



REPUBLIC OF MOZAMBIQUE

MINISTRY OF LAND AND ENVIRONMENT  
NATIONAL ADMINISTRATION OF CONSERVATION AREAS

**Ms. Ivonne Higuero**

**Secretary-General**

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**cc: Mr. Johannes Stahl**

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**RE: NATIONAL IVORY AND RHINO ACTION PLAN (NIRAP) OF MOZAMBIQUE**

*Dear Secretary General,*

I take this opportunity to send you the final NIRAP of Mozambique duly signed by Her Excellency the Minister of Land and Environment.

Please accept the assurance of my highest consideration.

Yours Sincerely,

Maputo, 11/09/2020

Mateus Mutemba

Director General





Ministério da Terra e Ambiente

REPÚBLICA DE MOÇAMBIQUE

MINISTÉRIO DA TERRA E AMBIENTE (MTA)

MINISTRY OF LAND AND ENVIRONMENT



NATIONAL ADMINISTRATION FOR CONSERVATION AREAS (ANAC)

NATIONAL IVORY AND RHINO ACTION PLAN (NIRAP) 2020-2022



## 1. Introduction

1. This document represents the new National Ivory and Rhino Action Plan (NIRAP) of Mozambique.
2. The CITES Standing Committee at its 71st meeting requested Mozambique to revise and update its NIRAP in accordance with Step 2 of the *Guidelines to the NIAP process*, taking into consideration recommendation p) iii) A to C agreed by the Standing Committee at SC70, and the findings in the ETIS report prepared for CoP18, to ensure that actions in the revised and updated NIRAP respond to current trends; and requested Mozambique to submit the revised and updated NIRAP to the Secretariat for assessment in accordance with Step 3 of the *Guidelines*, and commence implementation as soon as the revised and updated NIRAP is accepted as 'adequate' by the Secretariat, and provide associated reporting in accordance with the *Guidelines*.
3. Recommendation p) iii) A to C agreed by the Standing Committee at SC70 is the following:  
*iii) requested Mozambique to report to the 73rd meeting of the Standing Committee on any further measures and activities implemented to address poaching and illegal trade in ivory and rhinoceros' horn as it affects Mozambique, with a particular focus on measures and activities implemented to:*
  - A. *further strengthen detection of illegal ivory and rhinoceros horn consignments at its ports;*
  - B. *strengthen efforts to gather intelligence about the criminal syndicates that continue to operate from Mozambique, to map out these criminal networks, and to initiate intelligence driven operations and investigations to address them; and*
  - C. *strengthen the implementation and impact of its amended national laws and regulations*
4. Notwithstanding the previous NIRAP of Mozambique was considered as "achieved" by SC 70, the ETIS report prepared for CITES CoP18 included Mozambique in a cluster of Parties together with Malaysia and Nigeria and moved Mozambique into Category "A" i.e. Parties most affected by the illegal trade in ivory. The ETIS report contains allegations of domestic trade in ivory sourced from "investigative" reports that were never discussed with the Mozambique Authorities and the same ETIS report disregards completely the enforcement actions by Mozambique reported in previous NIRAP reports. Furthermore, Mozambique's ivory seizures data are not shown in an assessment of commercial exports of worked ivory products from Africa to Asia (Table 4 of the ETIS report for Cop18), but Mozambique data are pooled with the other two countries in the cluster analysis making it impossible to ascertain their importance. The dataset used by TRAFFIC to compile the CoP18 ETIS report was requested and obtained by Mozambique and shows that in the ETIS reporting period only 1 seizure of 500 kg or more occurred and it was a seizure made by Mozambique Authorities and reported in the NIRAP report for SC70. Instead of congratulating Mozambique for its enforcement success, the ETIS report moved Mozambique to category A.
5. Despite these shortcomings in the ETIS report, other ivory seizures occurred after the ETIS reporting period and the alarming rate of elephant poaching that occurred in the Niassa Reserve are both taken by Mozambique very seriously.
6. In order to strengthen patrolling capabilities in the poaching hotspot areas, the Government of Mozambique is implementing measures that entail, amongst others, the utilization of technology means such as elephant collaring, capacity building of rangers, improvement of patrolling means (field gears/equipment) and also the integration and deployment of personnel of the Defence Armed Forces in the protection of natural resources in Conservation Areas, mainly in Niassa Special Reserve.
7. Following the SC recommendations, Mozambique decided to develop a new NIRAP rather than updating the previous one as it was considered "achieved" at SC 70. The present NIRAP is presented below. It includes a set of new actions that are devised to further strengthen Mozambique's conservation efforts regarding its Elephant and Rhinoceros populations, including the Rhinoceros populations shared with neighbouring South Africa.
8. This document also includes an Annex 1 that contains background information on each action of the NIRAP.

9. In the context of national lockdowns and restrictions imposed as a result of the Covid-19 pandemic, the Mozambique Government and its agencies will try to the maximum extent possible to respect the dates indicated in the Milestones although it is envisaged that some flexibility will be needed.

