



LUSAKA AGREEMENT TASK FORCE

STRATEGIC PLAN

2005 - 2015

**LUSAKA AGREEMENT ON CO-OPERATIVE ENFORCEMENT OPERATIONS DIRECTED AT
ILLEGAL TRADE IN WILD FAUNA AND FLORA**

“FIGHTING WILDLIFE CRIME IN AFRICA”

TABLE OF CONTENTS

LIST OF TABLES.....	2
ACRONYMS AND ABBREVIATIONS.....	3
EXECUTIVE SUMMARY.....	4
INTRODUCTION.....	7
(a) Background Information.....	7
(b) Rationale for developing the Strategic Plan.....	9
(c) Methodology.....	10
PART I: SITUATION ANALYSIS.....	12
1. The Objective of the Lusaka Agreement.....	12
2. Functions and Responsibilities of the Task Force.....	12
3. Achievements and Challenges of the Task Force.....	13
3.1 Achievements of the Task Force.....	14
3.2 Challenges of the Task Force.....	15
4. Stakeholder/Customer Analysis.....	18
5. Problem Analysis.....	21
7. Critical Issues.....	28
PART II: THE PLAN.....	31
Vision Statement.....	31
Mission Statement.....	31
Core Value Statements.....	31
The Strategic Plan.....	32
Monitoring and Evaluation of the Plan.....	44
APPENDIX I: STRATEGIC PLAN MATRIX.....	45

APPENDIX II: OPERATIONAL PLAN-ACTIVITY COSTING TABLE
.....52

LIST OF TABLES

Table Ref:	Content	Page
1.3.1	Summary of Evaluation Report recommendations as adopted by the 7 th Governing Council of the Lusaka Agreement	14
1.4.1	Stakeholder/Customer Analysis	17
1.6.1	Strengths and Weaknesses of LATF	22
1.6.2	Opportunities and Threats/Challenges of LATF	23

ACRONYMS AND ABBREVIATIONS

AFLEG:	Africa Forest Law Enforcement and Governance (Yaoundé Declaration)
CBD:	Convention on Biological Diversity
CITES:	Convention on International Trade in Endangered Species of Wild Fauna and Flora
CMS:	Convention for Migratory Species
COMIFAC:	Conference of Ministers in charge of Forests of Central Africa
GC:	Governing Council of the Lusaka Agreement
ICPO-Interpol:	International Criminal Police Organization
I-24/7:	Interpol's Global Communication System
KWS:	Kenya Wildlife Service
LATF:	Lusaka Agreement Task Force/Task Force
LEAs:	Law Enforcement Agencies
LUSAKA AGREEMENT:	Lusaka Agreement on Co-operative Enforcement Operations Directed at Illegal Trade in Wild Fauna and Flora
MEAs:	Multilateral Environmental Agreements
MEFE:	Ministere de l'Economie Forestiere et de l'Environnement (Republique du Congo)
MIS:	Management Information System
MOU:	Memorandum of Understanding
NBs:	National Bureaus of the Lusaka Agreement
NGOs:	Non-Governmental Organizations
OCFSA:	Organisation pour la Conservation de la Faune Sauvage D'Afrique (Organization for Conservation of African Wildlife)
RILO:	Regional Intelligence Liaison Office (of the World Customs Organization)
ROCCISS:	Regional Organized Counter Crime Intelligence Sharing System (of Interpol)
SADC:	Southern Africa Development Community
TANAPA:	Tanzania National Parks
TZWD:	Tanzania Wildlife Division
UNEP:	United Nations Environment Programme
UWA:	Uganda Wildlife Authority
WCO:	World Customs Organization
ZAWA:	Zambia Wildlife Authority

EXECUTIVE SUMMARY

1. The Lusaka Agreement on Co-operative Enforcement Operations Directed at Illegal Trade in Wild Fauna and Flora (hereinafter referred to as the Lusaka Agreement or the Agreement) is the only existing practically oriented co-operative enforcement instrument assisting the implementation of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) and other biodiversity related agreements at regional level. The scope of application of the Agreement is the African region. The main objective of the Agreement is for the parties to undertake activities intended to reduce and ultimately eliminate illegal trade in wild fauna and flora. In this regard, the Agreement establishes a three-tier institutional mechanism comprising of the Lusaka Agreement Task Force (a regional permanent enforcement body herein referred to as the Task Force or LATF); National Bureaus (the relevant implementing and enforcement body within each party state); and the Governing Council (a ministerial policy and decision-making body).

2. The Agreement was adopted in Lusaka, Zambia on 8 September 1994 and is open to ratification and accession by all African states. Presently, parties to the Agreement consist of the following states: Republic of Congo (Brazzaville), Kenya, Lesotho, Tanzania, Uganda and Zambia (Party States or Parties). Ethiopia, South Africa and Swaziland are signatories, and a number of other African states, which include Cameroon, D.R. Congo, Mozambique, Rwanda, Senegal, Somalia and Sudan, have expressed interest in the Agreement.

3. To ensure that it effectively conducts its activities with the support of the National Bureaus and the Party States, the Governing Council of the Agreement requested the Executive Director of UNEP, in collaboration with the Director of the Task Force, to initiate and assist the Parties to carry out a review and evaluation of the work of the Task Force since its adoption in 1994. A subsequent report prepared by UNEP in March 2005 (Evaluation Report) outlined the efficiency and effectiveness of the bodies established under the Agreement and made recommendations intended to further strengthen and enhance the implementation of the Agreement.

3. Recommendations in the Evaluation Report for the enhancement of the Governing Council include using a participatory process in the development of the Task Force Strategic Plan out of which

strategies for its financial sustainability and of payment of arrears by some Party States would be key outputs. Other recommendations include increased cooperation with other regional and international bodies, developing a strategy to attract new Parties, and enhancement of the political profile of the Lusaka Agreement.

4. *Decision VIII/1B* of the 7th Governing Council meeting that called upon the Task Force to urgently develop its Strategic Plan triggered it to initiate the planning process. Consequently a consultative meeting of experts from Party States was convened in April 2005 marking the commencement of the process. A second workshop that was attended by representatives from all Parties, UNEP and other partners was held from 18 to 21st May 2005 in Nairobi Kenya. The draft from the first meeting was presented and intensively discussed at this workshop whose contributions have been incorporated in this draft strategic plan.

5. This strategic plan covers two Parts: I and II.

Part I entails the situation analysis of the Task Force which specifically outlines:

- The objective of the Lusaka Agreement,
- Functions and responsibilities of the Task Force,
- Achievements and challenges of the Task Force,
- Stakeholder Analysis,
- Problem Analysis,
- Organizational Scan, and
- Critical Issues.

Part II is the actual plan, which contains:

- The Vision,
- Mission,
- Core value statements,
- Key Results Areas,
- Goals and their respective key performance indicators,
- Objectives,
- Strategies,
- Targets,

- Activities, and
- Monitoring and Evaluation.

The plan details the identified strategies in narrative prose as well as a matrix (**Appendix I**) that enumerates five goals and their Key Performance Indicators, thirteen Strategic Objectives, twenty seven Targets and sixty two Activities to be implemented over the ten-year period. The matrix is a logical frame that shows the inter-relationship between strategic objectives and activities outlined. The plan also details the Operational Plan-Activity Costing (**Appendix II**).

INTRODUCTION

(a) Background Information

Illegal trade in wild fauna and flora in many parts of Africa has been going on unabated notwithstanding the existence of international instruments such as the Convention on Nature and Natural resources (Algiers, 1968 and as revised and adopted at Maputo, 2003), the Convention on International Trade in Endangered Species of Wild Fauna and Flora (Washington D.C, 1973) and the Convention on Biological Diversity (Rio de Janeiro, 1992). Intense poaching prompted by illegal markets has resulted in severe decimation of certain wildlife populations in African States.

The trans-boundary character and the threat created by illegal cross-border wildlife trade made several African Governments realize that their individual efforts and traditional enforcement methods were no longer capable of providing effective protection to the African wildlife from illegal trade. Consequently, this realization led to the adoption of the Lusaka Agreement on Co-operative Enforcement Operations Directed at Illegal Trade in Wild Fauna and Flora (herein referred to as the Lusaka Agreement or Agreement) in Lusaka on 8 September 1994. The Lusaka Agreement is open for ratification and accession by all African states. Presently members consist of the following States: - Congo (Brazzaville), Kenya, Lesotho, Tanzania, Uganda and Zambia. Three countries, namely Ethiopia, South Africa and Swaziland are signatories. A number of other African states have expressed interest in the Agreement.

The implementation of the Lusaka Agreement is mainly guided by the text of its Final Act that was adopted on 8th September 1994 in Lusaka, Zambia under the auspices of UNEP and subsequently deposited with the Secretary General of the United Nations. To effectively implement the Agreement, a three-tier institutional mechanism was established comprising a regional permanent enforcement body known as the Lusaka Agreement Task Force; the implementing and enforcement body established or designated by each Party State called a National Bureau, and the Governing Council, which is a ministerial policy and decision-making body. The Governing Council elects its officers composed of the President, Vice-President and a Rapporteur, known as the Bureau of the Governing Council. This Bureau serves as an oversight committee of the Governing Council decisions and monitors the performance of the Task Force.

