to continue inter-sessional work
- Strategic plan to be devised with a focused work plan.

### POINTS FOR CONSIDERATION IN THE ACTION PLAN

Achievable and realistic aims and objectives required.

Roles of Member States and international bodies such as the Commission to be clear.

Possibly country specific actions (perhaps at regional level or based on trade routes).

### POINTS TO BEAR IN MIND

Recommendations must be unambiguous; Contact networks will be and are being developed through this workshop as well as through other similar meetings. This workshop aims to develop and further your contacts and relationships and also to provide more tangible outcomes.

## 3.3 Working Group 2: Legislation and capacity building

Copies of these slides are available from Defra (see page 75 for contact details)

**Working Group 2a**

**LEGISLATION and LAW ENFORCEMENT**

Three agency-specific working groups:  
Customs, Police & CITES Management Authority



**CUSTOMS Group**

Complete regulations (e.g. delegations) confuse frontline staff. Review of (EC) No. 338/87 required

Legislative education & training required for staff

Standardise legislative mechanisms and on ground responses in 25 Member States to ensure no weak links in entry to EC

Standardise reports of the country of entry and the transit country

Interpretation of inappropriate and proportional sanctions (Article 10) to be agreed. Commission & the EG to review sanctions and issues uniformly across EU



**Customs Group (continued)**

Share information / best practice on system controls for Annex B specimens. Where needed, review at national and EU level to determine if legislative changes required, e.g. marking systems

Note: Risk List currently being developed to aid enforcement for Annex B specimens

Review EU/Wide trade regulations and the EU Customs Code with a view to ensuring harmony

Enforcement protocol will through increased awareness

Review national legislation to ensure sufficient officers, where necessary, have quick access to import consignments

Review through the Commission the procedures of Customs and CITES (e.g. electronic / paper systems) with a view to greater integration



**POLICE Group**

Legislation complicated by linguistic challenges can cause for national attention?

Urgent reassured in recent interview area: CITES needs to be regularly brought on to radar (particularly as imminent so high on the agenda)

Training of judiciary and enforcement personnel will increase focus on and resources for CITES implementation

MA as focal point to increase political profile at national / international level



## Section 3 – Outputs

### CITES Management Authorities (MA) Group

Common procedure under (EC) No 325/97 but different legal implementing systems in the Member States

Consistent means of information / intelligence exchange and consistency in interpretation required – Commission to assist in legal interpretation

Central bureau of information and assistance required to raise awareness and inform about available tools

Lack of mandate and authority of some enforcement officers results in low morale and lack of will. Support through legal basis or MoUs required

Registration of owners & keepers required. Standardised marking of specimens required

National focal points required to co-ordinate different offices

**TRAFFIC**  
The world's most successful network



### The role of other organisations

#### World Customs Organisation (WCO)

- Custom CITES training available
- Customs Enforcement Network (CEN) linked with EU TRAFFIC
- Analyses of seizures databases – reporting to national authorities leads to increased focus and political will
- Many Customs authorities unaware of how WCO can help
- WCO workshop detailing assistance available
- Hold WCO meetings focused on CITES

**TRAFFIC**  
The world's most successful network



#### EUROPOL and INTERPOL

- Need to engage actively with wildlife trade enforcement authorities
- EUROPOL to establish dedicated wildlife section often also to act as focal point

#### CITES Secretariat & European Commission

- Facilitate links with Interpol, Europol, WCO, etc., and Member States
- Strengthen channels of communication through structured dialogue and MoUs (where not established)
- Facilitate covering of training workshops

#### CITES Management Authorities (CITES MAs)

- Formulate relationships and communication channels with national agencies
- Facilitate dialogue with the Commission
- Identify and prioritise national issues of concern

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# 3.4 Working Group 3: Capacity Building and Information Exchange

**Working Group 2b**

**CAPACITY BUILDING and INFORMATION EXCHANGE**

**Summary of 3 working groups**



**What is capacity building and info exchange?**

Training and sharing knowledge/expertise (national, regional and international)  
Education and knowledge: properly trained and equipped staff  
Building resources: staff, equipment, communications, funds  
Providing and using tools, materials, courses, workshops etc.

