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**Guidance and template for the development of a National Ivory Action Plan**

**1. Guidance for the development of a National Ivory Action Plan**

In order to facilitate the implementation by Parties of Resolution Conf. 10.10 (Rev. CoP17) on *Trade in elephant specimens,* the Conference of the Parties has directed the Standing Committee to make targeted recommendations as appropriate, which may include requesting identified Parties to develop and implement a National Ivory Action Plan (NIAP) in accordance with the *Guidelines to the National Ivory Action Plans Process*, contained in Annex 3 of the same Resolution.

Step 2 paragraph a) of the *Guidelines* provides that, where the Standing Committee has requested a Party to participate in the NIAP Process, the Party concerned shall develop an ‘adequate’ NIAP, defined as a NIAP that:

1. Addresses the specific issues (or gaps) identified in Step 1 of the *Guidelines to the National Ivory Action Plans Process*;
2. Is structured along the following five pillars, as required:
3. Legislation and regulations;
4. National level enforcement action and inter-agency collaboration;
5. International and regional enforcement collaboration;
6. Outreach, public awareness and education;
7. Reporting;
8. Has the following characteristics:
9. Clearly outlines the actions to be implemented;
10. Is time-bound and clearly outlines the timeframe for implementation of each action;
11. Is approved at a level that represents national commitment;
12. Is developed through a consultative and participatory process and involves all relevant actors in a country (depending on the specific matter and as determined by each Party according to its national circumstances);
13. Indicates the costs and funding needs, as well as availability of such funds, as appropriate; and
14. Includes performance indicators and targets directly related to the actions required and which measure the impacts of the actions in the NIAPs; such as through data on elephant poaching levels; number of ivory seizures; successful prosecutions; progress on paragraph 6. d) under *Regarding trade in elephant specimens* of Resolution Conf. 10.10 (Rev. CoP17); changes to legislation; and any relevant indicators from the *ICCWC Indicator Framework for Combating Wildlife and Forest Crime*.
15. Is developed in accordance with the template provided by the Secretariat; and
16. Whose measures are proportional to the problems they are intended to solve.

In accordance with Step 2 paragraph b) of the Guidelines, Parties should submit a NIAP, to the Secretariat within a period of 120 days from the time the Standing Committee requested the concerned Party to develop a NIAP.

Step 3 of the *Guidelines* on the *Assessment of the adequacy of a NIAP* provides that:

1. Upon the development of a NIAP by a Party, the Secretariat will, in consultation with experts, if needed, assess the adequacy of the NIAP;
2. If revisions to a NIAP are required, a Party should submit these within a period of 60 days from the time the Secretariat requested the concerned Party to revise its NIAP.
3. The Secretariat will accept the Plan and the Party will approve its plan.

**2. National Ivory Action Plan (NIAP) Template**

The National Ivory Action Plan (NIAP) template to be used by Parties requested by the Standing Committee to develop a NIAP is provided in Annex 1 to the present document. The template was developed by the Secretariat in accordance with the provisions of Decision 17.77.

Annex 2 to the present document contains a limited number of fictive examples prepared by the Secretariat to illustrate the guidance. Parties are encouraged to consult NIAPs available on the NIAP webpage[[1]](#footnote-1) maintained by the CITES Secretariat for examples of types of measures and activities that could be considered for inclusion in the actions column of the NIAP template, as appropriate. The *ICCWC Indicator Framework for wildlife and forest crime*[[2]](#footnote-2) could also be of assistance in this regard.

The NIAP is essentially a short-term plan used by identified Parties to address high levels of elephant poaching and illicit ivory trafficking. Ownership of the NIAP document belongs to the Party concerned. The Party is accountable for the implementation of all the actions, timelines and commitments contained in the plan. Parties concerned are encouraged to focus the NIAP on high priority short to medium-term actions that can be implemented by the national agencies responsible for wildlife law enforcement and other relevant agencies within existing means and without depending on significant additional external assistance.

