

**KILLING
ANIMALS**



**BUYING
ARMS**

**Setting the Stage for
Collaborative Solutions to
Poaching + Wildlife Crime**

JOHAN BERGENAS



wildlife has become the 4th
largest illicitly traded product
IN THE WORLD



POACHING AND WILDLIFE CRIME:
a Conservation, Development and Security Challenge

In September 2013, a Stimson team visited Tsavo West National Park, home to the Ngulia Rhino sanctuary that holds over 60 of Kenya's 650 black rhinos. These creatures, as well as Tsavo's elephants, had recently come under increased threat from poachers. Since the summer, the park had lost some two dozen elephants and several rhinos. In fact, only days prior to Stimson's fact-finding mission, the Kenya Wildlife Service (KWS) park rangers had ambushed four suspected poachers, killing three of them during an extended gun fight. The KWS described conditions in Kenya's wildlife parks as a war, and they were currently losing it.

During the team's visit, KWS rangers and the park leadership confirmed that the spike in poaching and wildlife crime coincides with the increased involvement of sophisticated transnational organized criminals and terrorist organizations. Indeed, in recent years, wildlife has become the fourth largest illicitly traded good in the world, representing a \$19 billion industry. Transnational criminals and terrorist organizations, such as the Lord's Resistance Army and Al Shabab, make hundreds of thousands of dollars every month by partaking, directly or indirectly, in the killing and sale of animal parts. Part of their proceeds go toward buying guns and bombs, paying their members, and planning and executing terrorist attacks. The result is deadly, such as the attack on the Westgate shopping mall in Nairobi in September 2013

that killed over 60 people and injured hundreds. In this light, today wildlife crime is no longer only a challenge to conservation, biodiversity and development. Poaching is — just as the illegal trade in arms, drugs and counterfeit goods — a serious threat to national and international security and economic development.

In response to this serious threat, the KWS increased security at Tsavo National Park, particularly at the Ngulia Rhino Sanctuary. However, poorly trained and underequipped KWS rangers are fighting an uphill battle against sophisticated poachers, equipped with night-vision goggles, heavy weaponry and more vehicles than the KWS can afford to deploy. The KWS rangers also lack the sensors, radars, command and control systems, and unmanned aerial vehicles necessary to effectively secure Ngulia. The five-volt electrical fence surrounding the preserve may keep the rhinos in, but it does nothing to keep the poachers out.

Managing the growing and multi-faceted poaching and wildlife crime challenge requires a balanced, integrated and inclusive approach. The international community must look across traditional conservation, development and security stovepipes and establish innovative partnerships between public and private sector actors. This is a great challenge, but the Stimson Center has initiated a pilot project at the Ngulia Rhino Sanctuary that aims to accomplish just that.

Left: poached elephant tusks. Photo by Ivy Allen, USFWS/usfwsmtnprrairie on Flickr. On the cover: photo by Ryan Harvey/ryanh on Flickr.



QUICK FACTS

- 40 percent of the funding for various terrorist operations is reportedly obtained through participation in the global illicit wildlife trade
- The illegal wildlife trade is larger than the illicit trafficking of small arms, diamonds, gold and oil
- 1,000 park rangers have been killed by poachers in the last decade
- The illegal ivory trade has more than doubled since 2007
- In the 1970s, Kenya was home to 20,000 black rhinos, today only 650 are left
- A rhino horn is worth \$50,000 per pound on the black market, more than gold or platinum
- The top two reasons for popular consumption are use in traditional medicinal products and handicrafts & consumer goods
- In 2012 and 2013 around 60,000 elephants and 1650 rhinos were poached
- 2013 saw the largest amount of large-scale ivory seizures in the past 25 years
- A rhino is killed by a poacher every 11 hours

Left: a crowd of bystanders flee during the Westgate Mall attacks in Nairobi, 2013. Photo by Anne Knight / CC-BY-SA-3.0 via Wikimedia Commons.



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PARTNERS IN CRIME



RESPONDING TO POACHING & WILDLIFE CRIME: Piloting a Balanced Solution Across the Conservation, Development and Security Continuum

The Undercurrents of Globalization: a Threat to Security and Development

Poaching and wildlife crime join myriad transnational criminal activities that together represent the undercurrents of globalization. Today, transnational organized criminals are highly adaptable experts at identifying new revenue streams and partners in crime — from corrupt governments, non-governmental actors and private industry alike. They use modern technology to avoid national and international law enforcement agencies while leveraging inefficiencies in the global supply chain to smuggle a wide variety of goods across borders.