The Task Force was established and commenced its operations on 1st June 1999. It is composed of national law enforcement officers seconded from member states. These officers serve the Task Force and at the same time retain their enforcement powers at national level. Invariably the Task Force, in implementing the Agreement has and continues to cooperate with the National Bureaus of the Party States.

Since inception, the Task Force has played a key role on co-operative enforcement operations aimed at minimizing illegal trade in wild fauna and flora. To fulfil this mandate, the Task Force continues to gather intelligence information and conduct investigations through undertaking field operations in Party States. It also shares such information with the Parties and other relevant bodies.

In addition to its enforcement mandate, the Task Force, which also serves as the Secretariat of the Agreement, organises Governing Council meetings attended by representatives from the Party States to discuss and review the implementation of the Agreement. The most recent was the 7th Governing Council meeting which was held from 19th to 21st January 2005 in Nairobi. The meeting had as one of its key agenda items, discussion of the Evaluation Report it had requested to be prepared at its 6th Governing Council.

The purpose of the review was to assess the status and effectiveness of the implementation, compliance and enforcement of the Agreement as well as measure the impact of its implementation since its adoption in 1994, and to make recommendations for the enhancement of the Task Force and the Agreement. The Evaluation Report prepared by UNEP assessed and determined the extent to which: -

- (i) The Agreement has or has not succeeded to fulfil its objective;
- (ii) The Parties to the Agreement have or have not been able to fulfil their obligations called for under the Agreement and if not reasons for the failure or delays;
- (iii) Whether the institutional structures established under the Agreement are effective and functioning efficiently;
- (iv) Financial situation and management of funds for the work of LATF and the implementation of the Agreement by the Parties; and

- (v) Whether the Agreement has succeeded or not to attract new Parties as it is open for accession to any African state (Article 12(3)).

A summary of the recommendations set out in the UNEP Evaluation Report, and those adopted by the 7th Governing Council are outlined under section 3.2 of this document.

(b) Rationale for developing the Strategic Plan

Since the Task Force was officially launched in 1999, it has had no Strategic Plan. Its operations have this far been guided by the overall objective of the Agreement, decisions of the Governing Council as well as the functions of the Task Force. However to provide a clear road map for the Task Force, it was considered imperative both by the Evaluation Report and the Governing Council to develop a Strategic Plan that would outline fundamental strategies in ensuring that operations and functions are sustained and more focused over a defined period of time.

The comprehensive Evaluation Report assessed the efficiency and effectiveness of the bodies established under the Agreement so as to effectively facilitate the implementation and enforcement of the Agreement. The report made a myriad of specific recommendations to be implemented by the Governing Council, Task Force and the National Bureaus. It noted that one of the major challenges facing the Task Force is inadequate financing of its programmes by Party States, which has adversely affected its ability to perform effectively and efficiently. It further noted that the Task Force has been operating without clear strategies and prioritised activities in order to function more effectively, hence the need to develop a Strategic Plan in the short, medium and long term. This Strategic Plan takes into account these recommendations.

In this regard, the 7th Governing Council in its *Decision VII/1(B)* resolved that the recommendation to urgently develop a Strategic Plan be implemented forthwith. This exercise would also fulfill *Decision VI/6(1)*, which called upon the Task Force to develop, on a priority basis, its strategic plan of action.

Given the nature of the tasks and the likely timeframes for accomplishing them, the Strategic Plan covers a ten-year period from August 2005 to July 2015.

(c) Methodology

In developing the Strategic Plan, the Task Force constituted a team of experts (herein referred to as the Strategic Planning Team) that would carry out the process.

The Strategic Planning Team comprising officers from the Task Force, representatives from Party States, and other partners, carried out a situation analysis and outlined the internal strengths, weaknesses, opportunities and threats/challenges of the Task Force. During this experts' meeting, the Business Excellence Model (BEM) and the SWOT Analysis were used as analytical tools, in addition to working groups and brain storming sessions.

The Strategic Planning Team outlined critical issues that were the premise for the development of Vision, Mission, Strategic Objectives, Strategies, Targets and their respective Activities. The Strategic Plan so developed and adapted will be the basis for preparing future annual operational plans and budgets. The plan also contains an elaboration of ways of strengthening co-operative mechanisms with other law enforcement agencies.

Subsequently, a consultative workshop was held where participants from Party States and other partners namely ICPO–Interpol, UNEP, and OCFSA, critically reviewed the draft Strategic Plan prepared by the Strategic Planning Team. Observations and comments from the CITES Secretariat, stakeholders and other experts were taken into consideration during the deliberations and incorporated as appropriate.

The draft Strategic Plan, as reviewed and revised, and provisionally approved for implementation by the Bureau of the Governing Council at its meeting held on 21st July 2005 and subsequently adopted by the full 8th Governing Council session held in Nairobi, Kenya on 6th October 2006.

The strategic planning document covers the following sections:

I. The Executive Summary

II. Introduction

III. Situation Analysis:

- The objective of the Lusaka Agreement,

- Functions and responsibilities of the Task Force,
- Achievements and challenges of the Task Force,
- Stakeholder Analysis,
- Problem Analysis,
- Organizational Scan, and
- Critical Issues.

IV. The Plan:

- Vision,
- Mission,
- Core Values,
- Key Result Areas,
- Goals and Indicators,
- Strategic Objectives,
- Targets,
- Monitoring and Evaluation,
- Strategic Plan matrix (**Appendix I**), and
- Operational Plan-Activity Costing (**Appendix II**).

PART I: SITUATION ANALYSIS

1. The Objective of the Lusaka Agreement

“The objective of the Agreement is to reduce and ultimately eliminate illegal trade in wild fauna and flora and to establish a permanent Task Force for this purpose” (*Article 2 of the Lusaka Agreement Final Act*).

2. Functions and Responsibilities of the Task Force

The functions and responsibilities of the Task Force are outlined in *Article 5 (9)* of the Lusaka Agreement Final Act. The key functions include the following:

- Facilitate cooperative activities among the National Bureaus in carrying out investigations pertaining to illegal trade;
- Investigate violations of national laws pertaining to illegal trade, at the request of the National Bureaus or with the consent of the parties concerned, and to present to them evidence gathered during such investigations;
- Collect, process and disseminate information on activities that pertain to illegal trade, including establishing and maintaining data bases;
- To provide upon request of the parties concerned, available information related to the return to the country of original export, or country of re-export, of confiscated wild fauna and flora and;
- To perform such other functions as may be determined by the Governing Council.

In addition to the functions stipulated by the Agreement, Rules 2.3 (a) to (m) of the Operational Rules for the Task Force also provides a detailed list of activities to accomplish those functions. They include the following:

- a. To gather information regarding the illegal trade in wild fauna and flora;
- b. To ensure that National Bureaus exchange among themselves, as well as with the Task Force, investigation information on a need-to-know basis;

- c. To maintain, within the National Bureaus and relevant agencies, a file of individuals whose particular talents may be utilized in certain investigations;
- d. To make recommendations for new laws and regulations which investigations have shown are needed to protect endangered wild fauna and flora;
- e. To gain the highest rate of compliance with all laws and regulations which the Parties to the Lusaka Agreement have enacted in order to protect wild fauna and flora;
- f. To ensure that reciprocal laws are enacted and administrative arrangements are made in the legal systems of the Parties to the Lusaka Agreement, empowering the staff members of the Task Force to operate in the Parties' respective territories;
- g. To ensure that National Bureaus of the Parties take necessary action to harmonize their operational procedures with the operational rules and procedures of the Task Force for smooth collaborative operational activities to curb illegal trade in wild fauna and flora;
- h. To ensure that the Task Force liaises, where necessary and on a need-to-know basis, with the international agencies involved in similar investigations concerning wild fauna and flora;
- i. To develop new investigative techniques that will help curtail violations which have the greatest impact on wildlife resources;
- j. To develop a system of using informants;
- k. To develop an effective system of case referrals;
- l. To maintain the highest standards by providing ongoing training to staff members of the Task Force and the National Bureaus of the Parties through courses, seminars and workshops; and
- m. To maintain intelligence and criminal records and disseminate information pursuant to the relevant laws.

3. Achievements and Challenges of the Task Force

The Lusaka Agreement is the only existing practically oriented co-operative enforcement instrument assisting the implementation of CITES and other biodiversity related agreements at a regional level. Its scope is the Africa region.

The Task Force commenced its operations in June 1999 with only two officers and three more were appointed in the year 2001. As such, there are currently five seconded officers from National Bureaus of the six parties to the Agreement.

3.1 Achievements of the Task Force

In the period June 1999 to June 2005, the Task Force has so far achieved the following: -

3.1.1 Law Enforcement

- i. Supplied and installed HF radio systems to all National Bureaus except the Kingdom of Lesotho which has yet to name its National Bureau;
- ii. Trained at least 300 officers in Party States in 27 training sessions;
- iii. Carried out at least 58 joint field operations with National Bureaus and 5 international investigations which contributed to:
 - Arrest of 94 illegal traders in wildlife products;
 - Seizure of about 7 tonnes and 688 pieces of elephant ivory, and 12 kgs of rhino horn;
 - Recovery of 20 metric tonnes of timber;
 - Seizure of 500 kgs of bush meat and 19 live reptiles and birds;
 - Seizure of 89 assorted big cats and reptile skins;
 - Confiscation of 2 vehicles and 2 rifles used in committing wildlife crime;
 - Return of 6.5 tonnes of ivory contraband seized in Singapore for further investigations;
 - Detection of 7 cases of documentation fraud; and
 - Disruption of 11 cross-border organized syndicates.

