

National Strategy for Combating Wildlife Trafficking:
Implementation Plan

On February 11, 2014, President Obama issued the *National Strategy for Combating Wildlife Trafficking (Strategy)*. Incorporating recommendations from the Advisory Council on Wildlife Trafficking, this document provides an Implementation Plan (Plan)¹ to guide and direct the efforts of Federal agencies in executing the *Strategy*. The Plan specifies the agencies that are primarily responsible for executing particular tasks, but this does not exclude other departments and agencies from contributing to implementation of those or other steps.²

This Plan follows the structure and objectives of the three Strategic Priorities identified in the *Strategy*:

Strengthen Enforcement – Implementing this Strategic Priority entails improving efforts in the United States to stop illegal trade in wildlife and to enforce laws prohibiting and penalizing wildlife trafficking, including requiring forfeiture of the financial profits and instruments of that illegal activity. In addition to improving coordination and prioritizing wildlife trafficking across enforcement, regulatory, and intelligence agencies in the United States, this Strategic Priority also calls for improving global enforcement efforts by supporting partner countries to build enforcement capacity and to undertake multinational enforcement operations targeting illegal trade in wildlife.

Reduce Demand for Illegally Traded Wildlife – As a Strategic Priority, reducing demand for illegally traded wildlife calls for raising public awareness of the harms done by wildlife trafficking through outreach in the United States and public diplomacy abroad. Our efforts here will seek to enlist individual consumers in our country and other nations in this fight through education and outreach to reduce demand for these products, and change consumption patterns that drive wildlife trafficking.

Build International Cooperation, Commitment, and Public-Private Partnerships – Implementing this Strategic Priority will use diplomacy to mobilize global support for,

¹ This Plan is not intended to, and does not, create any right or benefit, substantive or procedural, enforceable at law or in equity by any party against the United States, its departments, agencies or entities, its officers, employees, or agents, or any other person. Nothing in this plan shall be construed to impair or otherwise affect the functions of the Director of the Office of Management and Budget relating budgetary, administrative, regulatory, and legislative proposals.

² Subject to available resources, all departments and agencies should give this guidance special consideration when reviewing their plans, programs, and budgets for implementation of the Strategy.

and encourage active participation of partners in, the fight against wildlife trafficking, commit to strengthening implementation of international agreements that protect wildlife, and build partnerships to develop and implement innovative and effective approaches to combating this crime.

The implementation of each Strategic Priority is detailed through specific objectives and steps supported by programs overseen by the Federal entities that comprise the Presidential Task Force on Wildlife Trafficking (Task Force) established by Executive Order (EO) 13648 (July 5, 2013). Several areas of implementation support more than one line of effort and are therefore not repeated but are considered complementary activities. This Plan has benefited greatly from the detailed and helpful recommendations received from the Advisory Council on Wildlife Trafficking, as well as from other entities and individuals.

We have begun work toward implementing each of the objectives identified below, realizing each one will require a significant and sustained commitment over the long term. The steps set forth incorporate various ways to measure our progress. Some of these steps require discrete actions that can be assessed readily, while others involve ongoing efforts that will require more nuanced evaluative tools that may need to be developed. The Plan's success relies on agencies working in concert to carry out the objectives and steps detailed below, within available resources. Individual agencies will undertake activities in consultation with interagency partners as appropriate, and wherever possible, conduct activities jointly with partner agencies.

We will continually evaluate our progress, both by assessing the extent to which we are able to achieve the specific objectives identified here and by looking more broadly at the effectiveness of these objectives toward our strategic priorities and the ultimate goal of ending wildlife trafficking. Robust and effective enforcement of wildlife trafficking laws at home and abroad, measurably reduced poaching and other trafficking in wildlife, and increases in wildlife populations will provide overarching measures of our efforts to combat wildlife trafficking. The Task Force agencies will meet regularly to assess progress toward these objectives, with the lead agencies responsible for ensuring that progress remains on track for each objective. The Task Force will prepare and make public progress assessments on an annual basis.

Additionally, the plan to implement the *Strategy* will be informed by the breadth of the wildlife trafficking crisis, which continues to grow at an alarming rate. This increasing crisis poses a serious and urgent threat to conservation and global security. Criminal networks, corrupt foreign officials, and other bad actors profit from this pernicious trade, undermining economic development and the rule of law. Wildlife trafficking threatens a staggering array of terrestrial, freshwater, and marine species, including but not limited to: elephants, rhinos, tigers, sharks,

tuna, sea turtles, land tortoises, great apes, exotic birds, pangolins, sturgeon, coral, iguanas, chameleons, and tarantulas. The scourge of wildlife trafficking also encompasses trafficking of fisheries products and related threats to food supplies and food security. It is also well-established that wildlife trafficking is facilitated and exacerbated by illegal harvest of and trade in plants and trees, which destroys needed habitat and opens access to previously remote populations of highly endangered wildlife, such as tigers.

Responses to this crisis, and implementation of the *Strategy*, must therefore take into consideration the full range of affected species, both terrestrial and marine, and illegal actions threatening their habitat.

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Guiding Principles

Implementation of the *Strategy* under this Plan is intended to be, and should be, carried out in a manner faithful to the guiding principles set forth in the *Strategy*:

- **Marshal Federal Resources for Combating Wildlife Trafficking** by elevating this issue as a core mission of all relevant executive branch agencies and departments and ensuring effective coordination across our government.
- **Use Resources Strategically** by identifying common priorities and strategic approaches and by coordinating and harmonizing funding and programs across agencies to maximize strategic impact and minimize duplication of efforts.
- **Improve the Quality of Available Information** by developing and using innovative and science-based tools to gather and appropriately share the information needed to fight wildlife trafficking and to assess and improve our and our partners' efforts.
- **Consider All Links of the Illegal Trade Chain** in developing and evaluating strategies to establish strong and effective long-term solutions that address all aspects of wildlife trafficking, from poaching and transit through consumer use.
- **Strengthen Relationships and Partnerships** with the many public and private partners who share our commitment and our belief that continued coordination among nations, as well as with nongovernmental organizations and the private sector, are key to stopping wildlife trafficking.