While these illicit activities have a corrosive impact on societies worldwide, they have a disproportionately negative impact upon developing and emerging states because of the limited or lack of societal security capacity required to combat them. The dark side of globalization puts many aspects of Kenya's national aspirations at risk. Its development blueprint, Kenya Vision 2030, seeks to transition the country into a newly industrialized state by 2030 by generating legitimate democracy, building roads, ensuring human rights and achieving food security. The nexus between wildlife trafficking, transnational organized crime and terrorism financing is part of the hurdle to achieving these national goals.

Building Partnerships, Developing Strategic Concepts, Measuring Gaps

With this background, in 2010, Stimson put together a consortium of public and private sector stakeholders in support of a new project. Joined by philanthropic foundations, donor governments, multilateral organizations and private sector technology innovators, our mutual objective was to form an incubator for partnerships by bringing together public sector capacity-building actors with private technology innovators.

East Africa's interconnected security and development landscape was a natural target for our work. We began by conducting numerous workshops with key East African governments, regional organizations, the nongovernmental organization (NGO) community and private sector actors to identify the region's most pressing challenges. The team found that the common denominator for all threats — from arms and drug smuggling, underdevelopment, growth in organized crime or public health — was border insecurity. Subsequently, in 2012 Stimson — per the request of the government of Kenya and with the support of a local NGO, the Africa Peace Forum — launched a project aimed at generating a Kenya border security action plan.

As part of this kickoff, the government of Kenya formed an inter-ministerial, senior-level

Top Left: men remove the horn from a dead rhino. Photo by Arno Meintjes Wildlife/arnolouise on Flickr. Bottom left: illicit ivory products, seized by authorities. Photo by Kate Miyamoto, USFWS /usfwsmtnpairie on Flickr.



working group hosted by Kenya's Office of the President. Together with Stimson and the Africa Peace Forum, this working group has focused on synthesizing Kenya's existing border security strategies with an eye toward better leveraging and coordinating assistance opportunities. This document — paired with a border security gap analysis that is currently under further development and review by a broader range of Kenyan government stakeholders — acknowledges border security capacity building as a critical mechanism for achieving key national objectives, including combatting transnational crime and achieving economic milestones as set out in *Kenya Vision 2030*.

Piloting a Balanced and Integrated Model for Capacity Building

In 2013, the Kenya Wildlife Service, the Stimson Center and the Africa Peace Forum conceived a

pilot project at the Ngulia Rhino Sanctuary to demonstrate the viability of a more integrated border security approach. This project is designed to respond to the poaching and wildlife crime challenge in a balanced, integrated and inclusive manner. Stimson recognizes that environmental sustainability and biodiversity protection are long-term goals requiring a multifaceted approach, including raising awareness on the demand-side of the supply chain and coordinating among regional legal frameworks. The pilot project at Ngulia and subsequent capacity building throughout the region are part of that broader mission. We are taking a phased approach to this work.

Phase I includes developing a detailed and actionable feasibility study on security and infrastructure needs at Ngulia Rhino Sanctuary. KWS Assistant Director Robert Obrein has invited project

partners to conduct this field study in January 2014. Stimson has partnered with technical experts from the University of Linköping in Sweden to complete this first phase of the project and to gain a better understanding of the technical and training needs at Ngulia. Following the completion of the feasibility study, the document will be peer-reviewed by a number of additional experts.

In Phase II, Stimson will aim to secure resources from across the conservation, development and security communities for a more coordinated and holistic approach to this transnational security and development challenge. Public and private sector actors, as well as national and multilateral organizations, will be integral to the success of this phase.

In Phase III, the project will scale and replicate the model throughout Kenya and East Africa. This model is being evaluated closely by the United Nations and a number of other multilateral organizations, donor countries and private sector technology innovators.

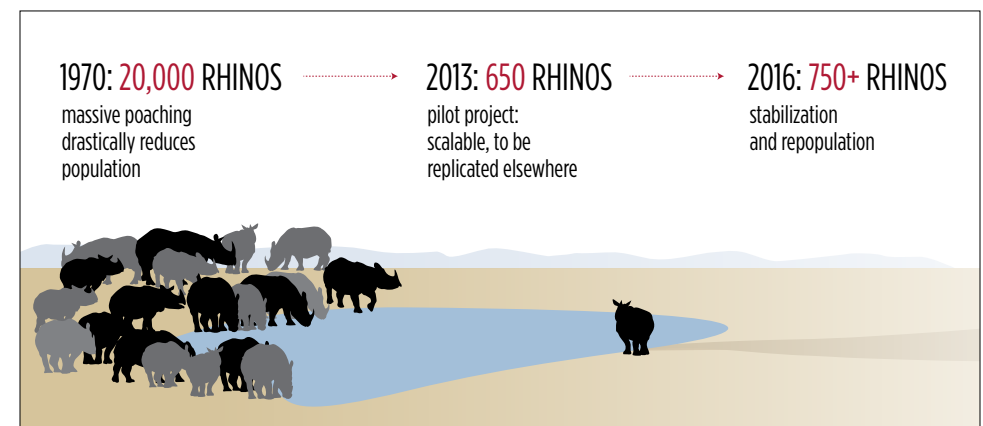
Pilot Project Specifications & Goals

The Ngulia Rhino Sanctuary was established in 1986 to conserve the threatened black rhino population. Since the 1970s, the black rhino population has sharply declined from 20,000 to about 650.