**What exists already and what is still needed?**

Training courses (CITES, National, Regional, authorities, etc.), tools and materials, databases, ID guides, software, information channels and tools of CITES, EC, Interpol, WCO, EU-TWIX etc.

Coordinate approach to make most use of existing tools and materials  
Identify training needs and priorities



**Existing needs and gaps (across in the EU)**

Resources (funds, experienced staff, equipment, IT, etc.);  
Systematic use of and access to existing knowledge and information (tools, databases, etc.) - central coordination and management of information;  
List of contacts and experts at national and EU level (single point of contact, coordinated approach);  
Coordination and multi-disciplinary enforcement teams for wildlife trade crime;  
Network for fast and safe exchange of wildlife trade intelligence and information;



**Existing needs and gaps (across in the EU) - continued**

Strategic planning and coordination at EU level;  
Exchange of information on practices in other EU Member States (marking practices, registration, etc.) / Best practices;  
Joint specialized CITES training with different agencies  
Political recognition of importance of wildlife trade crime  
Increased awareness about wildlife trade in all agencies



**Key principles / best practices of effective information exchange**

Baseline legislation at national and international level;  
Multi-disciplinary enforcement teams; MoUs for info exchange between different agencies;  
Clear outline of roles of different agencies in wildlife trade controls (focal point and lead for info exchange at national level);  
Informal exchange, effective networking, personal contacts, face to face meetings (EU-TWIX, etc.)  
Contact lists / Directory of enforcement contact points and roles



**Key principles / best practices of effective information exchange - continued**

Formal information exchange using existing channels (Interpol, WCO, etc.)  
Centralized pool bringing together information from different sources  
Transparency, confidentiality, security, data protection, privacy.  
Equipment and resources



## Section 3 – Outputs

### Key principles / best practices of effective information exchange - continued

Formal information exchange using existing channels (Interpol, WCO, etc.)  
Centralized pool bringing together information from different sources  
Transparency, confidentiality, security, data protection, privacy.  
Equipment and resources

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### Main challenges for effective info exchange

Lack of knowledge about existing tools, materials and expertise;  
Many different authorities, but no coordinated approach or lead;  
Unclear roles of different agencies (lack of knowledge what others do);  
Lack of knowledge who to contact / focal points;  
Periodic change of personnel;  
Slowness of information exchange;  
Need to ensure confidentiality;  
MAA unclear of what information is needed by enforcement agencies;  
Lack of co-operation (competition among agencies).

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### Role of NGOs ?

Provide information on trade trends, hotspots, etc;  
Provide training, knowledge and expertise;  
Facilitate access to information and sharing of information among different agencies/countries;  
Provide funding / facilitate access to funding;  
Raise awareness (public, politicians, enforcers, traders, etc.);  
Informing policy and legislation level, lobbying;  
However:  
NGOs have own "perspectives" that may differ from government;  
Role of NGO involvement should be clear.

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### 3.5 Working Group 4: Inter-agency co-operation at the EU level

**Working Group 3**

**INTER-AGENCY COOPERATION AT THE EU LEVEL**





**Key principles to create and maintain effective EU-wide cooperation**

Sharing info between Interpol, Europol, EG, Commission, WCO and NGOs;  
Cooperation at 3 levels: international and EU; Regional – inclusion of non-EU countries; National – MA, SA and Enforcement;  
Establishing areas of cooperation (casework / policy);  
Regular exchange and feedback of information. Use email, phone – no borders!  
Exchange of information: formal in addition to informal, and existing databases (TWDG);  
Use of statistics, outcomes and reports to show results (Europol, etc);  
Identify and understand roles of agencies and individuals (focal points).