## National Ivory and Rhino Action Plan of Mozambique 2020-2022

Pillar	Action	Baselines (B) and indicators (I)	Milestones	Responsible national agency	Cost, funding availability and needs
Legislation and regulations	1. Conduct a review of wildlife crime cases (Law 5/2017) before court to identify measures to improve successful prosecution rate, taking stock from the Rapid Reference Manual for investigators and prosecutors on wildlife crime.	B: The 2019 prosecution rate I: At least a 10% rise in the wildlife crime prosecution rate.	M1: 02/2021 Request for assistance in conducting the review prepared M2: 04/2021 Pending the results of M1 relevant review team/specialists chosen. M3: 06/2021 Draft Review completed. M4: 07/2021 Consultations with all relevant stakeholders on the review results completed. M5: 08/2021 Recommendations to address gaps and improve successful prosecution rate drafted including Standard Operating Procedures. M6: 12/2021 Recommendations to address gaps and improve successful prosecution rate agreed and being implemented.	ANAC/PGR	Indicative Costs: 60,000 US\$  Funding to be secured: <input checked="" type="checkbox"/>  A request for assistance will be addressed to UNODC office in Mozambique  Not applicable: <input type="checkbox"/>
	2. Analyse the immigration legislation of Mozambique to ascertain if penalties for violation of the current immigration legislation are adequate to punish illegal activities related to wildlife crime.	B: The Immigration Law no. 5/93 of 28th December I: Final report of the analysis submitted  The Immigration Law no. 5/93 of 28th December is, if considered needed based on the findings of the analyses, reviewed and updated.	M1: 12/2020 Request for assistance in conducting the analysis prepared M2: 02/2021 Pending the results of M1 relevant review team/specialists chosen. M3: 06/2021 First draft of analysis ready for discussion among relevant stakeholders. M4: 09/2021 Final report of the analysis submitted. M5: 06/2022 If considered needed and appropriate based on the findings of the analysis, the Immigration Law no. 5/93 of 28th December is reviewed and updated.	SENAMI / ANAC	Indicative Costs: 50,000 US\$  Funding to be secured: <input checked="" type="checkbox"/>  A request for assistance will be addressed to UNODC Office in Mozambique  Not applicable: <input type="checkbox"/>
National level enforcement	1. Consolidation of APCOC (Joint Unit (ANAC / PPRMNA for anti-poaching	B: APCOC established and	M1: 12/2020	ANAC / PPRMNA	Indicative Costs:

## National Ivory and Rhino Action Plan of Mozambique 2020-2022

Pillar	Action	Baselines (B) and Indicators (I)	Milestones	Responsible national agency	Cost, funding availability and needs
action and inter-agency collaboration	coordination) in the Greater Lebombo Conservancy, including: a) Establishment of APCOC-3 in the North of Gaza Province; and b) Establishment of APCOC Headquarters in Magude-Capitine; c) Finalization and implementation of the GLC Security Plan and the KNP, LNP, GLC Joint Security Plan	operational I: a) APCOC-3 established b) APCOC Headquarters built and operational c) GLC Security Plan finalized and implemented.	Headquarters for APCOC 1 and 2 (Central and south GLC) built and equipment secured. M2: 12/2021 APCOC-3 established M3: 12/2020 Funding to be secured for personnel of APCOC 2 Headquarters and procuring relevant equipment. M4: 06/2021 Finalization and implementation of the Evaluation of the GLC Security Plan and the KNP, LNP, GLC Joint Security Plan		This is part of a more comprehensive project submitted to the UKAid Wildlife Trade Challenge Fund Round 7.
	2. Establishment of a Port Control Special Joint Unit at the Maputo Port and an Airport Control Special Joint Unit for Air-Cargo at the Maputo Airport as implementation of the UNODC/WCO Container Control Program and relevant training.	B: Theoretical and practical training carried out in 2019 I: Port and Airport Control Special Joint Units fully operational	M1: 08/2020 CITES Training Online Session carried out M2: 09/2020 Physical Offices in Port and Airport refurbished and equipped M3: 10/2020 Port and Airport Control Special Joint Units fully operational	DGA/ANAC/PRN/SERNIC	Costs: FUNDED BY UNODC/WCO
	3. Intelligence-based prevention and action against trafficking in ivory and rhino horn in coordination with SERNIC	B: Target of 50 Intelligence driven operations in 2019 (surpassed) I: No. of Intelligence driven operations/year carried out by newly established Investigation Units.	M1: 12/2020 Establishment of an investigation unit in Maputo and in Nacala to gather intelligence on international trafficking networks. M2: 3/2021 Investigation Units fully operational	ANAC/SERNIC	Implemented by WCS Mozambique From 06/2021: Indicative Costs: 100,000 US\$ Funding to be secured: <input checked="" type="checkbox"/> Request for technical and financial support will be submitted to relevant partners and donors

## National Ivory and Rhino Action Plan of Mozambique 2020-2022

Pillar	Action	Baselines (B) and Indicators (I)	Milestones	Responsible national agency	Cost, funding availability and needs
	<p>4. Capacity Building</p> <p>a) Implementation of the ICCWC Indicator Framework (2 days moderated workshop)</p> <p>b) Capacity building on Scene of Crime Management for officials from ANAC/SERNIC.</p> <p>c) Capacity building for prosecutors (PGR) and investigators (ANAC and SERNIC)</p> <p>d) Capacity building for Judges to raise the awareness and knowledge of wildlife and forest crimes.</p> <p>e) Implementation of measures to prevent corruption and support institutional strengthening of wildlife authorities.</p> <p>f) Raising stakeholder's awareness on the nature of transnational organized crime affecting wildlife and forest resources.</p>	<p>B: Limited experience in wildlife crime counter techniques</p> <p>I: Well established capacity within national agencies responsible for addressing wildlife crime to respond to it.</p>	<p>a) M1: 06/2021 Workshop on the ICCWC Indicator Framework</p> <p>b) M2: 06/2021 Training activities and finalization of the ANAC Training guide for first responders' officers</p> <p>c) M3: between 09/2020 and 08/2021 depending on COVID-19 restrictions on gathering:</p> <ul style="list-style-type: none"> <li>- Implementation of activities as may be required to address any recommendations or findings resulting from Indicator Framework implementation.</li> <li>- Support PGR in convening Wildlife prosecutors meeting- stocktaking on Rapid Reference Manual implementation</li> <li>- At least 3 Rapid Reference Manual training for prosecutors and investigators conducted.</li> <li>- Financial investigations conducted on selected cases allocated to ANAC enforcement.</li> </ul> <p>d) M4: 12/2020</p> <ul style="list-style-type: none"> <li>- Finalization and launch of Bench Book with Mozambique Supreme Court lead</li> <li>- Training for Judges on Bench Book (could be postponed to take place on 2021 depending on COVID-19 restrictions and the coordination with the Supreme Court).</li> </ul> <p>e) M5: 12/2020 – 12/2021</p> <p>Implementation of corruption risk mitigation measures.</p> <p>f) Cross-cutting activity on all capacity building actions: Mainstreaming organized crime issues in capacity building activities</p>	<p>ANAC/PGR/PPRMNA/SERNIC/ IAT-DGA</p>	<p>Costs: Implemented by UNODC Mozambique office with different partners</p>