When the sanctuary first opened, it was less than 5 square kilometers and home to only a few rhinos. Over the following decades, the sanctuary grew in both size and rhino population, but the recent overall spike in poaching and wildlife crime has placed the rhinos at Ngulia under increased threat once again.

The pilot project at Ngulia aims to achieve two key Kenyan goals set out by the KWS in its current rhino preservation strategy:

- Grow the national rhino population from 650 to 750 animals by 2016
- By the same year, reduce rhino deaths from poaching to represent only 1 percent of the total loss.



The pilot project has local, national, regional & international aspirations:

On the local level, the sanctuary's defenses are **strengthened against poachers**, and the local community and environment benefit from the **increased security**.



On the national and regional level, the **proceeds from poaching** will be cut off from al-Shabaab and other groups and tourism will be sustained, while the governments of the region can **apply the model** to ever-widening borders.

On the global level, **a new model** for security sector reform and capacity building can be used by governments, while the project can open up the discussion about how various issues — conservation, development, security — are **connected** and thus require **innovative, whole-of-society solutions**.

KEY COMPONENTS FOR MOVING FORWARD

Stimson's efforts at Ngulia are one piece of a much larger puzzle to combat poaching, wildlife crime and a range of other transnational challenges in Kenya and beyond. The larger framework for an effective response to these challenges and other environmental crime issues that now are connected to national and global security includes four parallel constructs:

1. Local Buy-in, Coordinated Assistance

In 2013, US President Barack Obama and former Secretary of State Hillary Clinton stepped up their support in the fight against poachers and wildlife crime. Before leaving the post as the top US diplomat in 2012, Clinton began an effort, led by the director of national intelligence, to determine the impact of trafficking in animal products on US national security. The process initiated by Clinton prompted the White House to issue an executive order that created an interagency task force to develop an anti-poaching strategy. The report of that task force is due out early 2014.

A better-coordinated approach by the US vis-a-vis poaching and wildlife crime is important, but the real force multiplier is to gain a more comprehensive understanding of the gaps in capacity in the countries where the poaching and wildlife trafficking are taking place. Stimson's broader project in Kenya — focusing on border security capacity and identifying the gaps — aims to set a good example in leveraging available assistance and in generating local buy-in,

which is a foundation for sustainability. To more fully understand the conditions on the ground and to listen to the local needs will make donor governments, capacity building multilateral organizations, the NGO community and even the private sector better prepared to cooperate and coordinate the assistance available. Venues for where this dialogue can take place are around the corner, including a high-level meeting in London in February 2014 on the illegal wildlife trade.

2. Smart Integration, Not Mission Creep

As poaching and wildlife crime are being recognized as an integrated challenge spanning the conservation, development and security continuum, the response should be equally pragmatic, seeking solutions across these silos.

New partnerships can and should emerge, and resources and know-how can be leveraged within and between governments as defense and homeland security departments, environmental ministries, aid organizations, law enforcement agencies and other organizations find uncharted common ground.

This does not mean, for example, that the World Bank has to renege on its core commitment to reducing global poverty. Nor does it mean that the US Defense Department will need to divert significant resources in a time of sequestration to issues that have traditionally been outside the confines of the Pentagon's mission. It does, however, mean that there are novel and untapped partnerships that should

be pursued in support of each organization's end goal — be it conservation, development or security.

Better integrated responses should guard against mission creep, meaning that the conservation community has little to gain from significantly adding security to its portfolio, in the same way that the security community has little to gain from adding a conservation portfolio. Rather, smart integration should be the guiding principle, and there is no reason why capacity building partners cannot be made up of a consortium of the conservation, development and security communities. It should not matter if it is the United Nations Counterterrorism Executive Directorate or the World Wildlife Fund that is coordinating any given project; each brings a set of competencies that complement the broader mission.