**Key principles to create and maintain effective EU-wide co-operation**

Communication, Cooperation & Coordination need Commitment (personal and political);  
Engagement at an operational level;  
Strategic plans (key objectives and priorities) for communication networks, such as the EG;  
Creation of a permanent enforcement unit at EU level;  
Formal relationships strengthened by informal channels and vice-versa.  
Maintain proactive contact (send flowers!);  
Sharing of information and intelligence on a periodic basis. Not just EU info, wider international exchange required.





**Key principles to create and maintain effective EU-wide co-operation**

Awareness of national differences  
Contribution to and use of databases (TWDG)  
Contribution to and use of information exchange systems (CIRCA)  
Access to funds for EU projects including training for new MS  
National coordination required for EU level cooperation.  
Simplification of national and international legislation  
Establish focal points in each agency in all countries  
Formal relationships through MoUs, etc.





**Problems and solutions for inter-agency co-operation at the EU level.**

Lack of technical resources - requires funding  
Streamline bureaucratic procedures  
Data protection rules differ between countries: be aware of national differences; clear guidelines from Commission required.  
Language differences: focal points with common languages required (sub-regional?)  
EU Directives not always practical for enforcement  
Need perspective on wildlife crime (what is in trade, routes, values, etc)





**Problems and solutions for inter-agency co-operation at the EU level.**

Demonstrate link between wildlife and organised crime  
Reluctance to take on additional work: increased communication provides incentive; greater political support increases resources and ways of motivating.  
Periodic change of personnel: continuity of expertise required  
EG participation must include enforcement staff (police + Customs) and focus on enforcement issues.





## Section 3 – Outputs

### Enhancing the role of the Enforcement Group

Strategic plan and monitoring and evaluation required with reporting to Member States on outcomes.

Establishment of national co-ordination structures to support EG;

Rotating co-chairs of the EG who would also represent EG in other fora.

Secondment of Member State staff to Brussels as Enforcement Officer (John Sellar II).

Attendance at EG of enforcement officers from all levels crucial;

Identify enforcement difficulties common to Member States (all and regional) and conduct risk analysis;

Advocate legislative amendments and advise on enforcement-related amendments and enforcement practicality.



### Enhancing the role of the Enforcement Group

Increase frequency or length of meetings (2nd day topic specific);

Explore the feasibility of establishing sub groups;

Facilitate cooperation with international organisations such as WCO, Interpol, etc;

Facilitate joint investigations and training;

Advise the Commission & Member States on studies required and on use of funds.

Promote use of existing databases, such as CIRCA and TWIX;

Share best practice between Member States;

Round-table reports to be circulated in advance not during meeting.



### Key principles for national wildlife enforcement co-ordination at the EU level.

Establish national coordination structures with a strategic plan;

Learn from countries where teams for national inter-ministerial / inter-agency co-ordination are well established (e.g. Sweden, Latvia, Slovenia and the UK);

Information exchange to all agencies at national level coordinated by one agency/individual (focal point);

Recognition of wildlife crime at senior levels and need for coordination;

Assess need for MoUs between different agencies;

Be clear about the roles of police, inspection and customs in wildlife trade enforcement.






### 3.6 Working Group 5: National enforcement co-ordination

**Working Group 4**

**NATIONAL ENFORCEMENT COORDINATION**

**Summary of 6 working groups**



**Key principles to create and maintain effective national wildlife enforcement co-ordination**

- Create inter-agency enforcement groups with MoUs where necessary;
- Establish clear lines of responsibility and rules of cooperation;
- Establish contact points / focal points - all levels;
- Lead agency to coordinate;
- Strategic approach/plan;
- Sharing of information and tools (central database);
- National workshops
- High level awareness of CITES amongst senior government policy and decision makers and political will



**Barriers which restrict or prevent effective national inter-agency co-operation**

- Political will - wildlife crime needs a higher profile;
- Lack of national strategy / common goals;
- Raise profile of CITES crime;
- Need co-ordination of legislative responsibilities;
- Need network of MA, SA, Customs & Police;
- Too many agencies: need to streamline resources;
- Need to share information;
- Agencies need to co-operate, not compete.



