WARA-MDEEF COLLABORATION
WILDLIFE LAW ENFORCEMENT IN GUINEA
GALF
(Guinée-Application de la Loi sur la Faune)

Project Summary

This project aims to protect chimpanzees in addition to other threatened species in Guinea from illegal hunting and wildlife trade by increasing the level of wildlife law enforcement nationwide and deterring potential elephant poachers and ivory traders from conducting these activities.

Guinea contains significant numbers of chimpanzees, including several key populations identified by the conservations organizations. The most immediate threat to most chimpanzees populations is illegal hunting. In the past laws have not been properly enforced and hence the trade, and the slaughter, have been commonplace. Collaboration between WARA and LAGA (www.laga-enforcement.org) will work closely with the Ministère délégué à l’environnement et aux eaux et forêts” (MDEEF) and other government agencies to bring about the effective enforcement of these laws. This not only curtails the operations of those illegal wildlife exploiters who are prosecuted, but as awareness spreads, it will act as a deterrent and reduce the overall level of illegal hunting and trade.

In order to achieve these goals, the objectives of the GALF (Guinée-Application de la Loi sur la Faune) project are:

- To identify large-scale dealers in ivory and meat, and other illegal wildlife products, and provide evidence to support legal action against them.
- To bring about the arrest of large-scale illegal wildlife traders.
- To ensure the prosecution of large-scale illegal wildlife traders, and that sentences are handed down and served.
- To raise public awareness of the increased enforcement of wildlife law and the risks and penalties for wildlife criminals.

This project will meet these objectives through six broad activities:

INVESTIGATIONS – to identify perpetrators and provide evidence for prosecution.
OPERATIONS – to ensure the arrest of perpetrators whilst engaged in the criminal act
LEGAL ASSISTANCE – to ensure that convictions are achieved and sentences served
MEDIA PROMOTION – to raise public awareness that wildlife law is actively enforced
REPORTING – to ensure openness and provide necessary information for replication.
TRAININGS – to diffuse and explain fauna law for officials, forces of order MDEEF agents, customs, judges…and improve collaboration between partners.

The results of these activities will be frequent arrests and prosecutions for wildlife crimes involving elephant and other species, an increased national capacity to enforce wildlife laws, an increased
public awareness of improved enforcement, and hence a reduced demand for illegally hunted elephant. Outputs will include numerous articles produced via media activities as well as regular, publicly available reports.

Project Narrative

1 Statement of Need

The importance of Guinea as a range state for chimpanzees is clear. The significance of bushmeat hunting as a conservation concern in this region is also clearly stated in the IUCN plan and in many academic articles.

All four subspecies of the chimpanzee (Pan troglodytes) are threatened with extinction due to habitat destruction, disease and unsustainable levels of hunting (IUCN 2008). The West African subspecies (P. t. verus) is the second most threatened of the four species (IUCN, 2008) and the trend in population decline in the Western subspecies is quite alarming. There are only between 21,300 and 55,600 remaining throughout Western Africa. The P. t. verus subspecies already disappeared in three countries and currently occurs in only seven countries: Sierra-Leone, Guinea-Bissau, Mali, Ivory Coast, Liberia, Senegal and Guinea, which probably represents the last bastion of this subspecies. Indeed, there were approximately 17,582 (8,113-29,011) individuals nationwide in 1996 (Ham, 1998) but this population has of course declined.

Indeed, despite 80% of Guineans are Muslim and usually don’t eat chimpanzees, bush meat consumption is important in the Forest region, which is mainly animist and Christian. Moreover, deforestation is nationwide and refugees coming to Guinea from Liberia and Sierra-Leone have also added pressure on natural resources.

Guinea Conakry has been of great concern as a wildlife trafficking hotspot for several years. Lately it was discovered that CITES permits have allowed the trade in more than a hundred live chimpanzees to China. Consequently, in September 2011 the CITES secretariat has visited the country reporting worrying findings, on the scale of the illegal trade in great apes, ivory, African Grey Parrots,...It also clearly states that government officials contradicted themselves in their explanations, pointing that corruption and complicity may join incompetence as three reasons for Guinea’s worrying situation.