Strengthen Enforcement

To combat the deepening global wildlife trafficking crisis, all countries must have a robust legal framework as well as the investigative, law enforcement, and judicial capacity to respond effectively to poaching and wildlife trafficking, to disrupt wildlife trafficking networks, to prosecute traffickers, to seize and forfeit the proceeds of the crimes, and to deter and prevent others from committing such crimes. Implementing this portion of the *Strategy* will require improving efforts in the United States to enforce laws prohibiting wildlife trafficking, improving global enforcement efforts by supporting partner countries as they build their enforcement capacity, and working with foreign and international partners on cross-border enforcement operations and other cooperative efforts.

U.S. Domestic Enforcement

Assess and Strengthen Legal Authorities

Objective: All appropriate enforcement authorities and tools are available to deter wildlife traffickers and fight wildlife trafficking crimes more effectively.

Next Steps:

- Analyze and assess legal authorities used to deter, investigate, and prosecute wildlife trafficking, as well as other types of trafficking, associated money laundering, and related crimes, to determine obstacles and gaps that impede successful investigation and prosecution and additional tools that can be used.
- Consult with enforcement authorities of foreign partners to identify any additional legal tools or authorities that could be effectively adopted or adapted in the United States.
- Evaluate and develop legislative proposals and work with Congress to enact legislation to strengthen authorities and tools to investigate, deter, and prosecute wildlife trafficking crimes, including legislation that recognizes wildlife trafficking crimes as predicate offenses for money laundering.
- Examine non-legislative action, including executive actions, to address wildlife trafficking and related crimes.
- Revise forfeiture regulations and streamline forfeiture appeal procedures to clarify and improve the processing of unlawful imported wildlife.
- Assess whether sentencing guidelines applicable to wildlife trafficking crimes provide appropriate deterrence and adequately reflect society's increased appreciation of harms done by such crimes.
- On an ongoing basis, review developments and changes and continue to evaluate need for additional legal tools and authorities.

Measuring Progress:

- President Obama signed the Multinational Species Conservation Funds Semipostal Stamp Reauthorization Act into law on September 19, 2014, providing for the Save Vanishing Species Stamp to be sold to support conservation efforts once again.
- Introduction of legislation to strengthen wildlife trafficking authorities; S. 27, Wildlife Trafficking Enforcement Act of 2015, introduced January 8, 2015.
- Administration legislative proposal(s) developed in 2015.
- Enactment by Congress of legislation that strengthens wildlife trafficking authorities.
- Assessment of legal authorities and identification and implementation of additional legal tools will be evaluated on an ongoing basis.

Lead Agencies: DOJ, DOI/FWS, DOC/NOAA

Participating Agencies: DHS, USDA/APHIS, USDA/FS

Use Administrative Tools to Quickly Address Current Poaching Crisis

Objective: A near-total U.S. ban on elephant ivory and rhino horn trade.

Next Steps:

- Eliminate broad administrative exceptions to the 1989 African Elephant Conservation Act (AECA) moratorium to prohibit commercial import of antique ivory.
- Clarify the definition of “antique,” and improve public understanding of the criteria that must be met for an item to qualify as an antique, under the Endangered Species Act (ESA).
- Revise the ESA African elephant special (4d) rule (50 CFR 17.40(e)) that allows African elephant ivory to be traded in ways that would otherwise be prohibited by the ESA.
- Re-affirm, clarify and improve public understanding of the “use-after-import” provisions in U.S. Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) regulations, in order to reduce sales, including intrastate sales, of African elephant ivory, rhinoceros horn, and other wildlife and wildlife products that were imported for noncommercial purposes only.
- Limit the number of elephant sport-hunted trophies that an individual can import, which must be obtained and imported consistent with national conservation laws, regulations, policies, and international treaty obligations.

Measuring Progress:

- Eliminated broad administrative exceptions to AECA moratorium and clarified application of ESA definition of “antique” through issuance and implementation of Fish and Wildlife Service Director’s Order No. 210, completed February 25, 2014.
- Addressed “use-after-import” provisions through publication and implementation of final rule revising U.S. CITES-implementing regulations, effective June 26, 2014.
- Publication of proposed and final rules revising the ESA African elephant special (4d) rule.

Lead Agency: DOI/FWS

Participating Agencies: DOJ, DOC/NOAA, DHS, USTR

Strengthen Interdiction and Investigative Efforts

Objective: Enforcement efforts are strengthened by committing enforcement resources in a strategically coordinated and targeted manner to disrupt wildlife trafficking networks.