**Solutions to overcome barriers which restrict national interagency co-operation**

- Raise profile of wildlife crime and political awareness of importance
- Develop national strategy and action plan
- Establish national enforcement teams (multi-agency / inter-ministerial) and define protocols; convene regular meetings;
- Clarify roles and responsibility of different agencies in wildlife trade
- Raise awareness of judiciary: specialized prosecutors and judges



## Section 3 – Outputs

### What organisations need to be involved

Management Authority  
Scientific Authorities  
Police and Customs  
Prosecutors, Magistrates and judiciary  
Veterinary  
Environmental inspectors  
Public health  
Foreign affairs  
Agriculture

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### Working with NGOs - what are the benefits and risks?

#### Benefits

- Can provide training and expertise
- Can lobby and raise public and political awareness
- Can provide or facilitate access to resources
- Have less restrictions than government
- Wide networks and contacts

#### Risks

- Have own political agenda, clash of interest, not positive for Government (e.g. CITES versus welfare, etc.)
- Ensure confidentiality
- Inaccurate information
- Aggressive campaigning
- Can hinder investigations, some may undertake illegal activities

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### Solutions to improve working with NGOs

- Define boundaries/roles
- Clarify agendas and rationale for enforcement actions
- Convey understanding of different roles
- Manage expectations
- Exercise care

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## Section 4 – Conclusions

### 4.1 European Union Wildlife Trade Enforcement co-ordination workshop

#### Statement and Recommendations

In recognition of the need for co-ordinated enforcement of the European Union Wildlife Trade Regulations – Council Regulation (EC) No.338/97 and associated Commission Regulations – to safeguard global biological diversity, enforcement experts, including representatives of the European Commission, the CITES Secretariat, Interpol, the CITES Management Authorities, Customs, Police and Environmental Inspectors from each of the 25 Member States of the European Union, met from 25–27 October, at Latimer House, Buckinghamshire, United Kingdom. The workshop resulted in the following statement and recommendations.

NOTING that the European Union is one of the main global markets for wildlife and also one of the most complex, being one trading block with one set of comprehensive Regulations and yet 25 different sets of measures and procedures for controlling the trade and enforcing the Regulations;

ACKNOWLEDGING that, owing to such high levels of trade in wildlife, it is incumbent upon Member States and the European Commission together with producer countries to ensure that trade is legal and sustainable and that measures adopted and implemented by the EU support conservation in producer countries;

RECOGNISING that illegal trade in specimens of species included in the Annexes of the EU Wildlife Trade Regulations causes serious damage to wildlife resources, reduces the effectiveness of wildlife management programmes, undermines legal trade and threatens sustainable development particularly in the developing economies of many producing countries;

ACKNOWLEDGING that regulation of international trade requires international co-operation, that enforcement of the EU Wildlife Trade Regulations is fundamental to fulfilling the objectives of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) and that this can not be achieved without proactive communication and co-ordinated action amongst the EU Member States and with other CITES Parties;

NOTING that it is the responsibility of EU Member States to take appropriate steps to ensure compliance with and enforcement of the EU Wildlife Trade Regulations including the imposition of adequate sanctions for infringements of the EU Wildlife Trade Regulations and, where necessary, to instigate legal action;

RECOGNISING the conservation actions and commitments that have already been made with respect to species regulated by CITES through its Resolutions and Decisions;

## Section 4 – Conclusions

AWARE of the importance of involving relevant governmental, inter-governmental and non-governmental organisations and other stakeholders in these efforts;

CONVINCED of the need for increased co-operation amongst EU Member States through the sharing of resources, information and intelligence in order to strengthen enforcement of the EU Regulations; and