3.1.2 Funding

- Fifteen (15) developed and successfully funded proposals to and by donors/partners.

3.1.3 Partnerships

- Developed Memoranda of Understanding (MOUs) with other law enforcement institutions and partners such as CITES (2000) and OCFSA (2005). Other MOUs, in particular, with Interpol and World Customs Organization are under negotiation.

3.1.4 Publicity and Awareness

- Constructed and launched website for the Task Force;

- Participated in 25 international conferences and regional meetings , informing about the Task and its operations, and exchanging relevant experiences;
- Organized 8 Seminars/ Workshops to sensitize stakeholders on the need and advantages of co-operative law enforcement operations;
- Issued 10 press releases related to the work of the Task Force and the Agreement;
- Produced 4 newsletter editions;
- Participated in 4 TV talk shows; and
- Issued several alerts on wildlife crime to Party States and other partners.

3.2 Challenges of the Task Force

The planning team identified a number of challenges. In the course of reviewing recent developments, it was observed that the Evaluation Report prepared by UNEP which noted that the Agreement is viable had pointed out similar challenges namely: -

- Insufficient financial and human resources capacity to effectively implement the adopted work plans and decisions of the Governing Councils;
- Inadequate planning and prioritization of the Task Force operations; and
- Insufficient co-operation and sharing of information with other relevant initiatives/institutions.

It is against this background and on the basis of the findings in the evaluation report that the recommendations in Table 1.3.1 below were made and adopted by the 7th Governing Council. The challenges noted above and these recommendations have been incorporated in the Strategic Plan.

Table 1.3.1 Summary of Evaluation Report recommendations as adopted by the 7th Governing Council of the Lusaka Agreement

ITEM	INSTITUTION	EVALUATION REPORT RECOMMENDATIONS	ACTIVITIES/ACTIONS RECOMMENDED AND ADOPTED BY THE GOVERNING COUNCIL
1.	The Lusaka Agreement Task Force	<ul style="list-style-type: none"> Develop, implement and monitor implementation of its strategic plan; 	<ul style="list-style-type: none"> Undertake development of a short, medium and long term strategic plan in collaboration with NBs and other relevant partners
		<ul style="list-style-type: none"> Promote support to National Bureaus; 	<ul style="list-style-type: none"> Enhance partnership by fully involving NBs in development of capacity building programmes
		<ul style="list-style-type: none"> Assess wildlife law enforcement needs and capacities of the Parties/National Bureaus; 	<ul style="list-style-type: none"> Assist Parties/NBs to determine the status of existing technical and institutional capacities and needs and to identify gaps to be filled
		<ul style="list-style-type: none"> Promote inter-agency co-ordination 	<ul style="list-style-type: none"> Assist NBs to develop effective and operational inter-agency coordination and cooperation in law enforcement.
		<ul style="list-style-type: none"> Assist the Parties in the development and harmonization of relevant wildlife laws and regulations; 	<ul style="list-style-type: none"> Participate in the process of development, strengthening and harmonization of Parties' wildlife laws
		<ul style="list-style-type: none"> Support community policing and awareness building; 	<ul style="list-style-type: none"> Include in its activities awareness –raising programmes directed at other law enforcement agencies and local communities as a tool for better understanding of the Agreement that may lead to effective compliance and more support.
		<ul style="list-style-type: none"> Develop its database and strengthen links and networks with relevant intelligence databases; 	<ul style="list-style-type: none"> Explore on the existing databases, compile in collaboration with NBs and manage a regional intelligence database on wildlife crime/illegal trade and forge links with other Law Enforcement Agencies (e.g. Interpol/ROCCISS or I-24/7)
		<ul style="list-style-type: none"> Undertake strategic assessments of illegal wildlife trade; 	<ul style="list-style-type: none"> Carry out in collaboration with NBs and other international enforcement bodies such as ICPO-Interpol, WCO and CITES an annual analysis and assessment of volumes, values and patterns of illegal trade, and methods of smuggling

		<ul style="list-style-type: none"> Promote international co-operation in wildlife law enforcement; 	<ul style="list-style-type: none"> Develop closer links with international partners through regular exchange of information and intelligence between the Agencies, the Task Force and National Bureaus
		<ul style="list-style-type: none"> Co-operate in international investigations; 	<ul style="list-style-type: none"> Set up joint investigation teams to investigate specific cases, to disrupt and destroy illegal networks/syndicates
2.	National Bureaus of the Party States	<ul style="list-style-type: none"> Play a more proactive leadership role in their dealing with the Task Force. 	<ul style="list-style-type: none"> Participate fully in the development and support the implementation of the strategic plan and work plans. Provide the Task Force with appropriate guidance through the Governing Council for effective follow up on implementation of the Agreement.
		<ul style="list-style-type: none"> Strengthen networking and collaboration with other national, regional and international relevant stakeholders; 	<ul style="list-style-type: none"> Continue sharing of information, involve stakeholders in its operations
		<ul style="list-style-type: none"> Develop/strengthen and harmonize wildlife legislation;; 	<ul style="list-style-type: none"> Identify areas for harmonization
		<ul style="list-style-type: none"> Identify/ensure the availability of competent and experienced wildlife law enforcement officers who possess suitable skills for the work of the Task Force; 	<ul style="list-style-type: none"> Evaluate performance and assess capabilities of the officers to second to the Task Force.
3.	Governing Council/Bureau	<ul style="list-style-type: none"> Enhance political profile and generate support for the Agreement; 	<ul style="list-style-type: none"> Ensure that the Agreement is included in the agenda of major regional political conferences;
		<ul style="list-style-type: none"> Promote a consultative process in the development of work plans of the Task Force; 	<ul style="list-style-type: none"> Ensure work plans of the Task Force are prepared in consultation with National Bureaus
		<ul style="list-style-type: none"> Agree on a strategy on payment of arrears by concerned parties including mechanisms to ensure future compliance on the same; 	<ul style="list-style-type: none"> Develop strategy on payment of arrears by parties that includes mechanisms to ensure future compliance
		<ul style="list-style-type: none"> Strengthen, through regular reviews, its policy and decision making role; 	<ul style="list-style-type: none"> Undertake strategic reviews of policies, objectives and adopt effective procedures for compliance by parties and implementation of Governing Council decisions by the Task Force.

	<ul style="list-style-type: none"> • Encourage development and approval of a financial strategy for the Task Force, and a strategic and contingency plan for encouraging the accession of new Parties; 	<ul style="list-style-type: none"> • Ensure the Task Force develops short, medium and long-term strategic plan including financial strategy that includes fund-raising to guarantee sustainability and establishment of a trust fund.
	<ul style="list-style-type: none"> • Extend the mandate of the Bureau to enable it to serve as the Agreement's implementing and monitoring committee in addition to the Bureau's current role. 	<ul style="list-style-type: none"> • Regular review and monitoring of the functions and performance of the Agreement. • The Bureau to ensure effective involvement of nominated or elected national technical experts at their Bureau meetings.

4. Stakeholder/Customer Analysis

The planning team carried out this analysis in order to identify the Task Force key stakeholders/customers and their expectations. This exercise which entailed a brain storming session assisted in establishing priority areas where the Task Force should focus and the findings are as tabulated in table 1.4.1 below: -

Table 1.4.1 Stakeholder/Customer Analysis Findings

No.	Stakeholder/ Customer	What LATF does	Their expectations from LATF	Their Relationship to LATF (Partners Competitors, Collaborators, Resource controllers)
1.	Party States	<ul style="list-style-type: none"> • Convene Governing Council meetings • Training their National Bureau staff • Assist / support the return of wildlife specimen to country of origin • Assist in prosecution of suspects 	<ul style="list-style-type: none"> • Containment of illegal wildlife trade • Progress reports on wildlife crime analysis and trends • Reduction in statutory contributions • Develop and undertake capacity building programs • Develop wildlife crime information database for the 	<ul style="list-style-type: none"> • Resource controllers

			<p>NBs.</p> <ul style="list-style-type: none"> • Support interagency cooperation • Assist in prosecution of wildlife criminals • Submit timely progress reports 	
2.	National Bureaus (KWS, UWA, TZ WD, ZAWA, Congo NB /MEFE)	<ul style="list-style-type: none"> • Carry out joint law enforcement operations • Assist in intelligence gathering and international wildlife crime investigations • Assist in the prosecution process • Information exchange/sharing • Facilitate cross border awareness 	<ul style="list-style-type: none"> • Enhanced collaboration and co-operation among and with National Bureaus • Carry out intelligence information gathering/sharing • Reduction in illegal trade • Enhanced and improved wildlife law enforcement 	Partners
3.	International and Regional Organizations such as UNEP	<ul style="list-style-type: none"> • The Task Force is a vehicle for effective implementation of their projects/programmes • Enhance their goodwill and image 	<ul style="list-style-type: none"> • To effectively and efficiently implement the Lusaka Agreement • Timely substantive progress and accountability reports • Self sufficient and autonomous Task Force 	<ul style="list-style-type: none"> • Partners • Resource mobilizers
4.	Donors	<ul style="list-style-type: none"> • Implement the supported programmes • Publicize their support and activities • Guide them on priorities and trends and hence on where they should channel their support • Providing timely documentation – progress and accountability reports 	<ul style="list-style-type: none"> • High level of accountability, integrity and honesty • Publicity • Achieve our objectives 	<ul style="list-style-type: none"> • Resource controllers, • Partners
5.	National Law Enforcement	<ul style="list-style-type: none"> • Support them and collaborate on 	<ul style="list-style-type: none"> • Create awareness on wildlife 	<ul style="list-style-type: none"> • Partners, Collaborators,