The threat to chimpanzees in Guinea, and West Africa in general, is immediate and direct. Whilst long-term measures for developing alternative incomes and protein sources are required to establish a sustainable situation for forest elephant survival, there is a very real risk that by the time such solutions are implemented there will be few or no viable elephant populations left to preserve. The proximate cause of population decline in many cases is illegal hunting, trade in meat, and body parts. Similar reasons threaten other species as well, not to mention the trade in live orphans of endangered primate species. All these activities are prohibited by national law and international conventions ratified by the Republic of Guinea. By the enforcement of national law this immediate
threat can be minimized, and the possibilities for the long-term survival of viable populations of elephant substantially enhanced. Without this urgent action, long-term strategies involving alternative economic solutions and wildlife education may not even have enough time to unfold. Through its program of investigation, operation, legal follow-up and media exposure the project presents a practical approach to developing effective law enforcement and combating illegal hunting and trade at the national and international levels.

The mission of this project is to fight commercial poaching and the related trade in endangered species. By working closely with the wildlife authorities and other government bodies the project intends to bring about significant convictions in Guinea under wildlife legislation. This will not only curtail the activities of those prosecuted but, supported by a pro-active media campaign, will also act as a deterrent to others who may be tempted to engage in such activities. In this way the trade in illegal wildlife products is reduced, and hence the incentive to hunt elephant and other endangered species is minimized.

The project works closely with the “Ministère délégué à l’environnement et aux eaux et forêts” (MDEEF) and other agencies of the Guinea government to develop capacity and procedures and to establish sustainable law enforcement practice. Over time the project will progressively hand over full responsibility for all activities to the relevant government bodies, whilst putting in place financial systems (e.g. from punitive fines) that will allow the enforcement operations to be self-supporting. In this way, the project will facilitate the development of a sustainable national law enforcement program.

The project’s methods have been tested and proven by a similar project in Cameroon, Congo, CRA and Gabon. The effectiveness of these methods can be seen from the integrity of their supporters and concrete results. It has already been tested in Guinea with seven dealers arrested on 28th of March, thanks to a good collaboration and teamwork with authorities. Dealers have been arrested and are still in jail, waiting for their sentence.

2 Duration of project

The budget proposed in this project is considered for one year. The necessary changes will likely take longer as the Guinean authorities become more proactive in tightening the application of wildlife law, and as the occurs GALF will gradually reduce its activities. New budget proposals are foreseeable after the expiration of the current grant proposed here.

3 Project Goals and Objectives

3.1 GOAL

To assist the government of Guinea to increase wildlife law enforcement capacity, produce effective deterrents to the killing of elephant and other threatened wildlife, and monitor the illegal wildlife trade and other activities detrimental to ape survival.
3.2 OBJECTIVES

The project works to improve the level of wildlife law enforcement for elephant and other endangered species (particularly the ivory trade) through a concerted and comprehensive approach involving five main stages.

- **INVESTIGATIONS** – Investigators, undercover agents and informers gather precise information so that dealers in meat and the products of threatened species can be arrested in the act, producing concrete evidence for the courts.
- **OPERATIONS** – The project technically assists MDEEF and the forces of law and order to arrest violators and to channel complaint reports to the courts. The project closely supervises operations in the field.
- **LEGAL ASSISTANCE** – The project has a legal team that assists in the administrative procedures of prosecuting the legal cases arising from these operations. This follows the process from the police report through the entire courts procedure and on to the monitoring of prisoners serving sentences.
- **MEDIA** – The project puts reports in national TV news, national radio news and written press concerning the success of the operations and positive court rulings. The Guinean media informs the public that the law is actively enforced, thereby achieving education of the public on the change, increased deterrent, and perception of the illegal bushmeat trade as a criminal activity.
- **TRAINING** – The project will organize training sessions on the wildlife law and judicial process for magistrates, police forces, customs agents, and agents of the ministry in charge of wildlife in all 9 provinces of the country. It will improve skills, deepen understanding of the illicit ivory trade, and increase inter-service collaboration between partners.

3.3 ACTIVITIES

1.1 Activating an investigation network to plan operations against major wildlife crimes. The project’s investigators will also participate in operations.
- Investigation operatives will be carefully selected, hired and trained in undercover investigation techniques. Investigation activities will be conducted throughout the country and will focus on particular illegal wildlife exploitation activities and specific perpetrators. The goal of the investigations is to confirm the identity of large scale illegal wildlife exploiters and to provide sufficient evidence for a successful operation.