Next Steps:

- Deploy U.S. Fish & Wildlife Service (FWS) investigative agents overseas to new posts in high wildlife source regions to facilitate development of trafficking cases.
- Use U.S. Department of Agriculture (USDA) personnel overseas in high plant and timber source regions to support cases involving timber trafficking, which facilitates and exacerbates wildlife trafficking.
- Build wildlife and fisheries crime expertise and investigative capability in the United States to address U.S. role in global trafficking, including expertise within the U.S. Government as well as through partnerships with knowledgeable and appropriate organizations.
- Provide training as needed and appropriate for FWS, National Oceanic and Atmospheric Administration (NOAA), and USDA enforcement personnel in complex investigations, including international matters, financial issues, and computer forensics.
- Utilize and promote the use of existing customs and financial authorities of Department of Homeland Security (DHS)-Immigration and Customs Enforcement (ICE) investigators domestically and overseas to facilitate the development of trafficking cases.
- Increase prosecutorial capacity to support wildlife trafficking investigations and conduct prosecutions.
- Dedicate attorneys at U.S. Department of the Interior (DOI) to assist FWS with civil and administrative enforcement of wildlife laws.
- Provide prosecutorial coordination and support for newly deployed overseas FWS enforcement officers and other U.S. enforcement personnel stationed overseas.

- Improve the capacity of wildlife law enforcement agencies, forensic science laboratories, and computer forensic units.
- Institutionalize training and develop supporting materials on interdicting and investigating wildlife trafficking to support domestic prosecutions and international efforts as part of core curriculum for relevant federal personnel deployed abroad, including but not limited to Federal Bureau of Investigation (FBI) Legal Attachés, Drug Enforcement Administration (DEA) agents, International Criminal Investigative Training Assistance Program (ICITAP) Law Enforcement Advisors, Office of Overseas Prosecutorial Development, Assistance, and Training (OPDAT) Resident Legal Advisors; Treasury Office of Technical Assistance (OTA) Advisors, State Department Environment, Science, Technology, and Health Officers, and others stationed at relevant posts; and overseas-based enforcement personnel at DHS.

Measuring Progress:

- Attachés posted.
- Training developed and institutionalized.
- Wildlife trafficking enforcement and prosecutorial capacity enhanced.
- Increased interagency support for investigations, including from overseas personnel, and multi-agency investigations undertaken.

Lead Agencies: DOI/FWS, DOC/NOAA

Participating Agencies: DHS, USDA/FS, USDA/OIG, DOJ, TREAS/OTA

Prioritize Wildlife Trafficking Across U.S. Enforcement Agencies

Objective: Improved interagency cooperation and capacity to detect, interdict and investigate wildlife trafficking.

Next Steps:

- Identify specific roles, responsibilities, authorities, and capabilities of relevant enforcement agencies.
- Integrate other agency expertise in new and ongoing wildlife trafficking and related investigations led by FWS, NOAA, and/or USDA.
- Develop or update memoranda of understanding among enforcement agencies as needed to clarify roles and enhance ability to coordinate.
- Institutionalize training on interdicting wildlife trafficking as part of core curriculum for training of U.S. Customs and Border Protection (CBP) officers.
- Assess the need and opportunity for training on wildlife trafficking for state and tribal enforcement, prosecution and judicial personnel, and conduct training as appropriate.

- Assess the need and opportunity for training on wildlife trafficking investigations for federal enforcement personnel at agencies that have not traditionally investigated wildlife trafficking, and conduct training as appropriate.
- Enhance wildlife trafficking interdiction and investigative capabilities by integrating FWS and NOAA personnel into the Commercial Targeting and Analysis Center (CTAC), CBP National Targeting Center, and other criminal fusion centers and targeting and analysis centers as appropriate.
- FWS, NOAA, and USDA/FS (domestic cases) to organize and lead task forces comprised of federal, state, and tribal investigative units to target wildlife and timber trafficking networks or illegal fisheries operations.
- Identify enforcement partners willing to provide financial investigative support and international financial flows analysis to assist in increased targeting intelligence.
- Develop and provide training for U.S. Attorneys' Offices on methods and importance of prosecuting wildlife trafficking crimes.
- Work with the federal judiciary to develop and provide training on significance of wildlife trafficking crime, including financial impact and loss of species.
- Create and implement USDA-Animal and Plant Health Inspection Service (APHIS) compliance program to support enforcement of the 2008 Lacey Act amendments pertaining to the importation of plants and plant products.

Measuring Progress:

- Memoranda of Understanding (MOUs) developed.
- Increased multi-agency investigations undertaken.
- New task forces established.
- Increased interagency training activities undertaken.

Lead Agencies: DOJ, DOI/FWS, DOC/NOAA

Participating Agencies: DHS, USDA/APHIS, USDA/FS, USDA/OIG

Enhance Coordination Among and Between Enforcement and Intelligence Agencies

Objective: Increased coordination and information-sharing among law enforcement and intelligence agencies enhances the effectiveness of Federal efforts to combat wildlife trafficking.

Next Steps:

- Enhance timely information-sharing between wildlife trafficking law enforcement agencies and intelligence agencies.

- Use the International Trade Data System (ITDS) Board of Directors, Border Interagency Executive Council (BIEC), and other existing bodies to identify existing barriers to implementation of the ITDS and other projects aimed at making U.S. import/export data available to all relevant law enforcement agencies for research, analysis, and use in identifying and seizing illegal wildlife shipments.
- Provide outreach and training on wildlife trafficking to intelligence-gathering agencies.
- Coordinate with the intelligence community to prioritize wildlife trafficking issues as aligned with national security issues and strengthen capacity of intelligence-gathering efforts on wildlife trafficking and related issues.
- Institutionalize mechanisms for sharing intelligence community information with law enforcement agencies.

Measuring Progress:

- Appropriate U.S. import/export data made available to relevant agencies for investigative purposes.
- Increased information-sharing capabilities.
- Intelligence-gathering and analysis capacity increased.
- Wildlife trafficking-related intelligence gathering prioritized and cross-agency efforts increased.