## National Ivory and Rhino Action Plan of Mozambique 2020-2022

Pillar	Action	Baselines (B) and indicators (I)	Milestones	Responsible national agency	Cost, funding availability and needs
	<p>5. Strengthening the collaboration with National Police of Mozambique (PRM) in countering wildlife trafficking</p> <p>a) MINT and the PRM General Command to issue a statement to the PRM Provincial Commands about the legitimacy, function and need for coordination, communication and collaboration with the ANAC Enforcement Unit and inspectors of the National Agency for Environmental Quality Control (AQUA).</p> <p>b) ANAC and AQUA to prepare a dossier of the applicable legislation as well as the laws that regulate the Protection, Conservation and Sustainable Use of Biological Diversity to be handed over to the provincial PRM commands through PRM General Command.</p> <p>c) Meetings to be promoted at the level of the provincial and district PRM commands to disseminate knowledge on the applicable legislation, institutions and mandates on wildlife crime.</p> <p>d) The process of formation of Joint Forces Units (ANAC, PRM, AQUA) based in the Conservation Areas to be initiated and implemented to act outside of these against environmental crime with the capacity for inter-provincial action, under the coordination and logistical support of ANAC.</p>	<p>B: PRM involvement in tackling wildlife trafficking needs to be strengthened</p> <p>I: PRM fully engaged in work to address wildlife trafficking and Joint Forces Units operational.</p>	<p>a) M1: 01/2021 Preparation of the Statement/Instructions MINT/PRM General Command</p> <p>M2: 02/2021 Statement/Instructions of MINT/PRM General Command delivered to PRM Provincial Commands</p> <p>b) M1: 02/2021 Meetings between ANAC/AQUA on the preparation of the legislative dossier</p> <p>M2: 03/2021 Legislative dossier handed over to PRM General Command for distribution</p> <p>c) M1: 07/2021 Meetings held at provincial and district level to disseminate the legislative dossier.</p> <p>d) M1: 01/2021 High level Meeting MINT/MTA/ANAC/PRM to initiate process to form Joint Forces Units (ANAC, PRM, AQUA)</p> <p>M2: 02/ 2021 Draft agreement shared between relevant institutions</p> <p>M3: 07/ 2021 Final agreement being for implemented</p>	MINT/MTA/ANAC/PRM/AQUA	<p>Indicative Costs: 300,000 US\$</p> <p>Funding to be secured: <input checked="" type="checkbox"/></p> <p>Request for technical and financial support will be submitted to relevant partners and donors</p> <p>Not applicable: <input type="checkbox"/></p>
	<p>6. Dehorning of Rhinos in GLC and LNP with the aim of discouraging their poaching.</p>	<p>B: No. of Dehorned rhinos in 2019</p> <p>I: Annual No. of dehorned rhinos.</p> <p>Annual No. of poaching attacks</p> <p>Annual No. of</p>	<p>M1: These is no date indicated because the number of dehorned rhinos is varying for year to year and cannot be disclosed for security reasons: the milestones for this action are equal to the number of dehorned rhinos conducted in the private concessions forming the GLC</p>	ANAC/MOZPARKS	<p>Indicative Costs: USD 10.000 per dehorned rhino</p> <p>Funding to be secured: <input checked="" type="checkbox"/> Request for technical and financial support will</p>



National Ivory and Rhino Action Plan of Mozambique 2020-2022

Pillar	Action	Baselines (B) and indicators (i)	Milestones	Responsible national agency	Cost, funding availability and needs
		dehorned rhinos lost	M2: 06/2021 Preliminary analyses of dehorning impacts on poaching trends.		be submitted to relevant partners and donors
	7. Rhinoceros monitoring at GLC using location devices.	B: i) There are no rhinos tagged at present ii) There are no Mozambican biologists and veterinarians that are capacitated and trained at present i: a) Number of Rhinos tagged at the end of the project b) Annual Number of Mozambican biologists and veterinarians are capacitated and trained	M1: 10/2020 Installation of complete SigFox base station on Sabie Game Park for monitoring and research M2: 05/2021 Rhino and predators tagging M3: 08/2021 Mozambican biologists and veterinarians are capacitated and trained;	ANAC / MOZPARKS	Costs: USD 150,000 of which USD 73,000 were secured to cover Milestone 1 and part of Milestone 2 Funding secured through: a) Dallas Safari Club Foundation (DCSF) b) BIOFUND/ BCI Bank  Funding for Milestone 3 needs to be secured (77,000 US\$).
International and regional enforcement collaboration	1. Continue the collaboration with South Africa on the implementation of the MOU on Biodiversity between Mozambique and South Africa	B: MZIZA Joint Management Committee (JMC) actions implemented i: Approved, updated Joint Operations Protocol (JOP) and Standard Operating Procedures (SOPs) in place and being implemented. Law enforcement personnel (Field and Section Rangers) in South Africa and Mozambique proficient in the	M1: 03/2021 Final Draft of updated Joint Operations Protocol (JOP) and Standard Operating Procedures (SOPs) ready for discussion between relevant national (MZIZA) agencies M2: 06/2021 Joint Operations Protocol (JOP) and Standard Operating Procedures (SOPs) approved by MZ and ZA. M3: 10/2021 Field training of law enforcement personnel in KNP, LNP and the GLC for implementation of the new JOP and associated SOPs	ANAC/South Africa Private Sector GLC/ Gov./	Costs: Implemented by several partners such as PPF, WCS, Khetha project (WWF), Resilient Waters, through a series of projects funded by several donors  Not applicable: <input checked="" type="checkbox"/>