2.1 Training arresting forces before operations.
- Before and during field operations an emphasis is put on capacity building of the operation team. It will include specific short on the ground trainings - Law Enforcement, Conduct of Investigations, Anti-Corruption and Fraud, Nature of wildlife crime in Guinea, Human rights, Interview & Interrogation technique, Wildlife, Judicial procedures etc.

2.2 Supervising the operation team and assisting it in the conduction of operations, the arrest of wildlife law violators with sufficient evidence and the channeling of complaint reports to the courts.
• The project’s team is present in the field in all levels of the operation, monitoring activities and paying special attention to identifying obstacles and preventing corruption attempts. It is very important that arrests are planned in the act so that the perpetrators’ guilt is not in doubt, and that our agents be protected and their identity concealed so that they can continue to be effective. The project is paying field bonuses to officers contributing to a successful operation. The bonuses are registered and accounted for and are not a part of the salary of the officers which is paid in full by the government. The bonuses system is designed as a disincentive for corruption, and for increasing motivation and encouraging officers to initiate more operations. This system has already proved itself in the Cameroon model, based on the number of bribing attempts tackled and number of operations initiated by officers. The operation team is formed of MDEEF sworn in officers of the forces of law and order as police or gendarme. These personnel are made available as required by the relevant agencies, as arranged by the coordinator of the project. Dates and locations of operations are selected by the Director based on the most reliable information available from the Investigations Unit, often intercepting deals arranged by undercover investigators. The operation team may travel to the area one or two days before the operation and familiarize themselves with the likely sites for the arrest. The operation is coordinated by the project that communicates directly with the investigators to set up the location of the arrest. Officers are deployed as necessary to cover all eventualities / alternative arrangements / escape attempts, under the direction of the coordinator. When the target is in sight, the nearest available officers confront them directly and make an arrest with the minimum possible use of force. A complaint report is written and channeled to the courts to together with the offender in collaboration with the local Ministry department. The operation team may remain in the area for a further day to insure the case is indeed transmitted to court.

3.1 Supervising and assisting the writing of complaint reports against subjects arrested.
• The project’s legal advisers will assist MDEEF agents with writing the complaint report to avoid errors, deal with expected weaknesses of the case, and strengthen the legal arguments. The two legal advisors start their work on a case before the operation by preparing the legal system for receiving the case and evaluating threats of corruption and governance problems. At this stage they are also insuring the arresting force is acting legally in obtaining arrest or search warrants needed. Next is guiding the arresting officer for specific legal elements needed in the interrogation and the complaint report. The legal advisors are frequently in the field in the time of operation and are often accompanying the arrest and interrogation. They are supervising the transmission of the case to court and communicate with the legal unit of the ministry and the administrative side of the court to insure understanding and identify possible problems.

3.2 Sensitizing the administrative side of the legal system through meetings and distribution of materials, and soliciting high level of supervision to ensure good governance in court procedures.
• This is a long-term process which aims at creating a network of active collaborators at a high level within the court. Nurturing these relationships requires many personal meetings and establishment of regular communication with courts nationwide. Regular distribution of technical information materials already developed by the project –
including booklets detailing and explaining the Guinean wildlife law, CDs containing the full text of the wildlife laws – will be used to keep this communication active.

3.3 Assisting the legal representation of the cases through legal analysis and advice and support of lawyers’ fees.

- The project’s legal unit produces a legal analysis of each case with legal argumentation and aggravating circumstances, a situation-response analysis of how to respond to possible arguments from the accused, and a recommended demand of damages. These files are distributed to all collaborators involved in the legal procedures. The project is involved in appointing a lawyer on the case and provides 25% of his fees. The project instructs the lawyer on prosecution strategy and is present in all hearings where debates are held in order to modify the strategy according to developments in the case. The Government of Guinea does not have public prosecutors. The project intends to demonstrate to Government the benefit in investing in hiring a private lawyer for all cases. The project has pledged to give 25% of the fees for this independent professional, in order to support the government and help demonstrate the effectiveness of the system. These payments will only be necessary in the short term, as the program is designed to reach sustainability in a few years providing the government with a proven cycle that covers all legal costs with damages awarded.