To ensure that the NIAP is ‘adequate’, each Party concerned should follow the guidance provided in Step 2, paragraph a) of the *Guidelines to the National Ivory Action Plans Process.*

Explanations of the terminology used in the template are provided in the table below.

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| **Terminology in the NIAP template** | **Explanation** |
| **Pillar** | The template sets out all five pillars according to which a NIAP should be structured. The pillars which an identified Party will have to address may vary according to how the Party is affected by illegal trade in ivory and how the Party already addresses illegal trade in ivory. If a Party deems that there is no need to address a certain pillar, there is no need to develop actions for this pillar. However, the Party should explain why it believes that this need does not exist. It should be noted that it is essential that the NIAP addresses specific issues or gaps identified in, for example, the Elephant Trade Information System (ETIS) report prepared for the Conference of the Parties or otherwise, as it affects the Party. |
| **Action** | Parties should within each pillar identify measures or activities to be implemented to address illegal trade in ivory. |
| **Baselines and Indicators** | Baselines provide the value of a performance indicator before the implementation of identified measures or activities, i.e. they provide an indication of the *status quo* of an action.  Indicators are useful for analysing progress towards the NIAP’s objectives, i.e. to measure whether or not an action has been achieved.  Parties are invited to consult the *ICCWC Indicator Framework for wildlife and forest crime*, as appropriate, for examples of types of indicators that could be considered. |
| **Milestones** | Milestones are the significant achievements that are needed within an identified timeframe to deliver the overall action. In the template provided, it is suggested that Parties provide several milestones for each action, with the last milestone aligning with the completion of the action. Realistic dates (month and year) should be set for the implementation of each measure or activity outlined in the NIAP action column. |
| **Responsible national agency** | The national agency that will lead on and take responsibility for the implementation of the action. Where appropriate, this can be more than one agency. |
| **Cost, funding availability and needs** | The estimated cost for implementation of each NIAP action and if the required funding is available or not. While the NIAPs process is based on the assumption that Parties implement actions within existing means, in cases where there is a funding need, this should be clearly indicated by ticking the box provided in the relevant column, and briefly explaining the need. |
| **Consultations with and participation of relevant actors** | Combating illegal trade in ivory often requires collaboration between different actors within a Party. It is therefore crucial to the success of the NIAP that all relevant actors are being consulted, that they take ownership of their role in the NIAP, and that they actively participate in the development and implementation of the NIAP. Parties should clearly indicate the actors who were involved in developing the NIAP, and how they were involved, for example by convening a national multi-agency meeting, etc. |
| **NIAP approval** | Before submitting the final NIAP to the Secretariat, it should be signed off at an appropriate level. This should reflect the national commitment to the implementation of the NIAP, and should ideally be done at ministerial level. |

**3. NIAP development stages**

Each Party concerned is encouraged to develop its NIAP in the following stages:

**Stage 1: Identify and agree the measures and activities to be implemented**

Using the template provided and as comprehensively as possible, Parties should fill in the measures and activities proposed to be included in the NIAP to combat illegal ivory trade, in the action column against the different pillars. Rows should be added or deleted as necessary.

Parties should convene a meeting of all relevant national agencies to discuss and review the proposed measures and activities. In this stage, the different actors should work to collectively identify and agree the measures and activities to be implemented, including by adding additional actions as necessary, or by eliminating any proposed actions considered not to be feasible.

**Stage 2: Set goals and milestones**

Once the measures and activities are agreed and listed, Parties should identify a baseline and indicator for each that will enable progress with implementation being measured, and to determine when it has been achieved or the impact it had. Parties should consider if the baseline data are available for the proposed indicator or if it is possible to gather the necessary data to monitor progress on the proposed indicators. Parties may wish to seek assistance from other concerned agencies or specialists in the identification of baselines and indicators, as this may require specialist knowledge.

Parties should identify ‘milestones’ by agreeing realistic dates for the completion of tasks or actions associated with the implementation of each measure and activity. As shown in the template, it is suggested that Parties provide several milestones for each measure and activity, with the final milestone aligning with its completion.