## National Ivory and Rhino Action Plan of Mozambique 2020-2022

Pillar	Action	Baselines (B) and indicators (I)	Milestones	Responsible national agency	Cost, funding availability and needs
	2. Continue the implementation of the MOU with VIETNAM	updated procedures	<p>M1: 06/2021 Establish a framework and roadmap on requests for assistance in wildlife trafficking cases.</p> <p>M2: 06/2021 Transnational wildlife cases are listed and information and intelligence shared by parties</p> <p>M3: 12/2021 Scaled up collaboration reviewed and further measures for increased interaction considered and implemented</p>	ANAC	<p>Costs:</p> <p>Implemented by WCS through projects funded by United States of America and United Kingdom Governments.</p> <p>Not applicable: <input checked="" type="checkbox"/></p>
		<p>B: No records of requests for assistance on investigation of wildlife trafficking cases</p> <p>I: No. - of requests for assistance on investigation of wildlife trafficking cases received and processed.</p>			
	3. Continue the implementation of the MOU with Tanzania	<p>B: Existing Agreement between Mozambique and Tanzania</p> <p>I: No. of meetings held in 2021-2022 and joint or collaborative activities implemented as a result of this interaction.</p>	<p>M1: 12/2021 at least 2 meetings held at local level in 2021</p> <p>M2: At least one meeting held at National level in 2021</p> <p>M3: At least one cross border program implemented in 2021</p>	ANAC/ Governments of Niassa and Cabo Delgado Provinces	<p>Indicative Costs: 100,000 US\$</p> <p>Funding to be secured: <input checked="" type="checkbox"/></p> <p>Request for technical and financial support will be submitted to relevant partners and donors jointly with the TZ Gov.</p>
<p>B: There is no CBRNM Policy at the National Level.</p> <p>I: National CBRNM Policy and Implementation Strategy developed, approved and being implemented.</p>		<p>M1: 02/2021 Funding secured to develop a National CBRNM Policy and Implementation Strategy</p> <p>M2: 04/2021 First draft of the Policy and Implementation Strategy completed.</p> <p>M3: 05/2021 A series of participatory meetings are convened countrywide to discuss the CBRNM Policy and Implementation Strategy</p> <p>M4: 12/2021 CBRNM Policy and Implementation Strategy finalized and adopted by the Council of Ministers.</p>	ANAC/MTA	<p>Indicative Costs: 500,000 US\$</p> <p>Funding to be secured: <input checked="" type="checkbox"/></p> <p>Request for technical and financial support will be submitted to relevant partners and donors.</p>	
Outreach, public awareness and education	1. Develop and approve the Community Based Natural Resources Management (CBNRM) National Policy and Implementation Strategy	B: Communication	M1: 10/2020	ANAC	Costs:
	2. Implement a well-targeted and evidence-				

## National Ivory and Rhino Action Plan of Mozambique 2020-2022

Pillar	Action	Baselines (B) and indicators (I)	Milestones	Responsible national agency	Cost, funding availability and needs
	<p>based national communication campaign by engaging key audience groups and targeting the need to curb illegal trade in wildlife with emphasis on elephants and rhinos.</p>	<p>strategy developed with clear indicators and milestones</p> <p>I: National communication strategy fully implemented.</p>	<p>Radio programs on the Law of Conservation in Mozambique.</p> <p>M2: 06/2021 500 people participated in the Program of visits to Parks and Reserves</p> <p>M3: 09/2021 45 Billboards mounted nationwide</p> <p>M4: 12/2021 Road Show in buffer zones</p>		<p>Elaboration of the Strategy and Campaign "Poaching steals from all of us" 140.000 USD funded by USAID through WILDAID</p> <p>M1 to M4</p> <p>Indicative Cost: 400,000 US\$</p> <p>Funding to be secured <input checked="" type="checkbox"/></p> <p>Request for technical and financial support will be submitted to relevant partners and donors.</p>
<p><b>Reporting</b></p>	<p>1. Establish a formal Ivory and Rhino Horn Stockpile Management Programme, under the control of ANAC, with Standard Operating Procedures (SOPs) that detail the administrative chain of custody and the physical chain of custody for the country's ivory and rhino horn to be effectively executed and sustained at national, provincial and local levels, including the strengthening of storage facilities.</p>	<p>B: Inventory and audit of national ivory and rhino horn stockpiles available.</p> <p>I: Ivory and rhino horn stockpile management system in place, No. of storage facilities improved and 100% reporting to ETIS on ivory seizures</p>	<p>M1: 02/2021 Draft of SOPs ready for discussion between relevant national agencies</p> <p>M2: 04/2021 SOPs approved, distributed and implemented nationwide.</p> <p>M3: 07/2021 Training on the Ivory and Rhino Horn Stockpile Management System to relevant officers in selected Conservation Areas including MIKE/MIKES sites.</p> <p>M4: 08/2021 Stockpile Management Officer posted at ANAC HQ with approved Terms of References to a) maintain the Ivory and Rhino Horn stockpile and relevant Database and b) Functioning of the Ivory and Rhino Horn Stockpile Management System</p> <p>M5: 10/2021 Countrywide improvement of storage facilities as described in the ANAC report on Stockpile Management.</p>	<p>ANAC</p>	<p>Costs: Covered under the EU PROMOVE Biodiversidade project</p>