3. Map the Illicit Supply Chain

Managing the demand side of poaching and wildlife trafficking is critical and many conservation organizations are doing good work in that space. Another longer-term solution to the challenges described includes moving beyond anecdotal glimpses of the supply chain and comprehensively map the illicit trade in animal parts worldwide. This mapping exercise can be achieved by analyzing open-source data using cutting-edge network analysis and advanced statistical methods. Such an analysis could reveal both historical and current trends in poaching and trafficking, as well as shared methods of transportation, common networks and viable choke-points. The platform would rely on both open-source data from

governments, multilateral organizations, NGOs and media sources, and classified materials.

Technology firms — in partnership with NGOs and other institutions possessing data and relevant skills — can take the lead and design a platform that would serve as a unique, pragmatic, impactful and scalable private sector solution to a key global challenge. The platform, continuously updated and prospectively hosted by the United Nations, would have the following benefits:

- Put poachers and wildlife traffickers on notice and serve as a deterrent or at least an additional hurdle to carrying out nefarious activities
- Contribute to breaking down agency stovepipes that hamper innovative solutions to this complex problem
- Facilitate collaboration across national borders
- Rally support for public-private sector partnerships on an issue that transcends conservation, development and national security.

4. Private Sector Involvement: Appeal to Enlightened Self-Interests

Technological capacity building at national parks and security training for park rangers are important components of a broader solution to poaching and wildlife crime. As defense budgets are being cut and societal security capacity building — including technical equipment that protects land, sea and aerial borders, ports, roads, energy facilities and other economic infrastructures — is on the rise, the private high-technology sector is eager to enter new markets, particularly in

*Right: one of West Tsavos elephants.
Author photo from trip to Tsavo West.*

Stimson's efforts at Ngulia are one piece of a much larger puzzle to combat poaching, wildlife crime and a range of other transnational challenges in

KENYA & BEYOND.



emerging and developing parts of the world. By participating in pilot projects that are scalable and replicable, like the project at Ngulia, private technology companies can enter such markets.

Part of the technological solution to wildlife security includes sensors, radars, unmanned aerial vehicles, command and control systems, and security technology education and training for park security officials. This type of technology is exactly what is needed to bolster border, port and infrastructure security and provide high-tech solutions for fighting crime throughout the emerging economic regions. The market for this type of capacity building over the next few decades is upwards of \$60 trillion.

Through this work in East Africa, and by appealing to industry's enlightened self-interests, we are seeking to demonstrate that the traditional security and defense sector can — and should — play a greater role in broader societal capacity building that aims to build a framework for development, particularly in poorer parts of the world.

NETWORKS

These are four key areas to consider when moving a holistic response forward against poaching and wildlife crime. There are many more new and innovative ideas that can be identified so long as the conservation, development and security communities have a platform to share their experiences. At the end of the day, a successful approach to poaching and wildlife crime follows the same logic as the response to all illicit networks and transnational crime challenges: developing diverse networks that build holistic policy frameworks that seek to protect the fruits of globalization against its undercurrents. Our pilot project at Ngulia is part of that narrative.

FOR FURTHER READING

For more on the nexus between wildlife trafficking, transnational crime and terrorist financing, see these publications:

“Africa’s White Gold of Jihad: Al-Shabaab and Conflict Ivory” at elephantleague.org.

“Criminal Nature: The Global Security Implications of the Illegal Wildlife Trade, International Fund for Animal Welfare” at ifaw.org.

“International Illegal Trade in Wildlife: Threats and U.S. Policy” at fas.org.

“Ivory and Insecurity: The Global Implications of Poaching in Africa” at foreign.senate.gov.

“Kony’s Ivory: How Elephant Poaching in Congo Helps Support the Lord’s Resistance Army” at enoughproject.org.

“The Other Side of Drones: Saving Wildlife in Africa and Managing Global Crime,” in *Conflict Trends* at accord.org.za.

“Threat Assessment 2013: Environmental Crime in the EU” at eurpol.europa.eu.

“Transnational Crime in the Developing World” at gfintegrity.org.

“Transnational Organized Crime in Eastern Africa: A threat Assessment” at unodc.org.



Right: photo by Steve Wilson/steve-wilson on Flickr.

Back cover: photo by Julian Mason/meandmyshadow on Flickr.

For more information about this initiative, please visit stimson.org/enviro-crime, which launches in late January 2014.

About the Author

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About the MAB Program

Transnational challenges — from the proliferation of weapons of mass destruction and illicit trafficking, to terrorism, the spread of disease, counterfeit intellectual property and environmental crime — threaten geostrategic stability, people and socio-economic development worldwide. The Managing Across Boundaries Initiative develops innovative government responses, at the national, regional and international levels, and identifies pragmatic public-private partnerships to mitigate these threats.

MAB is expanding its work on environmental crime. In late January 2014, we are launching a website dedicated to raising awareness and communicating innovative solutions to the nexus between environmental crime, security and development.

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