Lead Agencies: DOJ, DOI/FWS, DOC/NOAA, ODNI, DHS

Participating Agencies: USDA/OIG, TREAS

Take the Profit Out of Wildlife Trafficking

Objective: Increase the risk and disincentives for wildlife trafficking crimes to deter traffickers and direct illicit proceeds from wildlife trafficking to the conservation and protection of wildlife.

Next Steps:

- Increase and further institutionalize use of existing tools to target the assets of wildlife traffickers and wildlife trafficking networks, including: administrative, civil, and criminal fines and penalties; community service payments; forfeiture; and restitution.
- Use tools, when appropriate, that will direct funds taken from wildlife traffickers back to conservation efforts to protect the wildlife harmed by those traffickers.
- Develop a written toolkit and/or other guidance for investigators and prosecutors on tools that can be used to target the assets and financial networks of wildlife traffickers, including how best to develop cases to use these tools.
- Develop written guidance for overseas U.S. personnel and/or foreign partners on use of such tools in international context to support wildlife trafficking prosecutions.

- Work with Congress to obtain authority to forfeit the proceeds of wildlife trafficking crimes, regardless of whether other crimes are involved; and direct funds generated through wildlife trafficking enforcement efforts to conservation and wildlife protection.
- Develop a better understanding of wildlife trafficking financial networks and business operations (*e.g.*, profitability of various types of trafficking, financial institutions used, etc.).
- Coordinate with the Organization for Economic Cooperation and Development (OECD) Task Force on Charting Illicit Trade with respect to its mapping of networks engaged in wildlife trafficking.
- On an ongoing basis, evaluate the adequacy of fines, penalties, and amounts generated through forfeiture and restitution to (a) prevent wildlife traffickers from profiting from their crimes; (b) deter wildlife traffickers; and (c) encourage range states to combat wildlife trafficking and support enforcement operations.
- Develop methodology to track funds generated from penalties and forfeitures through all types of federal wildlife trafficking enforcement (including administrative, civil, and criminal) and publicize such information for deterrent purposes.

Measuring Progress:

- New tools to target assets and entities linked to wildlife trafficking identified and/or developed.
- Funds generated through enforcement efforts increasingly devoted to priority conservation efforts.
- Fines and penalties for wildlife trafficking and related crimes evaluated.
- Development and use of tracking system for funds generated through enforcement.

Lead Agencies: TREAS, DOI/FWS, DOJ, DOC/NOAA, DOS

Participating Agencies: USDA/FS, USDA/APHIS, USDA/OIG, OMB, DHS, USAID

Global Enforcement

Support Governments in Building Capacity

Objective: The United States uses a “whole-of-government” approach to support foreign governments in range, transit, and consumer countries affected by wildlife trafficking in building their capacity to address the illicit wildlife trafficking chain at all critical stages of enforcement – from the development and implementation of strong and effective legal authorities, through anti-poaching and on-the-ground enforcement to interdiction and investigation, building strong prosecutions, and getting appropriate penalties and deterrence.

Next Steps:

- Work with relevant governments to identify most urgent priority needs for immediate capacity-building support and partnerships.
- Provide support and technical assistance for strengthening foreign laws prohibiting wildlife trafficking and related conduct.
- Work with individual countries to assess and remedy gaps in existing enforcement tools and legal authorities, so as to harmonize with tools and authorities addressing illegal firearms, drugs, and human trafficking.
- Encourage and operationally support regional coordination of enforcement authorities to deter, apprehend, and prosecute poachers and traffickers consistently among neighboring nations.
- Identify and support key partners that assist foreign governments in applying the law in national parks and other wildlife areas, including enforcement monitoring and anti-poaching efforts on the ground, as well as enforcing the law through an effective legal system.
- In concert with the CITES Secretariat and other partners, provide support and technical assistance to ensure that CITES Parties have appropriate domestic measures in place to implement the treaty effectively, including by deterring illegal trade, confiscating and appropriately disposing of illegally traded specimens, prosecuting violations, and forfeiting illicit proceeds.
- Work with key countries to assess training resources and to build inspection, investigative, forensic, prosecutorial and judicial capacity through training and technical support.
- Promote sharing of forfeited assets with foreign governments that assist the United States in wildlife trafficking enforcement activities, where it would contribute to building global capacity for wildlife trafficking enforcement.
- Identify and focus on opportunities to institutionalize and incentivize training and curricula within existing regional and country-specific training programs, institutions, and universities.
- Provide training at National Conservation Training Center for upper-level conservation law enforcement managers of countries involved in fighting wildlife trafficking, examine whether other U.S.-based institutions and mechanisms (*e.g.*, the Federal Law Enforcement Training Center, the National Advocacy Center, and fellowships and exchanges with U.S. law enforcement agencies) could be used effectively to train foreign enforcement personnel and prosecutors.
- Promote reforms to support proper management of natural resources and improve professionalism of wildlife enforcement agents, rangers and park guards in key countries.

Measuring Progress:

- Support and technical assistance provided.
- Legal regimes strengthened and enforcement increased in key wildlife source, transit and consumer countries.
- Training tools and programs evaluated and developed.

Lead Agencies: DOS, DOI/FWS, DOC/NOAA, USAID

Participating Agencies: DOJ, DHS, USDA/FS, USDA/OIG, TREAS, DOD, USTR

Support Community-Based Wildlife Conservation

Objective: Support efforts to work with local communities to protect wildlife and prevent wildlife trafficking.