## National Ivory and Rhino Action Plan of Mozambique 2020-2022

Pillar	Action	Baselines (B) and indicators. (I)	Milestones	Responsible national agency	Cost, funding availability and needs
			M6: 10/2021 100 % reporting to ETIS on ivory seizures.		
	<p>2. Elephant Management</p> <p>a) Finalisation of the National Elephant Management and Action Plan including Regional Plans</p> <p>b) Conduct aerial surveys of elephant and other wildlife at least every 3/4 years.</p>	<p>B: a) No current Elephant Management Plan in force</p> <p>b) The 2018 Elephant and other wildlife aerial survey</p> <p>I:</p> <p>a) Updated Elephant Management Action Plan approved at Ministerial level and implemented nationally and regionally.</p> <p>b) Elephant and other wildlife aerial surveys carried out regularly</p>	<p>a)</p> <p>M1: 10/2020 Drafting team formed to revise and update the Action Plan and related Regional Plans.</p> <p>M2: 03/2021 Final draft of the Action Plan and related Regional Plans completed.</p> <p>M4: 06/2021 Action Plan and related Regional Plans finalized and approved at Ministerial level.</p> <p>b)</p> <p>M1: 03/2021 Preparation of the survey outline and request for funding for the designated survey areas</p> <p>M2: 8/2021 Funding Secured and tenders launched.</p> <p>M3: 07/2022 Surveys started.</p>	ANAC	<p>Indicative Costs: Funding to be secured: <input checked="" type="checkbox"/></p> <p>a) 150,000 US\$</p> <p>b) 1,500,000 US\$</p> <p>Request for technical and financial support will be submitted to relevant partners and donors.</p>

## National Ivory and Rhino Action Plan of Mozambique 2020-2022

### Abbreviations

ANAC – National Administration for Conservation Areas  
APCOC - Anti-Poaching Coordination and Operations Centre  
AQUA - National Agency for Environmental Quality Control  
AT – Autoridade Tributária - Direção Geral das Alfândegas (Tax Authority- Directorate of Customs)  
CITES - Convention on International Trade in Endangered Species of Wild Fauna and Flora  
GLC – Greater Lebombo Conservancy  
GLTFCA - Great Limpopo Trans-frontier Conservation Area  
KNP – Kruger National Park  
LNP – Limpopo National Park  
MINT - Ministry of Interior  
MTA - Ministério da Terra e Ambiente - Ministry of Land and Environment (formerly MITADER)  
MOZPARKS - MozParks Initiative  
MZ - Mozambique  
NIRAP - National Rhino and Ivory Action Plan  
PGR - Procuradoria General da Republica – Prosecutor General of the Republic  
PPF - Peace Parks Foundation  
PRM - Polícia da República de Moçambique (MZ Police)  
PPRNMA - Polícia de Proteção dos Recursos Naturais e Meio Ambiente (Environmental Police)  
SC –Standing Committee of CITES  
SENAMI - Serviço Nacional de Migração (National Immigration Service)  
SERNIC - Serviço Nacional de Investigação Criminal (National Criminal Investigation Service)  
TFCA – Trans-frontier Conservation Areas  
UNODC – United Nations Office on Drugs and Crime  
WCO - World Customs Organisation  
ZA – South Africa

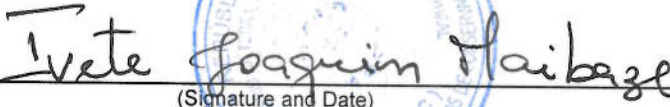
### Consultations with relevant actors

Due to COVID-19 restrictions face to face meetings have been extremely limited. Several agencies participated in the development of this NIRAP and a joint meeting (face to face and remote) was held on 18 August 2020 between ANAC and the following agencies: AQUA, AT-DGA, PGR, PPRNMA, PRM, SENAMI and SERNIC. The meeting endorsed the Draft NIRAP and agreed that its implementation should start as soon as the CITES Secretariat would have assessed its adequacy. On 21 August 2020, the CITES Secretariat sent a number of comments and suggestions on the Draft NIRAP and informed ANAC that once these comments and suggestions have been addressed the Secretariat would be able to accept the NIRAP as 'adequate'. This NIRAP addresses all the comments and suggestions received by the CITES Secretariat.

### NIRAP approval

This NIRAP is approved in accordance with the provisions of Step 2, paragraph a) 3. iii) of the *Guidelines to the National Ivory Action Plans Process*, contained in Annex 3 to Resolution Conf. 10.10 (Rev. CoP18) on *Trade in elephant specimens*, as adopted by the Conference of the Parties to the Convention on International Trade in Endangered Species of Wild Fauna and Flora, taking into consideration recommendation p) iii) A to C agreed by the CITES Standing Committee at SC70 (Summary Records page 33) , and the findings in the ETIS report prepared for CITES CoP18.

MINISTER OF LAND AND ENVIRONMENT

  
(Signature and Date)



