



REPUBLIC OF MOZAMBIQUE

MINISTRY FOR THE COORDINATION OF ENVIRONMENTAL ACTION

**NATIONAL RHINO AND IVORY ACTION PLAN
(NIRAP)
2015 – 2016**

Date, 02 January 2015



Abbreviation

ANAC – National administration For Conservation Agency

MICOA – Ministry of Environmental affairs

DNTF – Land and Forest National Directorate

LNP – Limpopo National Park

NNR – Niassa National Reserve

QNP – Quirimbas National Park

NIRAP - National Rhino and Ivory Action Plan Mozambique

SC - Standing Committee of CITES

MZ- Mozambique

AFD – France Development Agency

TFCA – Transfrontier Conservation Areas (Mozambique/Tanzania)

1. INTRODUCTION

Standing Committee of CITES (SC) met in Geneva from 7 to 11 July 2014, assessed the implementation status of CITES decisions taken at CoP 16, (Bangkok, 2013) on the rhino and elephant. The SC identified Mozambique as one of eight countries of concern in relation to illegal trade of Rhino and Elephant products. On this regard the SC recommended Mozambique the following:

About Elephant - The need to prepare detailed National Ivory Action Plan and submit to the CITES Secretariat by 31 October 2014. The Plan should include indicators for impact measures (poaching level of elephant seized tips, penalties applied, among other measures)

About Rhino - the need to prepare detailed Rhino National Action Plan submit to CITES Secretariat by date 31 October 2014 and, take urgent measures to implement the action plan.

In response of these recommendations Mozambique developed simultaneously and in a single document the two action plans called National Rhino and Ivory Action Plan (NIRAP). This document was developed with the generous assistance of consultants appointed by the CITES Secretariat and with the participation of all Mozambican Government Agencies that are part of the National Task Force for the protection of natural resources

2. PROBLEM

Mozambique is identified as country of secondary concern.

Preliminary results of elephant survey show worrying decline of Mozambique's elephant population.

Seizures in country and abroad show that Mozambique is important source country for ivory and transit country for ivory and rhino horn

Problem is taken serious by the Government who already took the following important actions:

- Revision of the *Criminal Code of Mozambique* which also includes the strengthening of heavy penalties for environmental damage, including poaching that establishes from 8 to 12 years in prison. This Criminal Code is harmonized with conservation law;
- Approval of the Law of Conservation Areas, with regard to offenses and penalties include prison of offenders and hard penalties;
- Approval of National Program for Protection of Natural Resources and Environment and creation of Task Force, involving the following Government agencies - Agriculture, Tourism, Defence, Interior, Mineral Resources, Finance, Coordination of Environmental Affairs and Fisheries. The program and Task Force analyse the state of dilapidation of the country's natural resources, and proposes measures to combat the illegal exploitation of natural resources for the period 2015-2019, and;
- On-going revision of the regulation on implementation of CITES to reinforce international trafficking of wild life and forest products ;

In line with recommendation by SC65, Mozambique developed these NRIAP.

3. PROCESS TO DEVELOP THE NIRAP

Development of this NIRAP had as a basis technical meetings to fill up a questionnaire on capacity assessment of status of Ivory and rhino conservation in Mozambique. The several meetings were organized by Ministry of Coordination and Environmental Affairs (MICOA). The questionnaire was based on 6 pillars indicated on 6 of this NIRAP.

The process had the supervision of international consultant appointed by the CITES with the collaboration and participation of relevant government agencies. We had one mission of consultant from CITES Secretariat.

The first draft is submitted to the Secretariat of the CITES Convention after discussion with the Task Force at technical level. It is scheduled more meetings for this January 2015 with the Task Force and donor to discuss the final document and development partners to mobilize funds for its implementation.

The final NIRAP will be submitted for approval of the Council of Ministers by April 2015, followed official submission to CITES Secretariat.

4. IMPLEMENTATION OF THE NIRAP

Implementation of NIRAP collective effort of different Government Services in charge of different activities (Ministry for Coordination of Environmental Affairs, Ministry of Agriculture, Ministry of Tourism, Ministry of Mineral Resources, Ministry of Justice, Interior Ministry, Ministry of National Defense , Ministry of fishing and Customs), in cooperation with different technical partners.

The coordination of NIRAP will be through Ministerial Task force and technical ad hoc committee of focal points including different agencies and partners under chair MICOA (NIRAP Focal Point).

Taskforce will meet once per trimester to track implementation, technical ad hoc committee one every month

MICOA will coordinate reporting to CITES Secretariat.