Next Steps: The Lead and Participating Agencies will deploy several measures to achieve this objective, including:

- Assess current U.S. Government support to community-based wildlife conservation and compare to key source areas for trafficked wildlife (*e.g.*, elephants, rhinos, pangolins, marine turtles); identify gaps and opportunities for scaling-up and coordination of community-based efforts, taking into account support from government and other donors.
- Work with local communities to strengthen reporting of poaching and other trafficking activity and create support for conserving wildlife, including through work to strengthen or create economic incentives for local communities to protect wildlife.
- Work with local communities to develop secure methods of sharing information with enforcement officials.
- Encourage and support local community ranger associations to link, as appropriate, with wildlife protection authorities.
- Support the further development of community-based conservation initiatives in key wildlife corridors and other areas where poaching occurs or is likely. Efforts should focus on areas where governance structures exist or can be developed to support community-based conservation with economic and social incentives for local communities.
- Increase coordination among U.S. Government agencies in-country (including enforcement agencies) with a focus on how community-based efforts can further support enforcement.

Measuring Progress:

- Community-based conservation ranger efforts and efficacy evaluated.
- Community-based conservation ranger and scout efforts increased and scaled-up in target wildlife areas.
- Capacity of resource managers, rangers, and scouts increased.

Lead Agencies: USAID, DOC/NOAA

Participating Agencies: DOS, DOI/FWS, DOJ, DHS

Support Development and Use of Effective Technologies and Analytical Tools

Objective: Cost-effective analytic tools and technological solutions are developed and broadly disseminated to support wildlife trafficking investigations and prosecutions.

Next Steps:

- Deploy a coordinated approach to developing and using existing and advanced technologies to combat illegal wildlife trafficking.
- Encourage the development of new technologies to identify poaching hotspots and transit routes used by traffickers (through Geographic Information System and other tools), and use information to direct and evaluate effectiveness of anti-poaching and other anti-trafficking efforts.
- Improve methods and capacity for customs, border, and investigative personnel to detect and identify illegally traded wildlife, including species, product, age, and origin identification, particularly in Africa and Asia.
- Assess needs and opportunities for detection dogs at key interdiction and investigation points, and support the implementation of best practices where appropriate.
- Support forensic research into species identification and development of international wildlife forensic standards and methods, with a goal of ensuring the accuracy, credibility, and admissibility of scientific expert opinion, testimony, and evidence.
- Foster exchange programs and internships to build international forensic capacity.
- Support the development of cost-effective tools to identify more comprehensively legal and illegal seafood products.
- Improve tracking of the wildlife trafficking supply chain through technical cooperation with other government sectors.
- Pursue strategies and methods to investigate internet-based activities related to the selling and purchasing of illegal wildlife products.

Measuring Progress:

- New inspection and interdiction technologies developed and applied.

- Forensic tools, capacity, and networks developed.

Lead Agencies: DOI/FWS, USAID, DOC/NOAA, USDA/FS

Participating Agencies: DOS, DHS, DOJ, USDA/OIG

Enhance Information Sharing with International Partners

Objective: Enhance intelligence information sharing capabilities with international partners to disrupt wildlife trafficking networks and improve law enforcement capabilities.

Next Steps:

- Identify existing information-sharing networks or mechanisms as well as gaps and areas where additional networks or mechanisms are needed.
- Share information and promote transparency on financial networks that link source, transit, and demand countries, particularly those networks that pose the greatest threat to U.S. national security interests.
- Collect and share information, consistent with domestic law, on transnational criminal organizations, terrorist entities, security personnel, corrupt officials, financiers, and other individuals and entities worldwide that facilitate illegal wildlife trade.
- Support partner countries in building their capacity to collect, analyze, and manage information, particularly for intelligence, forensic, investigative, asset recovery, and prosecutorial purposes.
- Identify and support partners who assist governments to compile and synthesize information from the field on wildlife trafficking and related mortality.
- Promote transparency and accountability among regional, multilateral, and intergovernmental enforcement entities by monitoring the prosecutorial system from announced seizures and arrests, through prosecution, sentencing and post-sentencing outcomes (e.g. forfeiture, incarceration, probation, etc.).
- Use open-source intelligence, such as through the Director of National Intelligence's Open Source Center, to identify individuals or other entities linked to illegal wildlife trafficking.
- Promote secure and appropriate information sharing among countries combating wildlife trafficking, between Wildlife Enforcement Networks (WENs) and entities such as the International Consortium on Combating Wildlife Crime (ICWC).
- Encourage countries' customs agencies to utilize the World Customs Organization Customs Enforcement Network (WCO CEN) system for reporting wildlife seizures.
- Support multilateral senior law enforcement exchanges to promote the sharing of law enforcement intelligence and enhance cooperation against wildlife trafficking networks.

Measuring Progress:

- Increased information sharing on financial networks, wildlife trafficking routes, etc.
- Information-sharing capacity increased, including through new and existing networks and information centers.

Lead Agencies: DOS, DOI/FWS, USAID

Participating Agencies: ODNI, DOS, DHS, DOC/NOAA, DOJ, USDA/FS, USDA/OIG, TREAS, DOD

Participate in Multinational Enforcement Operations

Objective: Encourage and develop bi- and multi-lateral enforcement operations targeting exports from high volume and high conservation value source regions.

Next Steps:

- Deploy and use overseas U.S. Government enforcement and legal personnel (*e.g.*, FWS, DHS-ICE, DOJ) to increase cooperation with, and support for, regional WENs and other international wildlife enforcement efforts to facilitate trafficking cases, enhance enforcement operations, and improve country-to-country communication and cooperation.
- Promote organization of and participation by U.S. Government agencies (*e.g.*, FWS, DHS-ICE, and DHS-CBP) in bi-lateral and multi-lateral enforcement operations targeting specific wildlife trafficking networks, with efforts focused on southeast Asia, Africa, and Central America.
- Work with relevant International Criminal Police Organization (INTERPOL) working groups (Wildlife and Fisheries) to develop and support global projects and particular global enforcement operations.
- Promote increased use of INTERPOL I/24 secure communication system between the U.S. National Central Bureau (NCB) in Washington and the 190 members of INTERPOL.
- Support development of an INTERPOL National Environmental Strategic Team (NEST) in the NCB.
- Coordinate with INTERPOL Regional Operational Centers focused on wildlife trafficking.