**Stage 3: Agree responsibilities and funding**

Parties should agree the national agency that will take responsibility to oversee the implementation of each measure and activity, and enter the name of this agency in the relevant column.

Estimated costs associated with the implementation of each action should be determined, and if any, it should be indicated if the required funding is available or not. If no funding is required to implement the action, Parties should indicate “Not Applicable”. Parties are reminded that NIAPs should primarily focus on high priority short to medium-term actions that can be implemented by the national agencies responsible for wildlife law enforcement and other concerned agencies within existing means and without depending on significant additional external assistance.

**Stage 4: Approval and submission**

Parties should take the necessary steps for the NIAP to be approved in accordance with the provisions of Step 2, paragraph a) 3. iii) of the *Guidelines to the National Ivory Action Plans Process*. It is recommended that such approval should be at ministerial level.

Upon approval, the NIAP should be submitted to the Secretariat. Parties are reminded that the NIAP should, in accordance with Step 2, paragraph b) of the *Guidelines to the National Ivory Action Plans Process*, be submitted to the Secretariat within a period of 120 days from the time the Standing Committee requested the concerned Party to develop a NIAP.

**Stage 5: Assessment of adequacy**

The Secretariat will inform the Party if the NIAP is ‘adequate’. The Secretariat will make the NIAP publicly available on the CITES website in line with the provisions of Decision 17.79. **Parties are reminded not to include confidential or sensitive operational information on any enforcement actions in the public version of the NIAP, but to share such information with the Secretariat, as may be needed, in a separate document.**

**Stage 6: NIAP revision**

This stage only applies to Parties for which the Secretariat determines that the NIAP submitted is NOT ‘adequate’. In this case, the Secretariat will inform the Party that the NIAP is not ‘adequate’, and provide recommendations to the Party on the amendments required. The Party should then revise its NIAP in accordance with the provisions of Step 3, paragraph b) of the *Guidelines to the National Ivory Action Plans Process*, and submit the revised NIAP to the Secretariat within a period of 60 days from the time the Secretariat requested the concerned Party to revise its NIAP. If subsequently the NIAP is ‘adequate’, the process outlined in Step 5 above will apply.

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| **Timeline for developing a NIAP** | |
| **Stages 1- 4** | 120 days from date of request to develop a NIAP by Standing Committee |
| **Stage 5** | Secretariat assesses whether NIAP is ‘adequate’ |
| **Stage 6** | 60 days from date the Secretariat provided feedback |

**If you need any further clarification or advice on the process for developing the NIAP or its contents, do not hesitate to contact the CITES Secretariat. Please send any correspondence in this regard to** [**Johannes.Stahl@cites.org**](mailto:Johannes.Stahl@cites.org)**, with a copy to** [**info@cites.org**](mailto:info@cites.org)

