



LUSAKA AGREEMENT TASK FORCE



Strategic Plan Summary

2005-2015

The Lusaka Agreement Task Force on Cooperative Enforcement Operations Directed at Illegal Trade in Wild Fauna and Flora

"Fighting Wildlife Crime in Africa"

1.0 BACKGROUND

The process to develop LATF's ten-year Strategic Plan commenced in earnest in March 2005 in accordance with Decisions VI/6.1 and VII/1/4.B.i of the 6th and 7th Governing Councils respectively that called upon the Task Force to develop its Strategic Plan as a priority. The process which was co-funded by UNEP, started with the appointment of a facilitator from one of the Party States.

A Planning Team to initiate the process was constituted comprising experts from among some Party States and the Task Force. The Team guided by the facilitator in its initial workshop held in April 2005 produced the first draft of the Strategic Plan. This document was circulated to Party States and partners who included UNEP and CITES Secretariat for their inputs.

To ensure wide participation, a second consultative workshop that drew participants from all Party States, representatives from UNEP, Interpol SRB (Nairobi), WCO-RILO (Nairobi), Organization for Conservation of African Wildlife (OCFSA) and the Peer Reviewers was held in Nairobi in May 2005 to review the first draft of the Strategic Plan. The final draft of the Plan was then developed and subsequently circulated to Party States and partners for further review. The revised draft of the Plan was submitted and provisionally adopted by the Bureau of the Governing Council in its meeting held in Nairobi on 22nd July 2005. Since then, activities of the Task Force have been undertaken in accordance with the Strategic Plan that was tabled, considered and finally approved by the 8th Session of the Governing Council of the Parties to the Lusaka Agreement sitting in Nairobi from 4th to 6th October 2006.

The 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,
- Monitoring and Evaluation,
- Activity Costing.

The plan details the identified strategies in narrative prose as well as a matrix 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.

2.0 DEVELOPMENT OF THE STRATEGIC PLAN

2.1 Situational Analysis

The situational analysis outlined the issues mentioned in the background (under Part I as above). Some of the issues addressed included:

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 on.

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.

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 may exploit to perform its functions.

2.2 Critical Issues

The Strategic Planning Team, taking into consideration the situation analysis of the Task Force, 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: -

- Law Enforcement
- Securing Financial sustainability
- Capacity Building
- Developing Partnerships
- Expanding Membership

3.0 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.

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 courses 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, co-ordinate 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 has been experiencing financial challenges because some of the party states are not meeting their financial obligations to the Agreement as anticipated. 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 partners/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 centre 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 carrying 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 intends to address this challenge 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 equipped with 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 fully established or robust information management system (database). As a result, there has been insufficient processing of intelligence information for dissemination and exchange with the National Bureaus (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 concluded 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, and 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.

4.0 BUDGET & ACTIVITY COSTING

The total cost of the ten-year Strategic Plan is estimated at US\$ 11,583,152 to be financed by Party State contributions, donors/partners, individuals and other well wishers.

Each Activity and goal with its envisaged implementation has been costed using specific parameters/estimates through the application of zero base budgeting plus a % provision inflationary adjustment.