Measuring Progress:

- USG overseas personnel supporting enforcement efforts.
- WEN, bilateral, and other multilateral cooperation increased.

Lead Agencies: DOI/FWS, DOC/NOAA, DHS

Participating Agencies: DOJ, DOS, USAID, USDA/OIG

Support the Development of an Effective Worldwide Network of Wildlife Enforcement Networks (WENs)

Objective: Continue to support the development and operation of effective regional WENs, and work to promote greater cooperation and sharing of information and intelligence among WENs within regions, with the goal of developing a strong and effective network of WENs worldwide that lead to successful enforcement and prosecutions.

Next Steps:

- Support existing WENs and assess operations in order to determine best management, operational, and sustainability practices and critical weaknesses.
- Support development of new and emerging WENs in Africa, Asia, South America, the Caribbean, and the Pacific region.
- Encourage communication, coordination and information sharing among existing and emerging WENs to foster multilateral enforcement efforts.
- Garner financial and operational support for WENs and national enforcement task forces within countries from host country governments and institutions through diplomatic means.
- Increase broad participation of all appropriate enforcement agencies in current and future national-level WENs.
- Provide training through WENs for inspectors, investigators, prosecutors, and judges.
- Collaborate with groups such as ICCWC, as well as civil society and public entities, to support WENs more effectively and to share best practices and tools.
- Promote collaboration between WENs and national Financial Intelligence Units.

Measuring Progress:

- Financial and operational support for WENs expanded.
- Coordination and communication among WENs increased.
- New WENs established.

Lead Agencies: DOS, DOI/FWS, USAID

Participating Agencies: DOJ, DOC/NOAA, DHS, TREAS, USTR

Address Wildlife Trafficking in Fighting Other Transnational Organized Crime

Objective: Apply the tools developed to fight transnational organized crime to counter those transnational criminal syndicates that traffic in wildlife. Increase the awareness of wildlife trafficking as a serious, organized form of criminality by U.S. Government agencies involved in combating transnational organized crime more generally.

Next Steps:

- Develop and institutionalize mechanisms to coordinate and share transnational wildlife trafficking information with the Transnational Organized Crimes (TOC) Interagency Policy Committee (IPC) on addressing transnational wildlife trafficking syndicates.
- Coordinate with the TOC IPC regarding how best to address wildlife trafficking through implementation of TOC strategy.
- Identify any gaps in the ability to use TOC strategy tools to combat wildlife trafficking syndicates; develop recommendations on how to address any such gaps.
- Use Executive Order 13581 – Blocking Property of Transnational Criminal Organizations (July 25, 2011), where sufficient evidence is available, to sanction significant transnational criminal organizations involved in wildlife trafficking.
- Use the TOC Rewards Program to assist in gathering information to dismantle significant transnational networks involved in wildlife trafficking.
- Provide information to the TOC IPC to support their consideration of a transnational criminal organization’s involvement in wildlife trafficking as a factor in identifying and prioritizing targets with a high national security risk.

Measuring Progress:

- TOC IPC coordination and information sharing increased.
- Transnational criminal syndicates targeted.

Lead Agencies: DOS, TREAS, DOJ

Participating Agencies: DOD, DOI/FWS, DOC/NOAA, USAID, USDA/OIG, USDA/FS, DHS

Focus on Corruption and Illicit Financial Flows

Objective: Improved public integrity in government officials and agencies charged with protecting wildlife and controlling trade.

Next Steps:

- Promote the use of existing tools, reports and approaches for transparency and accountability to expose and prevent corruption.
- Use high-level diplomatic engagement to build political will to address wildlife trafficking-related corruption.
- Identify foreign officials in key countries with corrupt relationships with wildlife traffickers, and target their assets for forfeiture and repatriation to affected governments as appropriate.
- Urge all countries to become parties to, and implement, the United Nations Convention against Corruption (UNCAC) and the United Nations Convention against Transnational

Organized Crime (UNTOC) and use UNTOC and UNCAC to facilitate international cooperation.

- Identify private sector companies and other actors that facilitate the movement of wildlife products and assess mechanisms to target their assets (including planes, bank accounts, etc.) for seizure and forfeiture.
- Evaluate the applicability of the Foreign Corrupt Practices Act (FCPA) to target businesses whose corrupt practices facilitate wildlife trafficking and, if feasible, pursue cases.
- Coordinate with federal and intergovernmental agencies as well as Non-Governmental Organizations (NGOs), academics, and research institutions that focus on corruption to develop models and methods for addressing corruption in the wildlife trafficking context.
- Identify and target assets and proceeds related to wildlife trafficking for seizure and forfeiture during the investigation and through prosecution.
- Provide technical assistance to the Financial Action Task Force (FATF)-style Regional Bodies (FSRBs) in Africa to develop typologies on wildlife crime.
- Share information domestically and with international partners, as appropriate, to investigate the financing of organized wildlife trafficking activities.
- Leverage national-threat finance capabilities against wildlife trafficking targets.
- Explore how tools such as the Pelly Amendment can be used more effectively to address wildlife trafficking.

Measuring Progress:

- Corrupt public and private sector individuals and their associated entities identified.
- Illicit proceeds and assets related to wildlife trafficking seized.