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| **Pillar** | **Action**  (Add or delete rows as necessary) | **Baselines (B) and indicators (I)**  (for each action) | **Milestones**  (Indicate milestones (M) in month and year) | **Responsible national agency**  (for each action) | **Cost, funding availability and needs**  (for each action) |
| **Legislation and regulations** | 1. | B: | M1:  M2:  M3:  M4: |  | Costs:  Funding to be secured: 🞏  Not applicable: 🞎 |
| I: |
| 2. | B: | M1:  M2:  M3:  M4: |  | Costs:  Funding to be secured: 🞏  Not applicable: 🞎 |
| I: |
| 3. | B: | M1:  M2:  M3:  M4: |  | Costs:  Funding to be secured: 🞏  Not applicable: 🞎 |
| I: |
| **National level enforcement action and inter-agency collaboration** | 1. | B: | M1:  M2:  M3:  M4: |  | Costs:  Funding to be secured: 🞏  Not applicable: 🞎 |
| I: |
| 2. | B: | M1:  M2:  M3:  M4: |  | Costs:  Funding to be secured: 🞏  Not applicable: 🞎 |
| I: |
| 3. | B: | M1:  M2:  M3:  M4: |  | Costs:  Funding to be secured: 🞏  Not applicable: 🞎 |
| I: |
| **International and regional enforcement collaboration** | 1. | B: | M1:  M2:  M3:  M4: |  | Costs:  Funding to be secured: 🞏  Not applicable: 🞎 |
| I: |
| 2. | B: | M1:  M2:  M3:  M4: |  | Costs:  Funding to be secured: 🞏  Not applicable: 🞎 |
| I: |
| 3. | B: | M1:  M2:  M3:  M4: |  | Costs:  Funding to be secured: 🞏  Not applicable: 🞎 |
| I: |
| **Outreach, public awareness and education** | 1. | B: | M1:  M2:  M3:  M4: |  | Costs:  Funding to be secured: 🞏  Not applicable: 🞎 |
| I: |
| 2. | B: | M1:  M2:  M3:  M4: |  | Costs:  Funding to be secured: 🞏  Not applicable: 🞎 |
| I: |
| 3. | B: | M1:  M2:  M3:  M4: |  | Costs:  Funding to be secured: 🞏  Not applicable: 🞎 |
| I: |
| **Reporting** | 1. | B: | M1:  M2:  M3:  M4: |  | Costs:  Funding to be secured: 🞏  Not applicable: 🞎 |
| I: |
| 2. | B: | M1:  M2:  M3:  M4: |  | Costs:  Funding to be secured: 🞏  Not applicable: 🞎 |
| I: |
| 3. | B: | M1:  M2:  M3:  M4: |  | Costs:  Funding to be secured: 🞏  Not applicable: 🞎 |
| I: |

**Consultations with relevant actors**

Briefly describe the consultative and participatory process followed to involve relevant authorities and actors in the development of this NIAP, including the details of any agencies and organisations that participated in the process. (*Expand section as needed*)

**NIAP approval**

This NIAP 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. CoP17) 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.

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(Title, Name and position)

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(Signature)