5. OBJECTIVE OF THE NIRAP

Step up the existing efforts to control the illegal rhino horn and ivory trade as well as elephant poaching in Mozambique though enhanced cooperation between different Government Agencies, increased cooperation with neighbouring countries and with the support of conservation partners.

6. COMPONENTS OF THE NIRAP

The NRIAP in constructed around the following 6 strategic pillars:

- A. Legislation: improving the legal instruments to combat wildlife crime.
- B. Prosecution: ensuring that the legal instruments are implemented effectively by the judiciary to curb wildlife crime.
- C. Intelligence and investigations: developing intelligence capacity to improve law enforcement.
- D. National and international wildlife crime cooperation: improve national and regional cooperation and improve law enforcement at border points.

- E. Law enforcement operations: step up law enforcement in the key areas for elephant and rhino conservation and address the issue of illegal domestic markets.
- F. Communication and awareness raising: raise awareness of the different stakeholder through a targeted communication campaign.

The detailed activities developed under these strategic pillars are detailed in the table below.

National Rhino and Ivory Action Plan for Mozambique

Lead Agency responsible for overseeing the Development and Implementation of the Action Plan, and for providing feedback to the Secretariat: MICOA

Table 1: Priority Actions to be undertaken

Law Enforcement Pillar	Priority Actions	Responsible national agency	Milestones			
			By 30Apr 2015	By 31 October 2015	By 30 April 2016	By 31 October 2016
A. LEGISLATION	A1. Finalize and secure approval of the regulations of the new conservation Law	<u>ANAC</u>	Final draft submitted	Approval by Council of Ministers	Implementation	Implementation
	A.2. Finalize and secure approval of the revised regulations on the application of CITES provisions in Mozambique	MICOA	Final draft submitted	Approval by Council of Ministers	Implementation	Implementation
	A3. Exchange experiences with other SADC countries in implementation process of the new conservation law, which is based on SADC recommendations	ANAC			Review impact new law in Mozambique	Exchange experience with other SADC countries
B. PROSECUTION	B1. Hold regional meetings for Judiciary officers in order to disseminate the information regarding the new Law of Conservation areas (specifically in terms of penalties), new CITES regulations and revised penal code (which introduce wildlife and other Environmental crimes and assets seizure)	General Prosecutor MICOA, ANAC		3 meetings held in north, south and central MZ	Evaluate implementation	Evaluate implementation
	B2. Raise awareness about linkage between wildlife crime and organized crime and the need to apply all relevant criminal legislation	General Prosecutor MICOA	Meeting with General Prosecutor to discuss this	Integrate subject in meetings B1		Evaluate implementation
	B3. Point specific prosecutors to work on wildlife crime issues	General Prosecutor /MICOA	Meeting with General Prosecutor to discuss this	Appoint specialized prosecutors		

Law Enforcement Pillar	Priority Actions	Responsible national agency	Milestones			
			By 30Apr 2015	By 31 October 2015	By 30 April 2016	By 31 October 2016
	B.4. Issue an administrative circular by the President of the Supreme Court addressed to all courts, to point out the seriousness of the wildlife crime crisis, the international obligations of Mozambique to address this, and therefore the need for strict application of wildlife crime legislation and penalties	Supreme Court / MICO A	Meeting with Supreme court to discuss this	Issue circular		
	B5. Put in place a system for collecting information on follow up of wildlife crime cases (penalties being applied, success and failure of wildlife-related court cases, and key reasons for success/failure) in 3 pilot sites (Niassa, Limpopo, and Quirimbas) and review feasibility to extend to other sites	ANAC DNTF (funding from AFD)	Design the system (SMART) and secure financial resources	Implementation in 3 pilot sites	Review implementation	Review feasibility to extend to other sites
	B6. Organise wildlife crime training programmes for prosecutors and judiciary	Ministry of Agriculture Tourism Interior		1 training session	1 training session	1 training session
	B.6 Establish a national data base about seized elephant and Rhino products and poachers apprehended and improve reporting to ETIS / CITES Secretariat	MICOA, MINAG MITUR, Prosecutors, Customs (consultant)		Database developed	Database in place	
c. INTELLIGENCE & INVESTIGATIONS	C1. Task the new environmental police in cooperation with National Intelligence Agency to develop and implement an action plan with deadlines and benchmarks on how to conduct wildlife crime investigations and intelligence operations, in cooperation with other wildlife agencies, focussed on 3 pilot sites (Limpopo, Niassa and Quirimbas)	Ministry of Interior DNTF ANAC	Pilot project in Limpopo started	Pilot project in Niassa and Quirimbas started	Evaluation feasibility to extend nationwide	
	C.2 Appoint a focal point in Ministry of Interior with responsibility for the further development of	Ministry of Interior	Focal point designated			