	Agencies (LEAs) (e.g. Police, immigration, Customs, Forestry , Fisheries etc)	<p>carrying out investigations on illegal wildlife trade</p> <ul style="list-style-type: none"> • Exchange intelligence information on illegal shipment of wildlife and wildlife products • Share intelligence information on cross border movements of wildlife contraband and suspects involved. 	<p>contraband identification</p> <ul style="list-style-type: none"> • Provide them with training in aspects of wildlife law enforcement • Exchange of information in illegal wildlife trade • Co-operation in law enforcement operations 	Competitors (for funding and or recognition)
6.	Conservation NGOs	<ul style="list-style-type: none"> • Share our challenges to get their support 	<ul style="list-style-type: none"> • Functioning effectively and accountability • Eliminate illegal wildlife trade. • Expect us to share information on illegal wildlife trade. • Co-operation from the Task Force 	<ul style="list-style-type: none"> • Partners, Collaborators, • Competitors
7.	Non-Party States	<ul style="list-style-type: none"> • Facilitate and offer technical support in joint investigations especially if affecting a Party State • Joint border consultative meetings especially on issues that also affect a Party State • Encourage them to accede to the Lusaka Agreement (through publicity and awareness programmes) • Sensitize them on the need for cooperation in fighting illegal wildlife trade 	<ul style="list-style-type: none"> • Reduction in statutory contributions • Tangible benefits • More interactions and cooperation • Provide information 	<ul style="list-style-type: none"> • Collaborators
8.	Training Institutions	<ul style="list-style-type: none"> • Provide information and research results on illegal trade and environmental crime • Avail resource persons 	<ul style="list-style-type: none"> • Co-operation in training and research • Information sharing 	<ul style="list-style-type: none"> • Partners

9.	Multilateral Environmental Agreements (MEAs)- CITES, SADC Wildlife protocol, CBD, African Convention, CMS, COMIFAC,, OCFSA etc	<ul style="list-style-type: none"> • Carry out specific activities on their behalf • Provide and share intelligence 	<ul style="list-style-type: none"> • Adhere to signed MOUs • Prompt reporting • Effective implementation of the Agreement 	<ul style="list-style-type: none"> • Partners, • Collaborators
10.	International Law Enforcement Agencies such as ICPO- Interpol	<ul style="list-style-type: none"> • Provide and share intelligence information 	<ul style="list-style-type: none"> • Cooperation in international law enforcement operations • Development of strong functional partnership 	<ul style="list-style-type: none"> • Partners • Collaborators
11.	Legal users of wildlife resources	<ul style="list-style-type: none"> • Provide general information on status and trends of illegal trade 	<ul style="list-style-type: none"> • Eliminate illegal wildlife trade • Create public awareness 	<ul style="list-style-type: none"> • Collaborators
12.	Illegal users of wildlife resources (e.g. Poachers and illegal traders)	<ul style="list-style-type: none"> • Arrest and prosecute • Investigate • Collect intelligence 	<ul style="list-style-type: none"> • Ineffective Task Force • Be handled according to the law of the land • Lenience 	<ul style="list-style-type: none"> • Competitors with the legal users, • Liability to the Task Force

5. Problem Analysis

The problem analysis aimed at identifying the broad problems and challenges that the Task Force was facing. This was the foundation for establishing the Strengths, Weaknesses, Opportunities and Threats (SWOT) as well as determining the key result areas. The Strategic Planning Team identified the following broad problem areas, which were also endorsed in subsequent reviews, approval and adoption: -

5.1 LATF is under funded

LATF's main source of finance is statutory funding from the Parties. However, the Task Force has continually been experiencing budgetary deficits owing to: -

- Most Parties not meeting their funding obligations fully,

- The current funding mechanism (base) used by most Parties is unreliable as it is based on annual treasury allocations that depend on economic performance,
- Unreliable financial support from donors,
- No growth in active and committed membership.

5.2 Working in an environment of divergent legislations

Also identified were the following legislative weaknesses that have hampered smooth law enforcement operations of the Task Force:

- Un-harmonized wild fauna and flora legislation,
- Conflicting and outdated statutes,
- Inadequate collaboration of law enforcement agencies within and outside the countries,
- Lack of, or inadequate domestication of the Lusaka Agreement in Parties' wild flora and fauna legislation.

5.3. Insufficient Task Force Capacity

For effective execution of the Task Force programmes, adequate human and material resources need to be in place. However, the following challenges were identified: -

- Insufficient manpower,
- Inadequate skills and knowledge to cope with challenges,
- Inadequate and obsolete equipment and other working facilities,
- Inadequate office space.

5.4. Persisting illegal trade

Despite effort being put by both National Bureaus and the Regional Law enforcement bodies, illegal trade in wild fauna and flora still persist. This is attributed to:

- Lucrative markets for wildlife products,
- Highly organized and sophisticated illegal trade,
- Well resourced illegal wildlife traders,
- Non-deterrent penalties for wildlife offenders in some Party States,
- Porous international borders that are difficult to manage.

5.5. Inadequate and weak partnerships

Effective partnerships complement efforts in undertaking law enforcement. Currently, the Task Force has not registered strong partnerships with key LEAs and supporting institutions due to: -

- Inadequate awareness of LATF's mission,
- Lack of working MOUs/Agreements with some of the partners,
- Insufficient co-operation from other LEAs to support LATF in apprehending and prosecuting wildlife criminals.

5.6. Stagnant membership

Expanded and vibrant membership is key for effective reduction of illegal trade in the region. Unfortunately, this has not been the case since the adoption of the Lusaka Agreement, an anomaly attributed to: -

- Inadequate awareness on the role of the Lusaka Agreement,
- Apprehension on the objectives of the Agreement/Task Force – some non-party states perceive the Task Force as an anti-consumptive utilization body.

6. Organizational Scan

Through the application of the Business Excellence Model (BEM) and SWOT Analysis, the Strategic Planning Team examined both internal and external environments of the Task Force by first identifying its own strengths and weaknesses. Secondly, an analysis of the external environment was done to identify challenges faced and potential opportunities that the Task Force can exploit to perform its functions.

The tables below provide a summary of the findings, which were subsequently endorsed and approved.

Table 1.6.1. Strengths and Weaknesses

Key Result Area	Category	Strengths	Weaknesses
Capacity of the Task Force	Human Resources	<ul style="list-style-type: none"> Moderately skilled and experienced personnel Defined organization structure 	<ul style="list-style-type: none"> Inadequate number of staff Inadequate skills in some specialized fields (e.g. in database management, legal expertise, intelligence and forensic analysis)
	Headquarters	<ul style="list-style-type: none"> An enabling Headquarter's Agreement with the Government of Kenya Conducive working environment and limited office accommodation provided freely at the KWS Headquarters LATF accorded diplomatic immunity 	<ul style="list-style-type: none"> Limited office space for expansion and cannot depend on KWS to provide indefinite expanded office accommodation as need arises.
	Equipment/Facilities	<ul style="list-style-type: none"> Basic facilities/equipment in place 	<ul style="list-style-type: none"> Obsolete and inadequate equipment More and specialized equipment needed.
Law		<ul style="list-style-type: none"> Regional body 	<ul style="list-style-type: none"> Problems arising

Enforcement		<p>established under a Multilateral Environmental Agreement (The Lusaka Agreement)</p> <ul style="list-style-type: none"> Registered achievements by the Task Force 	<p>from inadequacies in funding, staff numbers/skills, equipment and partnerships.</p>
Funding		<ul style="list-style-type: none"> Commitment from some Party States and donors 	<ul style="list-style-type: none"> Some Parties not meeting their financial obligations resulting to LATF's budgetary deficits Weak and unsustainable financial base
Partnerships		<ul style="list-style-type: none"> Structure and systems for collaboration with National Bureaus and other Law Enforcement Agencies in place 	<ul style="list-style-type: none"> Limited number of strategic partners Inadequate awareness campaigns by LATF Insufficient flow of information

Table 1.6.2 Opportunities and Threats/Challenges

Political Environmental forces and trends	Opportunities	Challenges
<ul style="list-style-type: none"> Continuous political instability in countries such as DRC, Burundi and Somalia which neighbour some of the Party States 	<ul style="list-style-type: none"> Conservation bodies recognize LATF as a partner in law enforcement 	<ul style="list-style-type: none"> Proliferation of arms Influx of refugees leading to increased illegal activities Abuse of diplomatic privileges by personnel from some multinational agencies through trafficking of wildlife specimen
<ul style="list-style-type: none"> Formation of Regional and Continental Groupings such as SADC, COMESA and EAC. 	<ul style="list-style-type: none"> Framework for possible collaboration 	<ul style="list-style-type: none"> Formation of parallel structures / organizations
<ul style="list-style-type: none"> Movement towards democratic systems of governance 	<ul style="list-style-type: none"> Improved adherence to provision of Agreements, Protocols and Conventions 	<ul style="list-style-type: none"> Frequent policy and structural changes