3.4 Following up all cases on a daily basis by two legal advisers to ensure good governance in court procedure.

- Two legal advisors will be employed full time by the project to ensure that expertise is permanently available to follow through all prosecutions. The advisors will communicate directly with the courts and prosecution service, providing advice on all relevant legal matters as well as scrutiny to ensure that the defendant makes no attempt at corruption.

3.5 Ensuring all imprisonment sentences are served through weekly jail visits.

- As part of the project’s comprehensive legal follow-up activities, offenders who are convicted and sentenced to a jail term are visited regularly to ensure that custodial sentences are served in full and to monitor human rights issues whilst they are in custody. Since it is impossible for the project’s two legal advisers to hold numerous visits each week all over the country, it uses a network of collaborators who are paid to hold the jail visits. The performance of the collaborators is regularly cross checked, with information that arrives from the MDEEF delegations, courts, lawyers and surprise check ups of our team to insure reliability of the system.

3.6 Ensuring damages awarded are paid through work with court bailiffs.

- The awarding of damages procedure is complex and long, and involves small fees to be paid for its execution. The project’s two legal advisers are working on a daily basis with court administrative officials and bailiffs in pushing the cases through this process. Attempts are being made to reach a settlement with the convicted to pay the damages directly to MDEEF. Receiving revenue from wildlife court cases is crucial for securing sustainability of employment of lawyers.

4.1 Producing articles, audio and video pieces on current successful law enforcement activities.

- The project’s media officer, an experienced media man and the association head of environmental journalism in Guinea, is given the technical capacity to produce articles
with stills photos from operations, edit radio programs with interviews, and edit video footage of operations into newflashes.

4.2 Putting successful law enforcement activities in the Guinean media (written press, radio and TV).
- The media officer is using his well-established contacts with the media to schedule media pieces in all mediums. His modest salary is supplemented by a scale of bonuses for results, insuring he has the interest of pushing as many media pieces as he possibly can every month.

5.1 Organizing training sessions in the nine provinces of the country with magistrates (50), police forces (50) and of course provincial (50) and departmental (50) agents of the ministry in charge of wildlife.
- These activities have to increase skill and motivation of field agents and to improve collaboration between them. Indeed, collaboration between different ministries is often insufficient.
- If possible according to the province where training is organized, field activities will be achieved during or after the training, as investigations and, hopefully, arrests.

This is an ongoing program of activities, with investigations, operations, prosecutions, media coverage and trainings all taking place throughout the funding period. The monitoring and reporting are also ongoing activities which are already underway and will continue through this period.

The project’s coordinator controls the four major efforts of the project – Investigations, Operations, Legal effort, and Media. This is done through regular strategy meetings and spending time in the field, in the court, and in media stations. The use of mobile phone is extensive as it is the only means of coordination of staff in missions all over Guinea.

The project coordinator is also leading the political effort communicating with the Government of Guinea, the international community and other stakeholders to develop policy and give sustainability to the project’s achievements.

4 Timetable

The GALF project has started in end of March 2012 with seven people arrested in Conakry thanks to LAGA assistance.

Investigations have confirmed importance of wildlife trafficking in Guinea and arrests will be frequent. Sentences will also follow as Ministry of Justice and authorities have already proved their concern with the first arrests. First prosecutions are on the way.

The first year project will first focus in Conakry with links and punctual activities inside the country.

Investigations and arrests have already started in Conakry and will become frequent. It means it is a permanent and continuous activity of the project. Identical activities will progressively be developed
inside the country according to information and necessities. Main cities like Boke and Kankan have
already been defined as trafficking hotspots thanks to investigations achieved in Conakry and
existing links between these cities. The project will start investigations in these cities.

Trainings will be achieved according to opportunities. Nevertheless, before and during field
operations an emphasis is put on capacity building of the operation team. It has already started with
the first arrests in Conakry.

5 Stakeholder Coordination/Involvement

The project intends to take a very collaborative approach working closely with national and
international stakeholders on a range of issues relating to the illegal wildlife exploitation.

The most important partner in the project is the government of Guinea.

The main government agency involved is MDEEF, although other government agencies such
as the Ministry of Justice are also consulted on various issues and activities. An official
Memorandum of Understanding will be signed.