CONSCIOUS that increased co-operation amongst the EU Member States will also assist enforcement at the global level and support the efforts already taken by the CITES Parties to improve enforcement world-wide through enhanced co-operation and co-ordination;

### The participants of the workshop

#### **CONCLUDE that:**

1. Illegal trafficking into and within the EU of wild fauna and flora is of growing concern and increasingly involves organized criminal networks using sophisticated techniques, and that increased attention must be given by the Member States to illicit trade across EU borders and inside the EU;
2. The lack of recognition by many senior governmental and law enforcement policy and decision makers of the seriousness of illicit trade in wildlife into and within the EU is severely hampering present efforts to combat such criminal activities;
3. Differences in national legislation and in implementation among the EU Member States may facilitate illicit trade and that legislative deficiencies should be identified and addressed by the EU Member States and the European Commission as a matter of priority;
4. Formal and informal channels of communication between authorities at a national and an international level are required to co-ordinate the efforts of enforcement bodies of EU Member States, to ensure efficient actions, to avoid duplication of effort, and to alert relevant agencies of illegal trade operating in other countries. Mechanisms for ensuring co-ordination of national enforcement efforts among all relevant authorities therefore are critical to inform and support the work of the EC CITES Enforcement Group;
5. Many authorities are not suitably resourced or experienced to address illegal wildlife trafficking and this challenge must be addressed through training and equipping professional law enforcement officers and agencies;
6. Awareness among civil society of the wildlife trade regulations and awareness of the negative impact of illicit trade should be enhanced.



### **RECOMMEND that:**

1. Member States which do not yet have procedures for co-ordinating national enforcement among all relevant national authorities including ground-level enforcement staff do so as a matter of priority;
2. Member States appoint national focal points for national and international exchange of wildlife trade information and intelligence and these focal points meet regularly through the EC CITES Enforcement Group;
3. Ministers, Directors General of Customs, Commissioners of Police and other relevant policy and decision makers be encouraged to allocate a higher priority to the enforcement of CITES, the EU Wildlife Trade Regulations and relevant national legislation;
4. Member States explore innovative means of increasing capacity and improving enforcement, for example through the secondment of experienced wildlife trade enforcement staff to assist the exchange of intelligence and expertise at the national and EU level and to support the Member States' enforcement staff on the ground;
5. Strategic action plans be devised for co-ordination of national enforcement and also for the activities of the EC CITES Enforcement Group. These should have clearly defined objectives, outputs and time-frames, and where possible should be harmonised;
6. The European Commission, as chair of the EC CITES Enforcement Group, should ensure co-operation with relevant national authorities, WCO, Interpol, Europol, the CITES Secretariat, inter-governmental organisations and other relevant stakeholders to ensure effective implementation and enforcement of the EU Wildlife Trade Regulations;
7. Member States and the European Commission review legislation to ensure consistency in relation to wildlife trade enforcement;
8. Member States of the EU which have low sanctions in their national legislation and Member States where sanctions imposed are significantly lower than existing laws provide for, take steps to ensure that sufficiently high penalties are legislated and encourage their implementation to act as a deterrent against wildlife trade crime;
9. Wildlife law enforcement officials have parity in training, status and authority with their counterparts in Customs and the Police;
10. Member States and, where appropriate, the European Commission, carry out focused national, regional and, where feasible, EU-wide capacity building activities with particular focus on fostering inter-agency co-operation and improving knowledge of legislation; species identification; risk analysis and investigation of criminal actions; where possible such workshops could be convened in Customs and Police facilities;

## Section 4 – Conclusions

11. Member States and the European Commission should, whenever appropriate and possible, liaise closely with CITES Management Authorities and law enforcement agencies in consumer, source and transit countries outside the borders of the European Union to help detect, deter and prevent illicit trade in wildlife through the exchange of intelligence, technical advice and support.