Law Enforcement Pillar	Priority Actions	Responsible national agency	Milestones			
			By 30Apr 2015	By 31 October 2015	By 30 April 2016	By 31 October 2016
	Mozambique's wildlife crime investigations and intelligence capacity	ANAC DNTF				
	C.3. Based on the experience of the pilot projects Develop a framework for wildlife crime intelligence and investigations, detailing the roles and responsibilities of Ministry of Interior, National Intelligence, ANAC, MICOA and other collaborating agencies, and specific capacity requirements	Ministry of Interior , ANAC , DNTF and MICOA			Framework developed	
	C4. Implement wildlife crime and intelligence operations nationally according to framework and based on experience in the 3 pilot sites, with additional technical and financial assistance	Ministry of Interior DNTF ANAC				National implementation
	C5. Seek and secure additional financial and technical assistance to support the implementation of wildlife crime investigations and intelligence operations	MICOA/ Chissano Foundation, others?	Funding Limpopo secured	Funding Niassa, Quirimbas secured		Funding national roll out
	C7. Carry out an independent audit of Mozambique's current systems for the storage and management and security of confiscated wildlife products, and identify key needs and opportunities for improved management and security and implement its recommendations	MICOA, DNTF and ANAC	Identify independent auditor with CITES secretariat	Implement the audit	Implement audit recommendations	
	C.8. Train staff from law enforcement agencies on intelligence and and investigation techniques in wildlife crime issues in cooperation with ? (Interpol, UNODC, Traffic)	MICOA, Customs, Ministry of Interior, DNTF and ANAC		1 training session		1 training session
D. NATIONAL & INTERNATIONAL	D1. Develop/review the roles and responsibilities, terms of reference and meeting arrangements for the inter-ministerial task force, designed to streamline and enhance effectiveness of task force operations	Ministry of Interior	Terms of reference developed			

Law Enforcement Pillar	Priority Actions	Responsible national agency	Milestones			
			By 30Apr 2015	By 31 October 2015	By 30 April 2016	By 31 October 2016
COOPERATION TO COMBAT WILDLIFE CRIME	D1. Agree on concrete actions (including timelines and benchmarks) with Customs and Ports authorities for strengthening capacity for combatting wildlife trafficking at ports, (priority for Pemba and Maputo ports, land border with Tanzania and South Africa and Maputo, Pemba and Nacala International airport) including additional training of ports officers (Custom, Agriculture and Police)	Mozambique Customs/MICOA / Interior	Meeting with Customs and Min Interior to discuss concrete actions	Priority actions agreed and approved	Implementation	Implementation
	D3. Implement additional training with regard detection of wildlife contraband and CITES requirements	Customs /MICOA / Interior / DNTF/ANAC	Rapid intensive training programme defined in cooperation with partners	Implement rapid training programme in all ports and airports	Repeat and extend	Repeat and extend
	D4. Develop and implement a plan to improve methodologies for detecting wildlife contraband at ports and transit points, with external technical and financial assistance as necessary, including use of sniffer dogs in cooperation with Traffic	Customs, Interior and other stakeholders	Plan developed with list of priority implementation borders/ports	Implementation in 6 priority spots (Maputo port and ap, , Pemba port and ap, Nakala port and ap).	Implementation in 2 priority spots (Beira port and ap, Tete airport).	
	D4. Seek and secure funding from the Treasury and external partners for enhancing training, port-level equipment and materials for detecting wildlife contraband	DNTF Customs ,		Funding mobilized from national and international sources for activities D2, 3, 4		
	D5. Finalize and implement the Transboundary Cooperation Agreement with Tanzania to strengthen	Interior, DNTF,	Agreement signed	Implementation	Implementation	Implementation