Lead Agencies: TREAS, DOS, DOJ

Participating Agencies: DOI/FWS, DHS, USDA/FS, DOC/NOAA, USAID, DOD

Reduce Demand for Illegally Traded Wildlife

Increasing anti-poaching and anti-trafficking enforcement efforts alone will not be sufficient to stop wildlife trafficking; we must work simultaneously to address the persistent market demand that drives this trade. The implementation of this portion of the Strategy focuses on reducing demand for illegal wildlife and wildlife products through targeted, evidence-based approaches to changing critical consumption patterns that drive wildlife trafficking at home and abroad. Reducing demand is a complex and long-term endeavor. The markets for illegally traded wildlife exist for different reasons in different parts of the world and so the approaches that work well in the United States may find less success elsewhere; effective strategies will need to be tailored to be country and species-specific.

Raise Public Awareness and Change Behavior

Objective: Raise public awareness and recognition of wildlife trafficking and its negative impacts, and associated risks of prosecution, as a means to change harmful consumption patterns and eliminate the market for illegally traded wildlife and wildlife products.

Next Steps:

- Develop, implement, and support strategies targeting consumers and suppliers of illegal wildlife products to raise public awareness and change behavior.
 - Draw from expertise of public and private sectors, civil society, and academia to identify best practices, methodologies, and communication strategies that have demonstrated success in influencing consumer behavior in demand and source countries.
 - Engage communications experts, including social marketing firms, advertising and public relations firms, and consumer research firms, to inform sustained awareness efforts in key areas.
 - Invest in targeted actions and campaigns to complement and support key enforcement actions.
- Work with the NGO community and private sector, including the transportation and tourism sectors and online retailers, to raise awareness within their organizations as well as among their customers/audiences.
 - Work with e-commerce marketplaces to educate consumers of the broader impacts and risks of buying or selling illegal wildlife products, and work to ensure that e-commerce platforms are not used for this illegal trade.
 - Work through social media platforms to raise awareness among site users on social responsibility and how certain actions can contribute to the exploitation of protected species and spur increased demand.
- Engage other governments and the private sector in public awareness-raising activities.

- Encourage and collaborate on the launch of Public Service Announcements to build public awareness about the impacts of poaching and illegal trade on wild populations, the social costs, the risks, and the transnational organized crime involved.
- Encourage and coordinate on public activities and events that highlight the issues and engage new audiences.
- Continue to support and build on initiatives in Africa, Asia, and Latin America and the Caribbean to reduce wildlife poaching and illegal trade through media campaigns, training, developing alternate livelihoods, and community organizing.
- Use public spaces at home and abroad (including consular sections and airports) to reach relevant audiences with educational materials and public service announcements.

Measuring Progress:

- Communications and behavior change experts engaged to develop awareness-raising campaigns in 2015.
- New campaigns developed and deployed and awareness raised in key countries.
- Private sector and other civil society entities engaged in demand reduction campaigns and actions.

Lead Agencies: DOS, USAID, DOI/FWS, DOC/NOAA

Participating Agency: DOJ

Build Partnerships to Reduce Domestic Demand

Objective: Strengthen partnerships and team more effectively with key sectors to reduce demand for illegally traded wildlife and wildlife products within the United States.

Next Steps:

- Build a coalition to develop a core national public awareness campaign with themes that resonate with key stakeholders.
 - Identify key partners from the private sector, non-governmental organizations, and academia with proven track records to help develop the national campaign.
 - Work with key partners to assess the domestic market for illegal wildlife products and identify target audiences.
 - Use surveys, focus groups, and other established methodologies to develop messaging that will resonate with those audiences.
- Develop focused sub-campaigns to target specific audiences, such as diaspora groups, as appropriate.

- Identify key channels in traditional and new media that will reach the target audiences.
- Launch national and sub-campaigns through multiple media outlets.
- Use the crushed ivory from the U.S. seized ivory stockpile to create educational installations throughout the United States to build awareness and reduce consumer demand.
- Recruit thought leaders from diverse sectors to become wildlife ambassadors and help spread the message at home and abroad.
- Develop campaigns specifically targeting U.S. citizens travelling, serving, and working overseas to educate them on U.S. laws and ensure that they do not inadvertently contribute to the illegal trade.
- Promote more direct public engagement, such as the Save our Vanishing Species Semi-Postal Stamp, which provides the public an avenue to participate in financing anti-trafficking activities.

Measuring Progress:

- National campaign and targeted sub-campaigns launched in 2015.
- Public knowledge expanded and attitudes changed as assessed by surveys.
- Consumer demand reduced for targeted species per market surveys, seizure data, etc.

Lead Agency: DOI/FWS

Participating Agencies: DOS, DOD, DOC/NOAA

Promote Demand Reduction Efforts Globally

Objective: Work to eliminate the market for illegally traded wildlife in key consumer countries and regions.

Next Steps:

- Analyze and evaluate the effectiveness of current U.S. Government-supported wildlife demand-reduction efforts.
- Assess best practices, effective approaches, and robust methodologies in demand reduction and changing consumption patterns drawing on expertise from a variety of sectors.
- Based on the outcomes of the first two activities, build the capacity of U.S. Government and foreign counterparts to improve the effectiveness of demand reduction efforts.
- Engage foreign governments to lead in demonstrating demand reduction through eliminating use of illegally traded wildlife and wildlife products in connection with official functions.