## Annex 1 - Background Information on the actions of the NIRAP of Mozambique 2020-2022

Pillar	Action	Background information
<p><b>Legislation and regulations</b></p>	<p>1. Conduct a review of wildlife crime cases (Law 5/2017) before court to identify measures to improve successful prosecution rate, taking stock from the Rapid Reference Manual for investigators and prosecutors on wildlife crime.</p>	<p>A Rapid Reference Manual was developed with the support of USAID and UNODC to assist prosecutors in the investigation and prosecutions of wildlife crimes, including step-by-step guidance for the prosecution of 90 wildlife-related crimes. Distribution of the manual, along with training to 70 enforcement officials, resulted in a 26 percent increase in the number of wildlife crimes being prosecuted in Niassa, Gorongosa, and Limpopo conservation areas.</p> <p>There is a clear improvement on the conviction rate and the sentences. In the period 2015-2020 (after the entry into force of the 2014 law) more than 100 cases resulted in convictions. Overall in the country there were 541 cases in court with detention of 598 individuals of which 62% were convicted. Unfortunately, is still not possible to give more details of the convictions since this data is handled by the PGR and Courts. ANAC and PGR are working on a joint information system to allow for a better analysis of the prosecution and conviction rates.</p>
<p><b>National level enforcement and inter-agency collaboration</b></p>	<p>2. Analyse the immigration legislation of Mozambique to ascertain if penalties for violation of the current immigration legislation are adequate to punish illegal activities related to wildlife crime.</p>	<p>According to the 2016 ICCWC/UNODC Mission report to Mozambique there could be some gaps in the immigration legislation of Mozambique. This action aims at verifying the existence of any gaps that could facilitate illegal activities related to wildlife especially in view of the recent legislative reforms in the area of wildlife conservation.</p>
	<p>1. Consolidation of APCOC (Joint Unit (ANAC / PPRMNA for anti-poaching coordination) in the Greater Lebombo Conservancy, including: a) Establishment of APCOC-3 in the North of Gaza Province; and b) Establishment of APCOC 1 and 2 Headquarters in Magde-Capitine; c) Finalization and implementation of the GLC Security Plan and the KNP, LNP, GLC Joint Security Plan</p>	<p>APCOC stands for Anti-Poaching Coordination and Operations Centre. It is a joint tactical unit, established in 2018, to counter poaching inside and outside the private concessions – (Hunting concessions &amp; game farms) in the Greater Lebombo Conservancy (GLC), bordering Kruger National Park in South Africa, put in place by ANAC (National Administration of Conservation Areas and the environmental police (Polícia de Protecção dos Recursos Naturais e Meio Ambiente –PPRMNA). It is divided in 3 Units (North, Central and South GLC) of which 2 are operational. The GLC is incorporated into the adjoining Great Limpopo Transfrontier Conservation Area (GLTFCA). The GLTFCA straddles the borders of Mozambique, South Africa and Zimbabwe and consolidates almost 100 000km<sup>2</sup> of some of the most established wildlife areas in southern Africa. The area is crucial for Rhino conservation in Mozambique and South Africa and hosts important populations of other species such as Lion, Leopard, Elephant, Cheetah and Wild Dog. APCOC coordinates the activities with the management and protection of private concessions and supports their anti-poaching teams in law enforcement. APCOC is formed by ANAC staff, it has a field coordinator and selected elements of the police and enforce the law under the supervision of the local commander of the PPRMNA and Provincial Inspector of the Police and Director of Protection and Law Enforcement of ANAC. APCOC at present is temporarily housed in the facilities of the hunting concessions of Sabie Game Park and Massintoto in the GLC. From January to June 2020 APCOC reduced incursion by 66%, having registered 57 incursions, comparing with the same period of 2019 when a total of 110 incursions was registered. In the same period of 2020, APCOC arrested 11 suspects among poachers and elephant tusk traffickers, and seized 4 hunting rifles, 2 rhino horns, 1 vehicle and 1 motorbike.</p>

**Annex 1 - Background Information on the actions of the NIRAP of Mozambique 2020-2022**

Pillar	Action	Background information
	<p>2. Establishment of a Port Control Special Joint Unit at the Maputo Port and an Airport Control Special Joint Unit for Air-Cargo at the Maputo Airport as implementation of the UNODC/WCO Container Control Program and relevant training.</p>	<p>The Government of Mozambique officially approved in 2019 the "Maputo Roadmap" of UNODC engagement in the country for the years to come. The Roadmap focuses on specific areas of policy development and technical assistance related to the priorities of the Government of Mozambique in strengthening its criminal justice system, which are in line with the priorities set by the Southern African Development Community (SADC) and the UN Sustainable Development Goals. The Government of Norway has provided significant resources for the implementation of the RoadMap.</p> <p>Part of the "Maputo Roadmap" is devoted to the fight against wildlife crime and the Container Control Programme (CCP) is a joint initiative delivered by the United Nations Office on Drugs and Crime (UNODC) and the World Customs Organization (WCO) with a mission to assist countries in enhancing border and trade supply chain security by establishing dedicated multi-agency Port Control Units aiming at strengthening detection and interdiction efforts to target trafficking of wildlife and forest products</p> <p>UNODC and WCO have been developing training sessions in 2019 in Mozambique aimed at the establishment of a Port Control Special Joint Unit at the Maputo Port and an Airport Control Special Joint Unit for Air-Cargo at the Maputo Airport. 21 officers for the Port of Maputo PCU and 15 officers for the airport ACCU were trained.</p>
	<p>3. Intelligence-based prevention and action against trafficking in wildlife with emphasis on ivory and rhino horn in coordination with SERNIC.</p>	<p>In 2019, ANAC developed Counter trafficking intelligence driven operations. At national level 62 intelligence driven operations were carried out most against ivory and pangolin and Rhino horn. Of those 60 operations resulted in different wildlife specimen seizures. In 2019 Intelligence driven operations in the Rhino area (Maputo and Gaza provinces) resulted in 10 arrests, seizure of 16 weapons of high caliber (.375 and .458) 2 rhino horns and 120 kg of Ivory. Eight (8) traffickers were sentenced to 12-16 years in prison. In the first semester of 2020 there were 20 arrests (5 sentenced 15 to go to court) 15 high caliber rifles seized (.375), 4 rhino horns 2 tusks and 2 vehicles.</p> <p>ANAC is establishing with the support of WCS through funding from INL and GIZ a investigation unit in Maputo (4 personnel with 2 investigators) and in Nacala (2 with 1 investigator) to gather intelligence on international trafficking networks</p>
	<p>4. Capacity Building</p> <ul style="list-style-type: none"> <li>a) Implementation of the ICCWC Indicator Framework (2 days moderated workshop)</li> <li>b) Capacity building on Scene of Crime Management for officials from ANAC/SERNIC.</li> <li>c) Capacity building for prosecutors (PGR) and investigators (ANAC and SERNIC)</li> <li>d) Capacity building for Judges to raise the awareness and knowledge of wildlife and forest crimes.</li> <li>e) Implementation of measures to prevent corruption and support institutional strengthening of wildlife authorities.</li> <li>f) Raising stakeholder's awareness on the nature of transnational organized crime</li> </ul>	<p>Implemented by UNODC Office in Mozambique.</p> <p>See Action 2 under Pillar - National level enforcement action and inter-agency collaboration on the UNODC work in Mozambique</p>