<ul style="list-style-type: none"> Public sector reform programmes 	<ul style="list-style-type: none"> Strong, efficient, effective and committed Government institutions to collaborate with LATF 	<ul style="list-style-type: none"> Shift of priorities due to possible –competition for resources
<p>Economic environment forces and trends</p>	<p>Opportunities</p>	<p>Challenges</p>
<ul style="list-style-type: none"> Overall positive growth in Party States’ economies 	<ul style="list-style-type: none"> Party states can meet their funding obligations 	<ul style="list-style-type: none"> To convince member states to continue supporting LATF and allocating adequate resources for law enforcement
<ul style="list-style-type: none"> Unemployment and inequitable distribution of wealth and resources 	<ul style="list-style-type: none"> Easy to identify and focus on weak areas where illegal activities are likely to occur. Participation of local communities in wildlife management and hence acting as information sources 	<ul style="list-style-type: none"> Poverty contributes to increased illegal wildlife trade activities How to contain poverty driven illegal wildlife trade activities
<ul style="list-style-type: none"> Regional economic groupings such as SADC, COMESA and EAC and globalization 	<ul style="list-style-type: none"> Possible accession to the Agreement Enhanced integration of wildlife laws 	<ul style="list-style-type: none"> Mobilization of neighbouring countries to enhance their law enforcement activities More porous international borders
<ul style="list-style-type: none"> Macro-economic factors (Exchange rate fluctuations, inflation, interest rates, taxation etc) 	<ul style="list-style-type: none"> Favourable if exchange rate (e.g. US\$ to the local currency) is increasing Low inflation portends lower operating costs Diversification of income sources: (interest increase favourable to interest earning instruments such as Fixed Deposits) 	<ul style="list-style-type: none"> Budget variances High operating costs
<ul style="list-style-type: none"> Trade regulations 	<ul style="list-style-type: none"> Policies that enshrine more stringent trade regulations especially in wildlife trade 	<ul style="list-style-type: none"> Relaxation of trade regulations
<ul style="list-style-type: none"> Infrastructure 	<ul style="list-style-type: none"> Developed infrastructure facilitates smooth operations 	<ul style="list-style-type: none"> High operating costs due to poor accessibility to core

	and reduces operational costs	and non-core wildlife areas.
Sociological environment forces and trends	Opportunities	Challenges
<ul style="list-style-type: none"> Increased demand for game meat by rural and urban communities 	<ul style="list-style-type: none"> Booming wildlife based enterprises thus LATF drawing more support from the game farm/ranch owners in protection of wildlife 	<ul style="list-style-type: none"> Increased illegal activities hence more demands for LATF operations Increased illegal game/bush meat markets
<ul style="list-style-type: none"> Local and International communities attaching more value to wildlife 	<ul style="list-style-type: none"> Increased support in law enforcement 	<ul style="list-style-type: none"> Wildlife resources provide opportunities for increased legal and illegal trade.
<ul style="list-style-type: none"> Increasing human population 	<ul style="list-style-type: none"> Demands for land use planning in particular to areas adjacent to protected areas 	<ul style="list-style-type: none"> Increased settlements close to protected areas facilitate illegal activities hence more demands for LATF operations
Technological environment forces and trends	Opportunities	Challenges
<ul style="list-style-type: none"> Increased application of advanced technology in undertaking operations 	<ul style="list-style-type: none"> Improved investigative techniques Availability of sophisticated equipment and high-tech forensic facilities used in operations (e.g. scanners, detectors) 	<ul style="list-style-type: none"> Increased sophistication in wildlife crime e.g. in fraud, concealment and transportation High cost
<ul style="list-style-type: none"> Enhanced communication 	<ul style="list-style-type: none"> Availability of effective and efficient communication equipment (state of the art communication gadgets, radios, GIS etc) Improved exchange of information. 	<ul style="list-style-type: none"> Illegal traders also take advantage of improved communication systems. High cost
<ul style="list-style-type: none"> Improved Information Technology 	<ul style="list-style-type: none"> Availability of systems and analytical tools for improved reporting (trends, patterns, impact etc) 	<ul style="list-style-type: none"> Wildlife criminals also exchange counter information using the same medium.

	<ul style="list-style-type: none"> • Available technology for database development and linkage with other LEAs • Software availability • Ease of data storage and retrieval 	<ul style="list-style-type: none"> • Inadequate skills in Information Technology • High cost
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7. Critical Issues

The Strategic Planning Team, taking into consideration the situation analysis of the Task Force, has outlined five (5) critical issues that formed the basis of the key result areas in the Strategic Plan and in order of priority, as follows: -

7.1 Law Enforcement

The Task Force is faced with a number of challenges to effectively carry out its law enforcement operations. Inadequate financial and human resources are two major areas where the law enforcement operations have been adversely affected. There are instances where reports of illegal trade in Party states have not been immediately followed up due to inadequate personnel at the Task Force.

The existence of lucrative markets for wildlife specimens that are hardly satisfied by legal trade, provide an incentive for escalation of illegal trade. This has been exacerbated by the increasing sophistication in *modus operandi* of criminal syndicates.

Information flow between the Task Force, the National Bureaus and other stakeholders/customers is inadequate. There is need to intensify surveillance, investigations and expand information networks.

7.2 Financial sustainability

The Task Force continues to face major financial difficulties as a result of some Parties not fully meeting their financial obligations. It has therefore been impelled to heavily depend on external support from donors to carry out its core functions particularly law enforcement operations. This

unfavourable situation continues to pose difficulties and challenges in the implementation of the programs and needs to be checked to ensure financial sustainability of the Task Force.

7.3 Capacity Building

The Task Force is experiencing inadequate staff in terms of numbers, specialized skills especially in intelligence analysis and database development/management as well as requisite infrastructure and tools.

7.4 Developing Partnerships

The Task Force has been unable to effectively discharge its law enforcement duties, as it has not established strong partnerships with most LEAs and development partners. Thus it calls for development of strong partnerships that would facilitate networking and support of relevant programs.

7.5 Expanding Membership

Membership to the Lusaka Agreement has generally been low and stagnant thus limiting cross border law enforcement operations to Party States. Consequently, illegal activities may go unchecked in neighbouring non-Party states, which may have negative impact on Parties and LATF's law enforcement efforts.

In the recent past, owing to inadequate enforcement of particularly the Forestry Act there have been escalating incidences of illegal timber logging and associated illegal activities such as trade in bush meat as well as live animals in the Central African region. The Republic of Congo being the only member to the Agreement from Central Africa provides an impetus for enlisting its neighbouring states as additional members to the Agreement. This drive coupled with the previously signed MoU with OCFSA (secretariat for COMIFAC states) in Central Africa would pave way for expanded membership that would facilitate effective cooperative law enforcement mechanisms for curbing illegal trade in the region.

Similar arrangements shall also be explored for countries neighbouring other Party states, as increased membership would provide synergy and enhanced collaboration in the implementation

of co-operative measures against wildlife crime in the region as well as ensuring sustainable conservation of the wildlife resources.

PART II: THE PLAN

Vision Statement

A Task Force that is outstanding in reducing and ultimately eliminating illegal trade in wild fauna and flora in Africa.

Mission Statement

To support the member states and collaborating partners in reducing and ultimately eliminating illegal trade in wild fauna and flora through:

- *facilitation of cooperative activities in undertaking law enforcement operations,*
- *investigations on violations of national wildlife laws,*
- *dissemination and exchange of information on illegal trade activities, and*
- *capacity building including promotion of awareness.*

Core Value Statements

1. Stakeholder Focused

LATF will consistently be innovative in exploring more effective law enforcement techniques and responsive to the needs of its stakeholders as it strives to outwit the ever-increasing sophistication in illegal trade in wild fauna and flora.

2. Innovative and Results – Oriented

LATF is results oriented in fulfilling its mission through innovative law enforcement techniques.

3. Committed and Responsive

LATF is committed and responsive to the needs of its stakeholders in the pursuit of criminals in illegal trade of wild fauna and flora.

The Strategic Plan

To address the problem areas as well as the critical issues, the following key result areas were identified in order of priority with the corresponding goals, strategic objectives, strategies and targets. Specific activities to achieve the targets have also been outlined.

(The Strategic Plan matrix is summarized in *Appendix I*)

KEY RESULT AREA 1 - LAW ENFORCEMENT

GOAL: TO REDUCE AND ULTIMATELY ELIMINATE ILLEGAL TRADE IN WILD FAUNA AND FLORA IN THE PARTY STATES

INDICATORS

- Drop in the number of markets for illegal trade,
- Increased population of flagship species,
- General increase in the wildlife populations,
- Increased sightings of rare /endangered wildlife species,
- At least 10 specialized training conducted for each NB's officers by 2015.

Strategic Objective 1.1: LATF efforts contribute to at least 60% containment of identified and reported cross border illegal wildlife trade activities by 2015

There is a persisting problem of wildlife smuggling syndicates in the region aggravated by lucrative markets especially in the Far East and Europe, which must be urgently addressed. Other illegal trade markets have been identified in Central, East and Southern Africa and should be curbed as well.

Strategy

The Task Force will strive to identify and reduce the level of illegal trade through intensification of investigations and expansion of its information network. It will conduct joint operations, establish information networks, gather and share intelligence information, coordinate and initiate cross border meetings and promote understanding with non-parties. This will be done through establishing contact focal points with other relevant law enforcement agencies (LEAs), constituting joint investigation teams and concluding MOUs with collaborating partners.