**AND recommend the further development, endorsement and implementation of the following draft Action Plan for Combating Illicit Wildlife Trade in the European Union** (Draft attached as **Annex I** with this document).

## Action Plan for Combating Illicit Wildlife Trade in the European Union, 2006–2010

### Objective 1

**To assist EU Member States in strengthening co-operation and communication within and beyond the EU through:**

- Developing methods of co-operation throughout the EU, taking into account, national, regional and international variations;
- Strengthening the role and work of the EC CITES Enforcement Group through development and implementation of a strategic action plan with clear priorities, objectives and time-frames;
- Exchanging information and intelligence through tools already established or currently in development, and through information systems such as the EU TWIX database and CIRCA, as well as informal means of communication.

Action points	Action to be done by	Time-frame
Identify roles and resources of international agencies/organisations, including Interpol, Europol, Enforcement Group, European Commission, WCO, CITES Secretariat, and NGOs, involved in wildlife trade enforcement at the international level.	Commission & Enforcement Group and Management Authorities	Short
Formulate a 3 to 5 year strategic work plan for the Enforcement Group including key objectives, priorities, time-frames and mechanisms.	Commission & Enforcement Group	Short
Ensure involvement of ground level staff, through focal points, in preparation for and delivery of outputs at the Enforcement Group.	Member States	Short – Medium
Increase effectiveness of the Enforcement Group through regular and open exchange of information between meetings.	National Focal Points and Enforcement agencies	Short
Explore the feasibility of conducting joint investigative operations.	Commission & Enforcement Group	Short – Medium – Long
Explore the feasibility of secondment and exchange of staff to facilitate enforcement at the EU-level.	Member States through established mechanisms such as the Enforcement Group and Management Committee.	Short – Medium – Long
Further develop sub-groups of the Enforcement Group, where necessary, and identify lead Member States.	Commission and Enforcement Group	Medium
Designate focal points for international exchange of information and intelligence.	Enforcement Agencies and Management Authorities	Short
Commit to contributing to and maintaining the EU TWIX database, CIRCA and other relevant databases (WCO, CITES Secretariat, Interpol, etc), including funding to ensure continuation of EU TWIX.	National enforcement focal point(s); Management Authorities	Short – Long

## Objective 2

**To assist national enforcement coordination within the EU Member States** through:

- Establishing multi-sectoral national structures to coordinate enforcement activities at the national level;
- Appointing national focal points to coordinate communication and exchange of information at the national and international level;
- Developing and endorsing a national strategic action plan with clear terms of reference, objectives and time-frames.

Action points	Action to be done by	Time-frame
Identify stakeholders involved (directly or indirectly) in wildlife trade enforcement at national level and clarify roles ensuring full range of views.	Management Authorities	Short
Identify and designate focal points for different agencies and create a communication network (list of contacts) within each agency.	Management Authorities and Enforcement Agencies	Medium
Develop multi-agency national enforcement teams and meet regularly to co-operate on wildlife trade enforcement with defined protocols.	Management Authorities and Enforcement Agencies	Short
Ensure key ground level enforcers within Police, Customs, Environmental Inspectorates, etc., are engaged in national enforcement initiatives.	Management Authorities and Enforcement Agencies	Short
Form links with NGOs, where appropriate, with clearly defined boundaries and roles.	Management Authorities and Enforcement Agencies	Short – Medium
Establish MoUs between relevant agencies where required and feasible.	Management Authorities and Enforcement Agencies	Medium – Long
Member States with existing structures to contribute documentation of best practice in establishing national co-ordination structures.	UK and other Management Authorities with existing structures & Enforcement Group	Short
Identify or create lead co-ordinating agency(ies) for national enforcement teams.	Management Authorities and Enforcement Agencies	Short – Medium
Develop a national strategic action plan on wildlife trade crime including targets and roles and feedback mechanisms, for example risk/threat assessment to prioritise enforcement action. Use existing and further develop national threat assessments.	UK and other Management Authorities & Enforcement Agencies & CITES Secretariat	Medium
Raise political support for the need for efficient wildlife trade enforcement and understanding of wildlife trade crimes.	Management Authorities and Enforcement Agencies	Short – Long
Identify and encourage specialised prosecutors and judges.	Member States	Medium – Long
Raise awareness within the judiciary.	Management Authorities and Enforcement Agencies	Medium
Raise awareness amongst the public and political spheres regarding the link between organised crime and wildlife crime.	—	Long
Define/agree legislative responsibilities, e.g: powers of inspection and seizures.	Member States	Short