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| **Pillar** | **Action** | **Baselines (B) and indicators (I)** | **Milestones** | **Responsible national agency** | **Costs, funding availability and needs** |
| **Legislation and regulations** | 1. Revise the National Wildlife Act to deter ivory trafficking and illegal wildlife trade through strong penalties, including custodial sentences. | B: Penalty for ivory trafficking is an administrative fine not exceeding USD 500 or imprisonment for a period not exceeding 6 months. | M1: 08/2017  First draft of revised Act ready.  M2: 11/2017  Consultation with relevant stakeholders completed.  M3: 03/2018  Final draft of revised Act ready for approval.  M4: 06/2018  Revised legislation passed by parliament. | Ministry of Justice | Costs:  Funding to be secured: 🞏  Not applicable: ⌧ |
| I: Ivory trafficking is recognized as a serious crime and penalties align with the UN Convention against Transnational Organized Crime, i.e. at least four years imprisonment or a more serious penalty. |
| 2. Formulate new regulations to operationalize the revised Wildlife Act. | B: Existing regulations to be amended to operationalize revised National Wildlife Act. | M1: 08/2018  First draft of new regulations ready for review.  M2: 11/2018  Consultation with relevant stakeholders completed.  M3: 03/2019  Final draft of new regulations ready for approval.  M4: 06/2019  New regulations enter into force and are applied. | Ministry of Justice | Costs:  Funding to be secured: 🞏  Not applicable: ⌧ |
| I: Regulations in place and the revised Wildlife Act being implemented. |
| 3. Conduct a review of wildlife crime cases before court to identify measures to improve successful prosecution rate. | B: 25% of wildlife crime cases successfully prosecuted. | M1: 12/2017  Review completed.  M2: 04/2018  Consultations with all relevant stakeholders on the review results completed.  M3: 08/2018  Recommendations to address gaps and improve successful prosecution rate drafted.  M4: 12/2018  Recommendations to address gaps and improve successful prosecution rate agreed and being implemented. | Ministry of Justice | Costs:  Funding to be secured: 🞏  Not applicable: ⌧ |
| I: 50% of wildlife crime cases successfully prosecuted. |
| **National level enforcement action and inter-agency collaboration** | 1. Establish a formal collaboration mechanism to facilitate national inter-agency cooperation to combat wildlife crime, in particular ivory trafficking. | B: No mechanism to facilitate national inter-agency cooperation to combat wildlife crime is in place. | M1: 08/2017  Formal request for support to establish a National Environmental Security Task Force (NEST) submitted to INTERPOL.  M2: 01/2018  Subject to a positive reply from INTERPOL, first planning meeting bringing together national experts and decision makers arranged.  M3: 06/2018  A NEST including representatives from police, customs, wildlife and other specialized agencies is in place and operational. | Ministry of the Interior / National Police Force | Costs: USD 40,000  Funding needs: ⌧  Request for technical and financial support will be submitted to INTERPOL  Not applicable: 🞎 |
| I: Cooperation among agencies routinely occurs and is supported by a formal collaboration mechanism. |
| 2. Plan and initiate at least four joint national intelligence driven wildlife crime operations targeting places most affected by or used for wildlife crime, e.g. protected areas, border points or markets for wildlife specimens. | B: Places most affected by or used  for wildlife crime are rarely targeted through active or scaled-up law  enforcement presence. | M1: 08/2017  Meeting between relevant national agencies to identify places at national level that are most affected by or used  for wildlife crime and to plan operations as appropriate.  M2: 12/2017  At least two joint national operations initiated and completed.  M3: 06/2018  Four planned joint national operations initiated and completed. | Ministry of the Interior / National Police Force  National customs administration  Department of wildlife | Costs:  Funding to be secured: 🞏  Not applicable: ⌧  Will be delivered by scaling up national enforcement activities drawing upon existing national budgets of agencies involved as needed. |
| I: Law enforcement activities are strategically targeted towards the places at national level that are most affected by or used for wildlife crime. |
| 3. Develop country specific national level risk profiles and indicators to combat wildlife trafficking, in particular ivory trafficking. | B: No country specific risk profiles and indicators to combat wildlife crime and ivory trafficking exist. | M1: 09/2017  Formal request submitted to the World Customs Organization (WCO) to support the development of a set of national level risk profiles and indicators focusing on wildlife trafficking, in particular, illegal ivory trafficking.  M2: 03/2018  Draft set of national level risk profiles and indicators ready.  M3: 06/2018  National level risk profiles and indicators ready and used. | National customs administration | Costs:  Funding to be secured: 🞏  Not applicable: ⌧ |
| I: A set of country specific risk profiles and indicators to combat wildlife crime and ivory trafficking are in place and regularly updated as needed. |