Targets

- Trends/ extent of trafficking and illegal trade as well as existing syndicates continuously monitored in Party States up to 2015,
- Mechanisms for local and international collaborative investigations with National Bureaus and ten (10) local LEAs (Police, Fisheries, Immigration, Forestry, Customs, Anti-narcotics, Anti-corruption, National Airports Authorities, State Security Intelligence Service, Ports Authorities) as well as at least 5 international law enforcement institutions, developed by 2010,
- Sensitization programmes developed and implementable by 2010.

Strategic Objective 1.2: Collaborate with at least 60% of the main entry/exit points in Party States by year 2015

In the past, illegal trade cases (especially in wild fauna specimen) have been witnessed along entry and exit points such as airports, seaports and border control points. These are the main avenues for trafficking. More often than not, LEA officers manning these points are inadequately skilled to accurately identify contrabands and in unearthing concealment methods employed by illegal wildlife traders.

Strategy

The Task Force in collaboration with the National Bureaus intends to identify main entry/exit points especially those suspected to be notorious for trafficking wildlife specimen. To ensure continued interaction, collaborative mechanisms will be established with the relevant authorities where information shall be shared and follow-ups undertaken. Sensitization/awareness programs will be developed for law enforcement officers at the points in accordance with the provisions of the Lusaka Agreement and other relevant MEAs such as the CITES convention.

Targets

- At least 60% of main exit/entry points in Party States collaborating with the Task Force by the year 2015,
- Sensitization programmes developed and implemented by the year 2015.

Strategic Objective 1.3: Disparities in wildlife legislation and areas of harmonization identified and results submitted to the Governing Council by 2008

Conflicting wildlife legislation is an impediment to fighting cross border wildlife crime in the Party States. Some of these pieces of legislation contain penalties that are not a deterrent to the commission of wildlife crime. There is, therefore, need for review of wildlife legislation in the Party States.

Strategy

The Task Force will support this initiative by conducting a comparative review of the existing policies and legislations in Party States and submit a report and advisory note on the disparities of existing policies and legislations to the Governing Council for consideration and implementation. It will further participate in meetings/workshops and collaborate with other partners (e.g. UNEP) in the development and harmonization of Party States' wildlife legislation.

Targets

- The analysis of wildlife legislation to be completed and findings submitted to the Governing Council for consideration and adoption by 2008.

Strategic Objective 1.4: Law enforcement training needs of National Bureaus to implement the Agreement fulfilled by 60% by the year 2015

Currently, NBs are not performing to their utmost in law enforcement owing to inadequacies in skills and equipment. The NBs therefore require capacity enhancement in order to effectively implement the Agreement.

Strategy

In order to achieve this, the Task Force in collaboration with the NBs will assess training needs and capacities, assist in conducting specialized training and also in identifying appropriate equipment needs for the NBs.

Targets

- Further Training Programmes developed and fully implemented by year 2015

KEY RESULT AREA 2 - SECURING FINANCES

GOAL: ENSURE FINANCIAL SUSTAINABILITY OF LATF

INDICATORS

- A Trust Fund in place by the year 2007
- Developed Funding mechanism approved by the Governing Council and implemented by Party States by the end of year 2008
- Compliance by Party states in meeting their financial obligations increase from the current 30% to at to least 80% by the year 2012,
- LATF's capacity to implement planned programmes (such as increase staffing, undertake law enforcement operations, procurement of equipment and meeting administration expenses) increased from the current 40% to at least 80% by the year 2015

Strategic Objective 2.1: A sustainable funding scheme developed and implemented by 2008

LATF is experiencing financial difficulties because most of the party states are not meeting their financial obligations to the Agreement. As such, the Task Force has been finding it increasingly constrained to effectively undertake and fulfill its planned programmes including meeting some of its administration costs. One of the main causes of this adverse situation is the unreliable and unsustainable funding mechanism in most party states.

There is therefore need for parties, especially those that have been experiencing problems in honouring their financial obligations, to become more committed and establish an effectively sustainable funding mechanism.

Strategy

LATF with the approval of the Governing Council and in consultation with Party States will assist in establishing mechanisms for timely funding and settlement of contribution arrears by Party States.

It will also assist in identifying and developing an agreed mechanism for a sustainable funding base that would pool strategic resources exclusively for law enforcement and support implementation of the Agreement. Upon the Governing Council's approval, the Task Force will advocate for implementation of the new funding strategy by convening consultative meetings with relevant authorities in the respective Party States.

Targets

- Proposal developed, considered and approved by the Governing Council by September 2006
- Funding strategy implemented by Party States by the year 2008

Strategic Objective 2.2: Donor support secured to cover at least 30% of LATF's annual programmes and projects by 2008

The Task Force has continued to receive donor support and there is still need to supplement Parties' statutory contributions by seeking additional finances to support some of its projects or programmes. It is worthwhile that the current level of donor support is maintained or increased in order to achieve the objectives of the Task Force through specific programmes.

Strategy

To achieve this, the Task Force will establish a Trust Fund to pool financial resources received from donors and other well-wishers. New strategic donors will be identified and donor conferences held where the approved strategic plan will be presented to attract funding for specific programmes. To augment this strategy, proposals will be prepared and submitted to current and potential donors that will culminate into signing of Agreements/MOUs for medium to long-term financial support. In keeping the donors and other strategic partners abreast of our undertakings, substantive progress and accountability reports shall be circulated to them from time to time in accordance with the terms that would be stipulated in the respective Agreements/MOUs.

Targets

- Comprehensive medium and long-term funding arrangements developed and agreed with donors by the year 2007
- Trust Fund established by year 2007

Strategic Objective 2.3: Available resources utilized to realize at least 80% of the planned activities by the year 2015.

There is need for the Task Force to realize a higher percentage of its planned activities using the scarce resources at its disposal. Effectiveness and efficiency can only be achieved if the Task Force receives adequate funding and continues to enforce stringent budgetary cost control to safeguard its scarce resources.

Strategy

To enforce stringent budgetary cost effectiveness and control, regular monitoring of actual expenditure against budgets per cost center will be done through regular variance analysis with the corrective measures being undertaken on a timely basis.

The Task Force will also review and enhance the internal control systems, an exercise that is essential in ensuring its sound and efficient functioning. This will be done through use of procedure manuals, which shall be developed to effectively guide the Task Force management in discharging its administrative functions. The current accounting system shall also be fully developed for improved financial management. Invariably, stocktaking and fixed assets checks/verifications shall be conducted periodically to ensure assets are secure and well maintained.

To ensure proper accountability in the management and use of its resources, the Task Force will engage the services of external auditors to audit its financial statements and systems while supporting them in the prior preparation of financial statements and providing necessary information.

Targets

- System for controlling budget and procurement developed by year 2007
- Procedure manuals and accounting systems fully developed by year 2007
- LATF financial statements timely audited and audit reports submitted to the Governing Council up to 2015

KEY RESULT AREA 3 - CAPACITY DEVELOPMENT

GOAL: ENSURE LATF HAS ADEQUATE CAPACITY TO FULFILL ITS MANDATE

INDICATORS

- All posts identified and approved by the Governing Council filled by staff with requisite knowledge and skills by 2015,
- LATF occupies fully furnished premises and has 100% of required equipment to discharge its duties by 2015,
- At least 80% of LATF planned activities are achieved annually up to 2015,
- At least 10 specialized training programmes, organized and conducted for LATF staff by 2015
- At least two (2) regional workshops and five (5) international conferences attended by LATF staff annually up to 2015

Strategic Objective 3.1: LATF staffing levels established and posts filled by staff with requisite knowledge and skills by the year 2015

The current organization structure and staffing levels of the Task Force are not well defined. A well-defined structure determines the character and proper functioning of an institution.

Strategy

To address this problem, the Task Force will undertake a staffing level audit, which will entail review of the existing organization structure and carry out an assessment of its human resource requirements.

Targets

- Appropriate structure, optimal staffing level developed and adopted by the Governing Council by September 2006,
- At least 60% of the approved posts filled by the year 2010 and the remaining by year 2015.

Strategic Objective 3.2: LATF adequately accommodated and equipped in a conducive environment by the year 2015

The Task Force does not have its own office premises and its current accommodation at the KWS headquarters is inadequate. This has impeded its effective operations especially as there is no room for expansion and this problem may be exacerbated in the event that more staff are recruited.

Strategy

The Task Force management plans to address this problem by fundraising for and developing its own office complex. Land will be acquired before commissioning the construction project. Thereafter a consulting engineer will be engaged to prepare architectural plans and initiate the construction process to completion. The Task Force anticipates occupation of fully furnished and equipped premises by the year 2015.

Targets

- Land acquired by 2007,
- Consulting engineer engaged and construction commenced by the year 2008,
- Own office complex fully furnished and occupied by July 2015.

Strategic Objective 3.3: LATF's capacity for staff to effectively and efficiently discharge their duties enhanced by the year 2008

Human Resource Development is important for improving employee performance. The current requisite skills and knowledge of the Task Force staff need to be more diversified and enhanced through training.

Strategy 3.3.1

The management will identify skill deficiencies in various fields and facilitate staff to attend specially tailored courses. The training programmes will be augmented by participation in workshops /seminars and international conferences where staff will further be exposed to additional skills and experiences.