Collaboration with MDEEF is on a weekly and sometimes daily basis, with MDEEF officers as well
as police officers represented on the operation teams. It is envisaged that over time MDEEF will
take more and more direct control of the activities being developed in this project, until the project is
able to withdraw entirely with the activities being maintained solely by the government of Guinea.
Working closely at the Ministerial level also allows the project to help formulate policy and plan
future activities.

The project will rely on building cooperative relationships with its partner/collaborator organizations
and entities. The project is kept aware of the broader problems in bushmeat trade and wildlife law
enforcement that impact all of forest Africa. Specific organizations with which it maintains regular
communication include:

- **Local NGO** – some local NGO in the field are already working with GALF, and collaborate
  through information exchange, denunciations of traffickers, and sensitization of the local
  population.
- **Diplomatic community** – The project established contact with the US Embassy, French
  Embassy, and European Delegation among others. All have pledged their continued support
to the process of application of wildlife law in Guinea.
- **Convention on International Trade in Endangered Species (CITES)** – The project
  intends to work with and supply information to the CITES secretariat, mainly through the
  ETIS files (CITES and TRAFFIC being informed of ivory traffic cases by GALF). The
  regional network LAGA-PALF-RALF-AALF-GALF is represented to CITES different
  meetings. GALF aims to work with the Guinean Management Authority for CITES as well
  in the effort to reinforce Guinean compliance with the convention via the application of its
  national laws.
• **Sanctuaries** – The project intends to collaborate with agencies in Guinea that provide care for animals (mainly great apes cases) that have been confiscated in operations. Pan African Sanctuary Alliance (PASA) will also be involved.

6 **Anticipated Benefits and Outputs**

1. Increased capacity of understanding the Fauna law and the judicial processes for forces of order, customs, Water and Forests, and magistrates.
2. Increased capacity of arresting officers for future enforcement of wildlife laws.
   - Increased national capacity to prevent trade in elephant and other wildlife products.
3. Legal prosecution of wildlife crimes nationwide at the rate of once a week, and cracking down of wildlife crime cartels.
   - Direct reduction in trade in great ape products and live infants through incarceration of major perpetrators.
4. Numerous media pieces to raise public aware of the change in the Government of Guinea’s dealings with perpetrators of the wildlife protection laws.
   - Increased deterrent effect on persons involved in the illegal trade in elephant and other wildlife, leading to reduced level of trade in illegal wildlife products and decrease in hunting to supply trade.
   - Increased public understanding of concept of wildlife crime and importance of obeying wildlife laws.
5. Active and efficient collaboration between a government and an NGO fighting wildlife crime nationwide.
   - Regional model for development of effective national wildlife law enforcement is demonstrated and implemented.

7 **Project Monitoring and Evaluation**

• The lack of measurable standards is one of the main obstacles for the development of wildlife law enforcement.
• The collaborative program has built-in procedures for determining the success or failure of the model. Our case follow-up reports allow direct auditing. And our product has one main primary measurable standard, an objectively verifiable indicator of achievement: the number of wildlife law violators receiving and serving a deterring punishment.
• Moreover, our Organic System presents, for each department, (investigations, arrests, judicial process, and media) the results the project has achieved, which measures progress in each step of the process:
  o Investigations Organic System shows all ivory traffickers localized (name, phone, localization, how he has been met, status,...) and main trafficking areas;
  o Operations Organic System presents all traffickers arrested by authorities thanks to GALF support and denunciations;
  o Judicial organic system presents all cases in tribunal with accused traffickers, corruption attempts, sentences, details of the judicial process. As GALF also supports
and advise authorities for cases GALF didn’t initiated, judicial and arrests database are not necessary linked;
- Media organic system presents all media pieces diffused since the beginning of the project and mentioning GALF.

This means that the number of traffickers identified, arrested, the number of successful judicial processes for which GALF has play an important role will be measurable indicators of success, as will the number of media pieces published regarding the application of wildlife law in Guinea.

- The results of the project are published on our website on a monthly basis and are opened for public evaluation and monitoring.
- We encourage independent monitors to verify our reports in the field, and do so without prior notification.
- All expenses above $1.5 are being documented in the financial report.
- Operations are documented in video. All media coverage is recorded and filed.