### Objective 3

**To increase the capacity and ability of Member States to implement and enforce the EU Wildlife Trade Regulations** through:

- Raising awareness of existing resources, tools and channels of communication, and facilitate access for all wildlife trade enforcement agencies;
- Identifying gaps and needs for building capacity and improving information exchange.

Action points	Action to be done by	Time-frame
Identify existing resources, materials, tools and expertise.	Member States	Short
Collate list of available resources and expertise Management Authorities and Enforcement Group.	Management Authorities and Enforcement Agencies	Short – Long
Identify capacity building gaps and needs and set priorities for addressing such needs.	Management Authorities and Enforcement Agencies	Short
Establish and circulate directory of focal points as well as other enforcement and expert contacts.	Management Authorities and Commission	Short – Medium
Collate information on different practices to implement the EU regulations, such as registration, marking, permitting and share best practices.	Management Authorities and the Commission	Medium
Provide information to national authorities and to the European Commission on existing channels of communication with WCO, Interpol, Europol, CITES Secretariat, etc.	Management Authorities and Enforcement Agencies	Short – Medium
Raise awareness amongst trading partners outside of the EU about EU Wildlife Trade Regulations to prevent illegal trade.	Commission and Management Authorities	Medium – Long
Engage and support future EU accession candidate countries and the EU's new neighbours in capacity building, making use of TWINNING projects and materials developed for this purpose.	Commission and Member States	Short – Long
Conduct focused CITES training workshops at national and international, for example regarding legislation.	Member States, the CITES Secretariat, the Commission (int'l) and other relevant bodies.	Medium

## Objective 4

**To ensure the further development of legislation is in place so that Member States are able to effectively implement and enforce the EU Wildlife Trade Regulations** through:

- Review of the EU Wildlife Trade Regulations to ensure harmony with other EU Regulations, such as the Customs Code;
- Review of national legislation to ensure harmony and consistency with the EU Wildlife Regulations;
- Review of national legislation within the Member States of the EU to ensure that deficiencies in one Member State do not negatively impact implementation in other Member States.

Action points	Action to be done by	Time-frame
Reach common understanding regarding the necessity of sufficiently high penalties and ensure proper implementation of Article 16 of (EC) No.338/97 regarding 'appropriate' sanctions, and exchange examples of best practice.	Member States for best practice. CITES MA, Enforcement Group, Management Committee; European Commission and the CITES Secretariat.	Long
Review import and export procedures of CITES and Customs implementation (e.g: electronic/paper systems) with a view to greater integration, where possible. Disseminate examples of best practice.	Management Authority; Customs; European Commission.	Long
Make efforts to simplify procedures, within, for example, CITES and the EU Wildlife Trade Regulations, such as: 1) derogations; 2) trade in consignments arriving in one country when destined for another.	European Commission And Member States	Medium
Examine whether amendments to the EU Wildlife Trade Regulations to ensure better control of internal trade would be appropriate (for example registration and improved methods of marking).	European Commission with input from the Enforcement Group and Management Committee, as well as from the CITES Secretariat.	Long

## Section 5

### UK Presidency of the European Union 2005 EU Wildlife Trade Enforcement Co-ordination Workshop 25th–27th October 2005

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