Targets

- Training programmes developed and implementation commenced by December 2006,
- At least 10 specialized training programmes, organized and conducted for LATF staff by 2015,

- At least two (2) regional workshops and five (5) international conferences attended by LATF staff annually up to 2015

The Task Force does not have adequate equipment, with some being obsolete and/or insufficient to meet its requirements. This has also led to increased maintenance costs and if unchecked the Task Force efficiency and timely responsiveness in discharging its duties may be adversely affected.

Strategy 3.3.2

To overcome this problem and for effective functioning, a fixed assets acquisition programme will be developed that will involve identification of asset needs and procurement of the requisite tools and equipment.

Targets

- Fixed assets procurement and disposal plan developed and implementation commenced by December 2006

The Task Force currently does not have a well-established information management system (database). As a result, there has been insufficient processing of intelligence information for dissemination and exchange with the NBs as well as other law enforcement authorities.

Strategy 3.3.3

The Task Force will develop a database and maintain the existing communication system as well as establish links with other existing databases to facilitate regular exchange of information between the agencies and the NBs. There will be consultations with party states and partners to identify specific requirements and review modalities for linking the existing databases. An appropriate information management system shall then be identified, installed and appropriate staff trained on database operation and management.

The Task Force will also provide to the National Bureaus regular assessments and analysis of wildlife crime intelligence and data on patterns of illegal trade, at sub-regional, regional and international levels.

Targets

- Database developed and functional by the year 2007,
- Reliable communication systems with National Bureaus in place by the year 2007.

Strategic Objective 3.4: LATF administrative obligations timely met annually up to 2015

To achieve its objective, the Task Force needs to be more efficient in discharging its administrative obligations. Fulfilling these obligations has in the past been achieved with difficulty mainly owing to financial constraints.

Strategy

The Task Force shall ensure that all personnel emoluments and other social welfare benefits are timely provided. It will develop and implement a scheme of service and staff performance appraisal/motivation system. For the efficient running of the office, general supplies and services shall be purchased on time in accordance with the procurement policies.

LATF will also enhance its implementation schedules where progress reports on the implementation of its programmes and annual operational plans shall be prepared and submitted on a timely basis to the Governing Council.

Targets

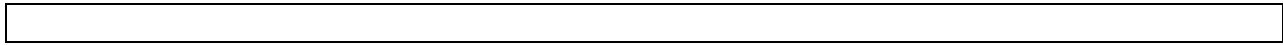
- Amenities and statutory entitlements for staff timely provided,
- Scheme of Service and staff performance appraisal system in place by 2007,
- Facilities, supplies and services timely provided,
- Timely submission and approval of reports and plans of the Task Force by the Governing Council.

KEY RESULT AREA 4 - DEVELOPING PARTNERSHIPS

GOAL: ENSURE DEVELOPMENT OF STRATEGIC PARTNERSHIPS

INDICATORS

- Six (6) new collaborating partners on law enforcement conclude MoUs with LATF by 2012,
- Six (6) new development partnerships providing financial support to the Task Force by 2012.



Strategic Objective 4.1: Increase the number of strategic partners by at least 12 by year 2012

The existing partnerships with the Task Force are insufficient, some of them not having been formalized. Increased and strong partnerships would enhance co-operation in law enforcement and effectiveness of LATF including support for some of its projects and programs.

Strategy

The Task Force will proactively seek new partners by identifying areas for collaboration, establishing formal contacts and concluding MoUs with strategic partners.

Targets

- At least 12 new functional partnerships concluded by the year 2012.

KEY RESULT AREA 5 - EXPANDING MEMBERSHIP

GOAL: ENSURE AN EFFECTIVE GROWING MEMBERSHIP

INDICATORS

- Additional countries accede to the Lusaka Agreement

Strategic Objective 5.1: Lusaka Agreement membership increased by at least six (6) members by the year 2015

Since its entry into force in 1996, the Lusaka Agreement has not expanded with its membership remaining at six. This is mainly due to apprehension and limited awareness and understanding on the objectives of the Agreement (Task Force) by many countries in Africa and some countries that wrongly perceive the Task Force to be an anti-consumptive utilization body.

Strategy

Recognizing the urgent need to attract new parties, the Task Force will review and document factors influencing accession into other MEAs, identify interested and strategic non-party states, review their existing law enforcement challenges and establish contacts with relevant

authorities. It will also initiate a drive that will intensify co-operation with targeted non-party states through sensitization visits, publicity and awareness programmes, active participation in regional/international conferences and invite targeted non-party states to the Governing Council meetings.

Recently, the Task Force established cooperation links with OCFSA through a signed MoU that spells out collaborative law enforcement mechanisms within the Central and East Africa regions. The Task Force will take advantage of this working arrangement with OCFSA secretariat and with the assistance of the Republic of Congo, which is the only LA member in the region, to encourage COMIFAC members to accede to the Agreement.

Targets

- Programme for attracting new members developed and implemented by December 2007,
- At least Six (6) additional members accede to the Agreement by year 2015.

Monitoring and Evaluation of the Plan

Monitoring

For effective implementation of the plan, developing monitoring mechanisms is necessary. To do this, indicators at the goal level have been formulated and the targets are important achievement indicators. The monitoring calendar shall depend on the reporting framework (monthly, quarterly and annually) and will be done routinely and systematically to determine how well the Task Force is performing against the plan.

Evaluation

Evaluation is an in-depth study using monitoring that takes place at specific points in the life of the plan and entails collection of information to make judgements against specific criteria on whether changes and improvements are plausible.

The plan will be evaluated at intervals of every three years in line with the Rolling and Forward Budget Approach or the Medium Term Expenditure Framework (MTEF) by an appointed expert.

Serving as the Implementation Committee, the Bureau of the Governing Council will undertake annual monitoring and evaluation of the Strategic Plan. This will be done during their meetings that shall be convened in the intervening periods between Governing Council sessions. The biennial Governing Council meetings will also monitor the progress in the implementation of the Plan with a view to taking corrective measures and actions whenever deemed necessary.

APPENDICES

APPENDIX I: STRATEGIC PLAN MATRIX

To accomplish the mission and realize the vision of LATF, a total of five (5) goals and thirteen (13) strategic objectives were developed. To achieve these objectives, the Planning Team identified strategies and their respective service delivery targets as outlined hereunder: -

KEY RESULT AREA 1 LAW ENFORCEMENT			
GOAL: To reduce and ultimately eliminate illegal trade in wild fauna and flora in Party States			
Indicators			
<ul style="list-style-type: none"> • Drop in the number of markets for illegal trade, • Increased population of flagship species, • General increase in the wildlife populations, • Increased sightings of rare /endangered wildlife species, • At least 10 specialized training conducted for each NB's officers by 2015. 			
Strategic Objective (SO)	Strategy	Targets	Activities
1	LATF efforts contribute to at least 60% containment of identified and reported cross border illegal wildlife trade activities by 2015	1.1 Intensify surveillance , investigations and expand information network. 1.1.1 Trends/Extent of trafficking and illegal trade, as well as existing syndicates in the party states continuously monitored. 1.1.2 Mechanisms for collaborative investigations with National Bureaus, 10 local and 3 international LEAs developed by 2010.	1.1.1.1 Conduct at least 35 joint field operations and 10 international investigations as well as intelligence gathering missions and expand information network annually. 1.1.1.2 Initiate at least 6 cross border meetings and annually participate in at least 8 such meetings up to 2015. 1.1.2.1 Establish at least 40 contacts with other law enforcement agencies 1.1.2.2 Sensitize LEAs on areas of collaboration (<i>This will be done alongside other activities</i>)
2	Collaborate with at least 60% of the main entry/exit in Party States points by year 2015	2.1 Develop sensitization programs for law enforcement officers at the points of entry/exit on the provisions of Lusaka Agreement. 2.1.1 At least 60% of main exit/entry points in Party States collaborating with the Task Force by the year 2015 2.1.2 Sensitization programmes	2.1.1.1 Identify through National Bureaus, problematic entry/exit points in Party States and establish contacts with collaborating agencies (<i>This will be done through electronic communication</i>) 2.1.2.1 Develop and conduct awareness programs

			developed and implemented by the year 2015	2.1.2.2 Monitor implementation of the awareness programmes <i>(This will be done alongside other activities)</i>
3	Disparities in wildlife legislations and areas of harmonization identified and results submitted to the Governing Council by 2008	3.1 Conduct comparative review of existing wildlife legislation in party states.	3.1.1 The analysis of legislations completed and findings submitted to the Governing Council for consideration and adoption by 2008.	3.1.1.1 Collect and collate the wildlife legislations of Party States and submit the report on the comparative review of the existing wildlife legislations and an advisory note to the Governing Council for onward transmission to Party States.
4	Law enforcement training needs of National Bureaus to implement the Agreement fulfilled by 60% by the year 2015	4.1 Support capacity building programs of National Bureaus (NBs)	4.1.1. Further training programmes developed and fully implemented by 2015	4.1.1.1 Conduct training needs assessment for law enforcement and develop training programs 4.1.1.2. Assist NBs to establish appropriate levels of equipment required for effective and efficient law enforcement. 4.1.1.3. Conduct at least 1 appropriate training course for National Bureaus annually up to 2015.