8. **Sustainability:**

The project relies on several major donors. The grant applied is matched by at the same amount from other donors, many of which may be able to provide longer term funding.

However, the project is not expected to continue indefinitely, and the goal is to create an enabling situation in which the government of Guinea can continue the majority of enforcement activities initiated under this project indefinitely without external support. Increasing awarded damages for MDEEF from wildlife cases opens the way for a self-sustained structure in which Ministry’s revenue can be invested in the extended structure rather than depending on external funding.

The plan for this transition involves:
- The project begins its phase-out by replacing its autonomous management of the unit in the field with a shared management with the Ministry.
- The project’s legal and Media units will be minimized while more responsibility shifts to the existing legal and Media departments of MDEEF.
- Operations unit is independently formed as a ministerial organ that stands by itself.
- Setting stable measurable standards will prevent deterioration of results.
- The project will remain over the long-term as a supervisor and independent observer.

9. **Description of Organization(s) Undertaking the Project:**

MDEEF is the government agency responsible for wildlife law enforcement across the country and outside of National Parks (managed by ANPN, Agence Nationale des Parcs Nationaux), with the support of Police and Gendarmerie. The GALF project will work to support MDEEF law enforcement activities.

WARA Conservation Project (WCP) is a French NGO registered in 2011. Despite it is a new structure, WCP is already developing a conservation and research project in Haut-Niger (mainly on Felidae) and Badiar National parks, has achieved investigations on wildlife trafficking in Haut Niger.
National park and Conakry, and initiated and organized with LAGA the first arrests of wildlife traffickers in Conakry. WCP is focused on wildlife conservation and especially threatened species. WCP is starting a new nationwide project in Guinea, following the LAGA model. As a new “member” of the regional law enforcement network (LAGA-PALF-RALF-AALF), WCP will be efficiently supported in this important activity.

The Last Great Ape organization (LAGA) is a NGO registered in Israel in 2002. Its goal is to fight the commercial poaching with its related trade of protected species. It is a field-based organization designed to establish the effective enforcement of local wildlife law that is critical to the survival of the threatened animals. It is the first specialized Law Enforcement NGO in the sub-region. It focuses on threatened species, and mainly on the dealers, the primary generators of the illegal bushmeat business, the ivory trade and the pet trade. Its project in Cameroon is regarded to have moved Cameroon from a baseline of no wildlife prosecution to the rate of one per week.

Other national and international NGO (WWF, Conservation Justice,….) have confirmed their support to the GALF law enforcement activities in Guinea and could contribute in different ways (financial, political and technical support).

10. **Budget Justifications:**

**Specific explanations:**

**Transport:**

GALF doesn’t own any vehicles and public transport is used in towns and for terrestrial domestic transport. Taxis are used daily by all GALF employees, and local transport is also used inside the country.

Domestic flights are also used when necessary, as ground transport is sometimes time-consuming and unreliable.

International flights are only used for the expatriate coordinator’s time off and regional meetings/missions between LAGA, PALF, RALF, AALF and GALF.

**Travel subsistence:**

Missions which require travel outside the base for a given GALF employee will require funding for hotels and food rations. GALF remains humble in its standards for lodging and rations and specifies exact costs in financial reports. USFWS funding will not include travel subsistence for investigators. We will use the same standards for forces of order and MDEEF agents, paying meals and hotels (no per diems).

**Staff:**

- Most of GALF staff has still to be recruited.
• One jurist has already showed very good skill and motivation, and will be recruited.
• One investigator has already got results during the first operation in Conakry, and will also be recruited. Nevertheless, investigators salaries and investigations will not be paid by USFWS but are mentioned in reporting.
• All legal advisers will have a University diploma as jurist (a degree as a legal expert in the francophone education system). Strict selection and trainings will be achieved, with the LAGA assistance.
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### Computer

<table>
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<tr>
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<th>2700</th>
<th>386</th>
</tr>
</thead>
<tbody>
<tr>
<td>Head Legal team</td>
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</tr>
<tr>
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<td>3600</td>
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<td>3600</td>
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<tr>
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### Running Costs

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<td>2</td>
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### Media

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### Administration et reporting

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Fauna Law enforcement GUINEA
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