Annex 1 - Background Information on the actions of the NIRAP of Mozambique 2020-2022

Pillar	Action	Background information
	<p>affecting wildlife and forest resources.</p> <p>5. Strengthening the collaboration with National Police of Mozambique in countering wildlife trafficking</p> <p>a) MINT and the PRM General Command to issue a statement/instruction to the PRM Provincial Commands about the legitimacy, function and need for coordination, communication and collaboration with the ANAC Enforcement Unit and inspectors of the National Agency for Environmental Quality Control (AQUA).</p> <p>b) ANAC and AQUA to prepare a dossier of the applicable legislation as well as the laws that regulate the Protection, Conservation and Sustainable Use of Biological Diversity to be handed over to the provincial PRM commands through PRM General Command.</p> <p>c) Meetings to be promoted at the level of the provincial and district PRM commands to disseminate knowledge on the applicable legislation, institutions and mandates on wildlife crime.</p> <p>d) The process of formation of Joint Forces Units (ANAC, PRM, AQUA) based in the Conservation Areas to be initiated and implemented to act outside of these against environmental crime with the capacity for inter-provincial action, under the coordination and logistical support of ANAC.</p> <p>6. Dehorning of Rhinos in GLC and LNP with the aim of discouraging their poaching.</p>	<p>This action is aimed at strengthening the collaboration of PRM with ANAC and AQUA at the national local and district level.</p> <p>Dehorning of rhinos present in Sabie Game Park, Greater Lebombo Conservancy (GLC), under a strict protocol approved by ANAC has been carried out in 2019. A data base is kept separately for the harvested horns.</p> <p>The activities related to the dehorning of rhinos are the following:</p> <ol style="list-style-type: none"> <li>1. Rhino location and identification in the GLC area;</li> <li>2. Preparation and positioning of the field team, veterinary team and helicopter.</li> <li>3. Anesthetize the selected rhinos.</li> <li>4. Check the rhino's well-being and cut safely the horns.</li> </ol>



## Annex 1 - Background Information on the actions of the NIRAP of Mozambique 2020-2022

Pillar	Action	Background information
		<p>5. Double-check the rhino's well-being after the operation.</p> <p>6. Constant and long-term tracking and monitoring of rhinos.</p> <p>The rhinos targeted by this action are in constant motion and tend to migrate frequently between Kruger National Park and the GLC. This factor can delay and impose more costs to the dehorning of rhinos, since it is difficult to predict when the rhinos will be in the GLC, and to have time to place the specialized veterinary team and the helicopter before the rhinos migrate again.</p> <p>The dehorning operations were carried out with the presence of the community leaders.</p> <p>Number of dehorned rhinos is not disclosed for security reasons but is significant. The action is continuing in 2020 and in subsequent years pending the availability of funds.</p> <p>The range of rhinos to be dehorned varies from 5 to 15 annually.</p>
	<p>7. Rhinoceros monitoring at GLC using location devices.</p>	<p>In recent years, thanks to the large numbers of Rhino in the South Kruger National Park and the crossing of individuals into the Greater Lebombo Conservancy, numbers have been growing in this area. While these game farms are privately owned and managed especially through safari hunting, the Rhino is a transboundary resource and its protection in Mozambique's responsibility the moment it crosses. A better knowledge of its movements, preferences and behavior will help its better management and protection. By monitoring Rhino movements and the environment preferences, it is expected that the resulting knowledge and creation of domestic capacity will then create the conditions for the better management and range expansion of the Rhino in Mozambique. Eventually, this could represent the beginning of the range expansion of the rhino population in Mozambique (to Banhine and Zinave NP and Maputo SR). This in turn could also be the stepping stone to monitor other vulnerable or endangered species in the area (Lion, Wild Dog, Cheetah, etc.) to increase their knowledge and potentially to increase their range.</p> <p>Numbers of Rhinos in Sabie Game Park and in the GLC are not disclosed for security reasons. At the end of the Project, trained Mozambicans are able to monitor and study behavior and ecological preferences of the Rhino population in the Greater Lebombo Conservancy (that spill over from South of Kruger NP) and are equipped with the right tools to support ANAC to analyze and expand the range of the Rhino population, in the vicinities of the <b>Greater Lebombo Conservancy (GLC)</b> or even the whole southern part of Mozambique (Zinave, Banhine, Maputo Special Reserve).</p>
<p><b>International and regional enforcement collaboration</b></p>	<p>1. Continue the collaboration with South Africa on the implementation of the MOU on Biodiversity between Mozambique and South Africa</p> <p>a) Revise the procedural and legislative framework for joint operations between South Africa and Mozambique</p> <p>b) Field training of law enforcement personnel in KNP, LNP and the GLC for implementation of the new Protocol and associated SOPs.</p> <p>2. Continue the implementation of the MOU with VIETNAM</p>	<p>The long-standing collaboration and coordination of anti-poaching efforts between South Africa and Mozambique continues to yield success, with regular vehicle and foot patrols, and tracked poacher incursions from Mozambique to Kruger National Park (South Africa).</p> <p>A clear indication of this strengthened collaboration is the trust built between the private concessionaires and security representatives from the GLC and KNP and ongoing information sharing that is leading to successful apprehensions and prevention of wildlife crime.</p> <p>The action aims also at improving the decline in incursions of rhino poaching from Mozambique to South Africa. Between 2018 and 2019, this area had 53 percent decline in incursions of rhino poachers, and lost 47 percent less rhinos.</p> <p>Operation meetings held at least once every 2 months between Limpopo National Park/ APCCOC, GLC and Kruger National Park.</p> <p>In 2017 Mozambique and Vietnam signed a Memorandum of Understanding to promote cooperation between the Parties in the field of wildlife trade, management, conservation, protection, and law enforcement, in compliance with CITES, and other relevant legislation and Conventions on the basis of equality and mutual benefit.</p>