| **International and regional enforcement collaboration** | 1. Strengthen collaboration with [country name] to address identified illegal trade route by initiating joint cross border operations. | B: No joint cross border operation with [country name] initiated to date. | M1: 10/2017  First meeting with [country name] to agree opportunities for joint action and initiate information and intelligence sharing completed.  M2: 03/2018  At least one joint cross border operation with [country name] initiated and completed.  M3: 12/2018  Both joint cross border operations with [country name] initiated and completed. | Ministry of the Interior / National Police Force | Costs: USD 50,000 per operation  Funding to be secured: ⌧  Request for technical and financial support will be submitted to ICCWC.  Not applicable: 🞎 |
| I: At least two joint cross border operations with [country name] initiated and completed by December 2018. |
| 2. Review mechanisms in place to support collaboration with countries of source, transit or destination to combat wildlife crime and, in particular, ivory trafficking, to ensure timely exchange of information and intelligence and promote follow-up investigations across the entire illegal trade chain. | B: Engagement in support of follow-up investigations in countries of source, transit or destination rarely occurs at international level. | M1: 11/2017  Engage with [name of organization/s] to initiate a review of national mechanisms in place to support collaboration with countries of source, transit or destination.  M2: 01/2018  Terms of reference for review completed.  M2: 02/2018  Final results of review available.  M3: 05/2018  Meeting between all relevant stakeholders to consider the results of the review and agree remedial measures.  M4: 08/2018  New mechanism to support collaboration with countries of source, transit or destination submitted for approval  M5: 02/2019  Revised mechanisms approved and being implemented. | Ministry of the Interior / National Police Force  National customs administration  Department of Wildlife | Costs: USD 20,000  Funding to be secured: ⌧  Request for technical and financial support will be submitted to ICCWC.  Not applicable: 🞏 |
| I: Engagement in support of follow-up investigations in countries of source, transit or destination routinely occur in cases of wildlife crime that involves criminal activities beyond national borders. |
| **Outreach, public awareness and education** | 1. Initiate research on demand for illegally traded ivory to identify the drivers and dynamics of the demand and to provide solid information for use in demand-reduction campaigns. | B: Information on the drivers and dynamics of demand for illegally trade ivory is largely unavailable. | M1: 10/2017  Engage with [name of organization / university] to develop terms of reference for research on demand for illegally traded ivory.  M2: 01/2018  Reach out to donors to secure funding for research.  M3: 04/2018  Conduct research, analyse results and formulate reduction campaign. | Department of Wildlife | Costs: USD 10,000  Funding to be secured: ⌧  An application will be made to [name of organization / university].  Not applicable: 🞎 |
| I: Good quality information is available and used for the design of targeted demand-reduction campaigns. |
| 2. Develop and implement a well-targeted and evidence-based national awareness raising campaign by engaging key consumer groups and targeting the motivations for the demand for illegally traded ivory, using specific messaging approaches and methods for target audiences. | B: National campaigns not evidence-based and delivered through specific messaging approaches and  methods for target audiences. | M1: 06/2018  Launch reduction campaign that includes an element of participation of the public.  M2: 12/2018  Analysis of activities and success of the campaign. | Department of Wildlife | Costs: USD 20,000  Funding to be secured: ⌧  An application will be made to [name of organization / university].  Not applicable: 🞎 |
| I: National campaigns developed and implemented on the basis of solid information allowing for the use of specific messaging approaches and  methods for target audiences. |
| **Reporting** | 1. Initiate a process to audit and complete an inventory of national ivory stockpiles using an appropriate inventory protocol, to facilitate reporting on ivory stockpiles in accordance with the provisions of Resolution Conf. 10.10 (Rev. CoP17) para. 6 e). | B: Comprehensive inventory of national ivory stockpiles not available. | M1: 08/2017  Engage with [name of organization] for support to audit and complete an inventory of national ivory stockpiles.  M2: 01/2018  Audit and inventory process completed.  M3: 02/2018  Report on ivory stockpiles to the CITES Secretariat submitted. |  | Costs: USD 5,000  Funding to be secured: ⌧  Application for technical support made to [name of organization]  Not applicable: 🞎 |
| I: Ivory stockpile inventory and management practices in place and reporting in accordance with the provisions of Resolution Conf. 10.10 (Rev. CoP17) para. 6 e) promptly done on an annual basis. |
| 2. Develop and put in place a mechanism to ensure prompt reporting of all ivory seizures to ETIS as required by Resolution Conf. 10.10 (Rev. CoP17), Annex 1, para. 4. | B: Between 2012 and 2017, 11 out of 26 seizures were reported to ETIS. | M1: 08/2017  Meeting between relevant national agencies to discuss the establishment of a national mechanism to record ivory seizures completed.  M2: 01/2018  Recommendations to establish a national mechanism to record ivory seizures drafted.  M3: 04/2018  National mechanism to record ivory seizures agreed and being implemented.  M3: 09/2018  All past and current ivory seizures reported to ETIS. |  | Costs:  Funding to be secured: 🞏  Not applicable: ⌧ |
| I: 100 % reporting to ETIS on ivory seizures. |

1. <https://cites.org/eng/niaps> [↑](#footnote-ref-1)
2. <https://cites.org/sites/default/files/eng/prog/iccwc/E-ICCWC-Ind-FW-Assessment_guidelines_and_template.pdf> [↑](#footnote-ref-2)