Law Enforcement Pillar	Priority Actions	Responsible national agency	Milestones			
			By 30Apr 2015	By 31 October 2015	By 30 April 2016	By 31 October 2016
	law enforcement in the Selous / Niassa ecological landscape.	ANAC and MICOA				
	D6. Following the “cooperation Agreement on the Joint Protection and Management of the Rhino and Elephant populations in the Great Limpopo Transfrontier Park and the MoU for increased bilateral cooperation with South Africa, finalize and implement the joint action	ANAC, MICOA, Interior,	Action plan finalized and approved at ministerial level	Implementation	Implementation	Implementation
E. LAW ENFORCEMENT OPERATION S	E1. In cooperation with government and NGO partners, law enforcement experts and other stakeholders, identify urgent measures and strategies to strengthen law enforcement operations in critical sites within available resources.	Ministry of Tourism, ANAC , DNTF In cooperation with partners		Identification the urgent measures and actions	Implementation	implementation
	E2.Resettlement of villages in LNP	ANAC	Started			1100 communities resettled
	E3.Establishment of formal intelligence structure in Limpop National Park	LNL	started	Implementation	Implementation	Implementation
	<i>E4.Implementation of sniffer dog capacity in LNP</i>	LNP		Implementation	Implementation	Implementation
	<i>E5.Improvement of ranger communication in LNP</i>	LNP	stated	Implementation	Implementation	Implementation
	E6.Establish collaborative platform, memorandum of understanding and joint action plan with <i>Game farm operators</i> to combat cross-border poaching along the Kruger National Park and Limpopo National Park	ANAC	started	Sign of memorandum	Implementation	Implementation

Law Enforcement Pillar	Priority Actions	Responsible national agency	Milestones			
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	E7.Establish collaborative platform, memorandum of understanding and joint action plan with the Republic of Tanzania to combat cross-border poaching along the Rovuma	NNR QNP	started		Sign memorandum of TFCA Mozambique and Tanzania	
	E8.Increase number of aerial patrols and data collection and analyses in Niassa and Quirimbas	NNR, QNP		Evaluation of process		Evaluation of effectiveness
	E9.Develop and implement Management plan for Magoe National Park (Tchuma Tchato Area)	ANAC	Started	Approval the management plan by the Minister	Implementation	Implementation
	E10.Design and implement action plan for patrol and data collation and analyses for Mágoe (Thcuma Tchato area)	ANAC		Design action plan	Implementation	Evaluation
	E11. Implement improved law enforcement monitoring by the introduction of SMART in 3 pilot areas (Limpopo, Niassa, Quirambas)	ANAC in cooperation with partners	Niassa Limpopo,	Quirimbas		Evaluation and review of feasibility to all other sites
	E12. Seek and secure additional financial, technical	MICOA		Additional		

Law Enforcement Pillar	Priority Actions	Responsible national agency	Milestones			
			By 30Apr 2015	By 31 October 2015	By 30 April 2016	By 31 October 2016
	and material support from partners to strengthen law enforcement capacity at key sites for elephant and rhino protection	ANAC and partners		resources mobilized for key sites		
	E13.Crack down on the illegal domestic market of ivory by targeted intelligence and law enforcement operations to uncover the supply lines as well as key buyers	Ministry of interior, Ministry of Agriculture , Ministry of Culture MICOA	Establish plan for crackdown operation with involved services	Operation to crack down on all known markets / shops where ivory on sale	Repeat operation	Repeat operation

F. Awareness raising and Communication	G. 1. Develop of communication plan to raise public awareness addressing various audiences (general public, tourists, foreign nationals, parliamentarians)	MICOA with support from Traffic and private sector	Communication plan developed			
	G.2. implement the communication plan through pamphlets, community radios ,theatres and medias	MICOA with support from Traffic and private sector		Implementation	Implementation	Implementation

Table 2: Indicators to Monitor Impacts of the Priority Actions

Law Enforcement Pillar	Proposed indicator(s)	Baseline data and means of verification
A. LEGISLATION	<ul style="list-style-type: none"> - <i>Regulations new conservation law and CITES enacted</i> 	Reports
B. PROSECUTION	<ul style="list-style-type: none"> - Increased % of wildlife crime cases leading to effective penalties based on new regulations - Number of seizures and poachers apprehended 	Reports and Judgements
C. INTELLIGENCE AND INVESTIGATIONS	<ul style="list-style-type: none"> - Intelligence and investigations effectively contributing to addressing poaching in 3 sites - Recommendations audit stockpiles implemented 	Reports
D. NATIONAL & INTERNATIONAL COOPERATION TO COMBAT WILDLIFE CRIME	<ul style="list-style-type: none"> - Memorandum of Understanding between Mozambique and South Africa and Tanzania signed and/ou implemented 	Documents of Memorandum available
E. LAW ENFORCEMENT OPERATIONS	<ul style="list-style-type: none"> - Decreasing the level of Poaching and ivory trade - Number of animal population increasing 	Numbers of Offences decreased

F. COMMUNICATION AND AWARENESS RAISING	- Production and distribution of educative material	Decrease the number of Mozambicans evolved In poaching wild life trafficking
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