## Annex 1 - Background Information on the actions of the NIRAP of Mozambique 2020-2022

Pillar	Action	Background Information
		<p>In 2018, the countries signed a Mutual Legal Assistance for investigation processes entailing variety of crimes including wildlife related crimes</p> <p>Recognizing the similarity of the subjects pertaining the MOU and MLA the countries assumed the need to operationalize those legal instruments. In 2019 the parties agreed to establish a proactive platform for implementation of the agreements by scheduling the first bilateral official meeting involving the following institutions: Attorney General, Wildlife Authorities, Custom and Police Department. A bilateral meeting headed to establish the communication mechanisms and liaison officials and identification of pending cases was first scheduled to take place in November 2019 then postponed to earlier 2020 and again cancelled due to outbreak of Covid-19.</p> <p>The implementation of the 2015 Agreement on the Coordinated Conservation and Management of the Selous-Niassa Ecosystem between Mozambique and the United Republic of Tanzania is progressing on an ad-hoc basis with excellent contacts and actions between the two countries</p>
<p><b>Outreach, public awareness and education</b></p>	<p>3. Continue the implementation of the MOU with Tanzania</p> <p>1. Develop and approve the Community Based Natural Resources Management (CBNRM) National Policy and Implementation Strategy</p> <p>2. Implement a well-targeted and evidence-based national communication campaign by engaging key audience groups and targeting the need to curb illegal trade in wildlife with emphasis on elephants and rhinos.</p>	<p>At the national level, there is a strong need to develop a complete national institutional framework on CBNRM based also on existing laws and regulations that lays out, inter alia, governance compliance criteria, with emphasis on substantially increased revenue retention by communities at the national level and capacity building systems to support communities in land delimitation, governance, economic development and NRM, with associated performance and NRM monitoring.</p> <p>Mozambique's National Administration for Conservation Area (ANAC), launched in March 2020 the 2020-2024 wildlife conservation communication strategy to raise awareness for the economic benefits that wildlife and nature tourism brings.</p> <p>Among the actions foreseen in the communication strategy the 5 main ones are the following:</p> <ul style="list-style-type: none"> <li>-Campaign "Poaching steals from all of us";</li> <li>-Production and placement of Billboards;</li> <li>-Program of visits to Protected areas;</li> <li>-Success stories of Rangers and Road Show in buffer zones;</li> <li>-Radio programs on the Conservation Law of Mozambique.</li> </ul>
<p><b>Reporting</b></p>	<p>1. Establish a formal Ivory and Rhino Horn Stockpile Management Programme, under the control of ANAC, with Standard Operating Procedures (SOPs) that detail the administrative chain of custody and the physical chain of custody for the country's ivory and rhino horn to be effectively executed and sustained at national, provincial and local levels, including the strengthening of storage facilities.</p>	<p>Following one of the priorities identified in the previous NIRAP and at the request of the National Administration of Conservation Areas (ANAC), the USAID SPEED+ program commissioned a detailed ivory and rhino horn stockpile audit and management report that was carried out in 2018. The stockpile audit provides ANAC with data on its stockpiles and details the present state of affairs on ivory and rhino horn inventory management, enabling the institution to take an evidence-based approach to securing its high-value wildlife products.</p> <p>Among the key findings identified by the report it is worth mentioning the lack of standard operating procedures (SOPs) for the handling, inventory accounting, management, and movement of ivory and rhino horn that contributes to Mozambique's struggle to combat the illegal trade of these wildlife products and the need to further secure its stockpiles from further theft and leakage</p>

## Annex 1 - Background Information on the actions of the NIRAP of Mozambique 2020-2022

Pillar	Action	Background information
	<p>2. Elephant Management</p> <p>a) Finalisation of the National Elephant Management and Action Plan including Regional Plans</p> <p>b) Conduct aerial surveys of elephant and other wildlife at least every 3/4 years.</p>	<p>In 2016, two workshops were held in Maputo to prepare a National Elephant Action Plan. Following those workshops and due to several constraints ANAC was not able to finalize the management action plan which is in need of major updates including the drafting of regional plans and the establishment of a proper implementation framework.</p> <p>The 2018 Aerial survey reported that while the overall estimate of <math>9114 \pm 33.8\%</math> is not greatly different from the 2014 estimate of 10 438 (Grossmann et al. 2014), it includes areas that were not covered by that survey. Comparison of identical survey areas show a highly significant decline in live animals, and a very highly significant increase in the numbers of carcasses. However, the 2014 survey has used a different methodology and the 2018 survey returned to pre-2014 methodology.</p> <p>Importantly the report of the 2018 survey recommended that to economize on the amount of work required within a narrow time window to cover the entire country, consideration could be given to surveying different regions in different years. This is feasible because little, if any, movement of elephants between regions takes place. It would also have the advantage of making surveys routine, rather than large efforts undertaken at long intervals. This would improve population trend analyses and provide more timeous information for management interventions.</p> <p>Moreover, a monitoring system through GPS collars is in place that serves several management objectives including the study of range and the prevention of Human-elephant conflict. At present 107 elephants are monitored in 6 areas mostly Parks and Reserves (Banhine National Park (1), Maputo province (8), Maputo Special Reserve (6), Limpopo National Park (16), Gorongosa National Park (24), Gilé National Park (3), Niassa Special Reserve (49)).</p>