KEY RESULT AREA 2 SECURING FINANCES

GOAL: Ensure financial sustainability for LATF

Indicators

- A Trust Fund in place by the year 2007
- Developed Funding mechanism approved by the Governing Council and implemented by Party States by the end of year 2008
- Compliance by Party states in meeting their financial obligations increase from the current 30% to at least 80% by the year 2012,
- LATF's capacity to implement planned programmes (such as increase staffing, undertake law enforcement operations, procurement of equipment and meeting administration expenses) increased from the current 40% to at least 80% by the year 2015

Strategic Objective (SO)		Strategy	Targets	Activities
1	A sustainable funding scheme developed and implemented by 2008	<p>1.1 Establish mechanisms for timely funding and settlement of contribution arrears by member states.</p> <p>1.2 Advocate for implementation of funding strategy by Party States</p> <p>1.3 Ensure establishment of a Trust fund for funding sustainability.</p>	<p>1.1.1 Proposal developed, considered and approved by the Governing Council by September 2006</p> <p>1.2.1 Funding strategy implemented by Party States by the year 2008</p> <p>1.1.2 Trust Fund established and operational by year 2007</p>	<p>1.1.1.1 Convene a technical experts' meeting to develop the funding strategy and to present the proposal to the Governing Council for adoption.</p> <p>1.2.1.1 Convene at least 4 consultative meetings with relevant authorities in Party States to implement the new funding strategy.</p> <p>1.2.1.2 Carry out at least 4 follow up visits to Party States <i>(This will be done alongside other activities)</i></p> <p>1.1.2.1 Identify modalities and initiate establishment of a Trust Fund</p>
2	Donor support secured to cover at least 30% of LATF annual programmes and projects by 2008	2.1 Seek donor support by developing medium to long-term funding arrangements	2.1.1 Comprehensive medium and long-term funding arrangements developed and agreed with donors by 2007	<p>2.1.1.1 Identify and contact strategic donors</p> <p>2.1.1.2 Convene at least 3 donor conferences by 2010 for support of the Strategic Plan <i>(To be convened during/after each biennial Governing Council meeting)</i></p> <p>2.1.1.3 Prepare and conclude at least 6 Agreements/MoUs with donors</p> <p>2.1.1.4 Prepare and timely submit substantive progress reports and updates</p>
3	Available resources utilized to realize at least 80% of the planned activities by the year 2015	<p>3.1 Enforce stringent budgetary cost control</p> <p>3.2 Facilitate audit of the Task Force financial statements and systems.</p>	<p>3.1.1 A system for controlling budget and procurement developed by 2007</p> <p>3.1.2 Procedure manuals and accounting systems fully developed by year 2007</p> <p>3.2.1 LATF financial statements timely audited and audit</p>	<p>3.1.1.1 Monitor expenditure against budget per cost center using regular variance analysis <i>(Routine activity that will be handled by the current staff capacity)</i></p> <p>3.1.2.1 Review systems and develop procedure manuals for enhancing internal control</p> <p>3.2.1.1 Prepare annual financial statements <i>(Routine activity that will be handled by the current staff capacity)</i></p>

			reports submitted to the Governing Council	<p>3.2.1.2 Appoint auditors and support the annual audit exercise (pay fees and provide information)</p> <p>3.2.1.3 Undertake periodic stock taking and asset verifications (<i>Routine activity that will be handled by the current staff capacity</i>)</p>
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KEY RESULT AREA 3 CAPACITY DEVELOPMENT

GOAL: Ensure LATF has adequate capacity to fulfill its mandate

Indicators

- All posts identified and approved by the Governing Council filled by staff with requisite knowledge and skills by 2015,
- LATF occupies fully furnished premises and has 100% of required equipment to discharge its duties by 2015,
- At least 80% of LATF planned activities are achieved annually up to 2015,
- At least 10 specialized training programmes, organized and conducted for LATF staff by 2015
- At least two (2) regional workshops and five (5) international conferences attended by LATF staff annually up to 2015

Strategic Objective (SO)		Strategy	Targets	Activities
1	LATF staffing levels established and posts filled by staff with requisite knowledge and skills by the year 2015	1.1 Undertake staffing level audit	<p>1.1.1 Appropriate structure, Optimal staffing level developed and adopted by the Governing Council by September 2006.</p> <p>1.1.2 At least 60% of all approved posts filled by 2010 and the remaining posts to be filled by 2015</p>	<p>1.1.1.1 Engage a consultant to develop organization structure and establish staffing level as well as submit report/proposal to the Governing Council for adoption by September 2006.</p> <p>1.1.2.1 Reallocate and/or recruit suitable staff</p>
2	LATF adequately accommodated and equipped in a conducive environment by the year 2015	2.1 Fundraise for and develop own office complex	2.1.1 Own office complex fully furnished and occupied by July 2015	<p>2.1.1.1 Acquire land by December 2007</p> <p>2.1.1.2 Engage a consulting engineer and obtain architectural plans by 2008</p> <p>2.1.1.3 Undertake construction</p>

				from 2008 2.1.1.4 Furnish, equip and occupy premises by 2015
3	LATF's capacity for staff to effectively and efficiently discharge their duties enhanced by the year 2008	<p>3.1 Develop human resources</p> <p>3.2 Develop fixed assets acquisition programs</p> <p>3.3 Develop information management and links with Partners</p> <p>3.4 Ensure a programme in place for monitoring and evaluating performance of LATF</p>	<p>3.1.1 Training programmes developed and implementation commenced by December 2006</p> <p>3.2.1 Fixed assets procurement and disposal plan developed and implementation commenced by December 2006</p> <p>3.3.1 Database developed and functional by the year 2007</p> <p>3.3.2 Reliable communication systems with National Bureaus in place by the year 2007</p> <p>3.4.1 LATF's performance established every three years</p>	<p>3.1.1.1 Identify skill deficiencies</p> <p>3.1.1.2 Train staff on at least ten (10) specialized courses</p> <p>3.1.1.3 Participate in at least; (a) 2 regional workshops/seminars and (b) 5 international conferences annually up to 2015</p> <p>3.2.1.1 Identify fixed asset needs of the Task Force by 2006 and replace/ procure as appropriate annually up to 2015.</p> <p>3.3.1.1 Identify requirements for database establishment through consultations with Party States and Partners, and install information management system</p> <p>3.3.1.2 Train at least five (5) members of staff of the Task Force on database operation and management</p> <p>3.3.1.3 Integrate MIS with systems of National Bureaus and Law Enforcement partners</p> <p>3.3.2.1 Develop and carry out regular maintenance programme of LATF's communication equipment</p> <p>3.4.1.1 Carry out evaluation of</p>

				LATF's implementation of the Strategic Plan
4	LATF administrative obligations timely met annually up to 2015	4.1 Ensure Task Force staff perform their duties effectively. 4.2 Develop and enhance implementation schedules	4.1.1 Amenities and statutory entitlements timely provided annually up to 2015. 4.1.2 Scheme of service and staff performance appraisal system in place by 2007 4.1.3 Facilities, supplies and services timely provided up to 2015. 4.2.1 Timely submission and approval of reports and plans of the Task Force by the Governing Council and partners	4.1.1.1 Pay personnel emoluments and provide social welfare 4.1.2.1 Develop and implement scheme of service and staff performance appraisal system. 4.1.3.1 Procure general office supplies and services. 4.1.3.2 To provide promotional and publicity material annually up to 2015. 4.2.1.1 Undertake briefing of the Bureau of the Governing Council officers 4.2.1.2 Convene at least 1 Bureau of the Governing Council meeting annually 4.2.1.3 Convene 5 Governing Council meetings by 2015. <i>(To be convened biennially-every two years)</i>

KEY RESULT AREA 4 DEVELOPING PARTNERSHIP

GOAL: Ensure development of strategic partnerships

Indicators

- Six (6) new collaborating partners on law enforcement conclude MoUs with LATF by 2012
- Six (6) new development partnerships providing financial support to the Task Force by 2012

Strategic Objective (SO)	Strategy	Targets	Activities
1	1.1 Proactively seek new partners	1.1.1 At least 12 new functional partnerships concluded by the year 2012	1.1.1.1 Establish contacts and sensitize the identified partners on areas of collaboration 1.1.1.2 Conclude at least 12 Agreements/MoUs with new partners by 2012.

KEY RESULT AREA 5 EXPANDING MEMBERSHIP

GOAL: Ensure an effective and growing membership

Indicators

- Additional countries accede to the Lusaka Agreement

Strategic (SO)	Objective	Strategy	Targets	Activities
1	Lusaka Agreement membership increased by at least six (6) by the year 2015	1.1 Initiate drive to attract new Members	<p>1.1.1 Programme for attracting new members developed and implementation commenced by December 2007.</p> <p>1.1.2. At least 6 new committed members by the year 2015</p>	<p>1.1.1.1 Research for factors that have influenced accession into other existing MEAs in the region.</p> <p>1.1.1.2 Identify interested and strategic non-party states and establish their existing law enforcement challenges including capacities.</p> <p>1.1.1.3 Establish contacts with relevant authorities and carry out at least 10 sensitization visits in targeted countries.</p> <p>1.1.1.4 Participate and make presentations in at least 5 regional conferences annually.</p> <p>1.1.1.5 Invite at least 10-targeted non-party states to the Governing Council meetings.</p>