- Work with the private sector and civil society in key consumer countries to change wildlife consumption patterns in relevant communities.
- Engage and coordinate with the private sector and governments on demand reduction activities in key consumer countries.
 - Increase awareness of the legal repercussions of engaging in such activities and take other actions to encourage attitudinal and behavioral shifts.
 - Encourage submissions of and provide funding for innovative international activities to reduce consumer demand.
- Work with influential religious and faith leaders to reduce demand and consumption within their constituencies.
- Integrate curricula aimed at reducing the consumption and trafficking of wildlife into the training programs/curricula for diplomats, military, and international business corps in target countries and the United States.
- Support demand reduction and behavior change efforts in range states.
- Continue to build on the existing demand reduction initiatives in China and South and Southeast Asia to reduce consumer demand.
- Connect and communicate with diaspora groups to better understand social and cultural aspects of the demand for, and consumption of wildlife products.

Measuring Progress:

- Commitments by governments to lead and demonstrate reduced use of trafficking wildlife and wildlife products.
- Commitments by governments, private sector, and other civil society entities to support demand reduction efforts.
- Surveys to measure change in public awareness, attitude, and buying habits.
- Surveys of markets to determine if both price and availability are declining for targeted wildlife or wildlife products.

Lead Agencies: DOS, USAID, DOI/FWS, DOC/NOAA

Participating Agency: USDA/FS

Expand International Cooperation and Commitment

Combating wildlife trafficking requires the engagement of governments in range, transit, and consumer countries throughout the world as well as a range of stakeholders outside of government. This portion of the strategy focuses on efforts to use diplomacy to mobilize global support for, and participation in, the fight against wildlife trafficking. This includes efforts to strengthen international agreements and arrangements that protect wildlife, to promote commitments to conservation and wildlife crime-fighting within and between countries and regions, and to engage partners ranging from non-profit conservation groups and grass-roots activists to private industry and the media.

Use Diplomacy to Catalyze Political Will (multilateral)

Objective: Build political will to combat wildlife trafficking through diplomatic engagement in a broad range of multilateral fora.

Next Steps:

- Continue to advocate for commitments to combat wildlife trafficking in multilateral fora, as appropriate and within each forum's mandate.
- Encourage Development Banks to require that recipient countries address wildlife trafficking as a part of project funding when appropriate.

Measuring Progress:

- Specific commitments incorporated in agreed text.
- Additional events planned to spotlight the issue and develop further commitments.
- Enhanced cooperation and communication among multilateral fora.

Lead Agency: DOS

Participating Agencies: DOI/FWS, USAID, DOC/NOAA, USTR

Strengthen International Agreements and Arrangements that Protect Wildlife

Objective: Leverage existing resources and commitments. Work through existing international agreements and arrangements, pursuing the adoption of appropriate measures to respond to the current crisis of poaching and trafficking, and strengthening and ensuring effective implementation of these agreements and arrangements.

Next Steps:

- Ensure the effective implementation and enforcement of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES).

- Hold accountable those Parties that have repeatedly failed to fulfill their CITES obligations.
- Assist CITES Parties that do not have adequate measures in place to effectively implement the Convention in developing and implementing appropriate legislation or other measures to do so.
- Coordinate with newly established Presidential Task Force on Combating Illegal, Unreported, and Unregulated (IUU) Fishing and Seafood Fraud to support regional fisheries management organizations and strengthen arrangements to detect and deter IUU fishing.

Measuring Progress:

- CITES implementation improved in key countries.
- CITES capacity-building efforts undertaken.
- Number of CITES Parties with implementing legislation in Category 1 under the CITES National Legislation Project.
- Number of CITES Parties that have effectively implemented specific recommendations directed to them by the CITES Standing Committee.
- Actions taken against CITES Parties demonstrated to have repeatedly failed to effectively implement the Convention.

Lead Agencies: DOI/FWS, DOC/NOAA

Participating Agencies: DOS, USAID, USDA/FS, USTR, DHS

Use Existing and Future Trade Agreements and Initiatives to Protect Wildlife

Objective: Engage trading partners on a regional and bilateral basis under existing and future U.S. free trade agreements (FTAs), and other trade-related initiatives to take measures to combat wildlife trafficking; integrate wildlife trafficking and resource conservation, including habitat protection, as priority areas for information exchange, cooperation, and capacity building; support environmental cooperation mechanisms and projects related to implementing obligations under FTAs.

Next Steps:

- Continue integration of wildlife conservation in trade policy and negotiations.
- Continue implementation of existing commitments on wildlife conservation in FTAs, including those related to CITES.
- Seek inclusion of meaningful commitments to combat wildlife trafficking in new FTAs, including the Trans-Pacific Partnership (TPP) and the Transatlantic Trade and Investment

Partnership (T-TIP) and other trade-related initiatives, such as Trade and Investment Framework Agreements (TIFAs) and bilateral dialogues.

- Continue to work across USG agencies to prioritize wildlife trafficking and wildlife conservation, including habitat protection, as issues for environmental cooperation programs and information exchange under cooperation arrangements with FTA partners.

Measuring Progress:

- Meaningful commitments to protect and conserve wildlife and to combat wildlife trafficking included in FTAs.
- FTA partners make progress to implement and enforce environmental laws dealing with wildlife conservation and wildlife trafficking.
- Identify wildlife conservation issues and collaborate with trading partners to combat wildlife trafficking under the framework of existing FTAs or other trade mechanisms.
- Include wildlife trafficking and wildlife protection, including habitat conservation, as priority issues for environmental cooperation and information exchange under cooperation arrangements with existing FTA partners.

Lead Agencies: USTR, DOS

Participating Agencies: DOI/FWS, DOJ, USDA/FS, DOC/NOAA, USAID, DHS

Incorporate Provisions to Protect Wildlife in Other International Agreements

Objective: Ensure wildlife trafficking is appropriately included in relevant international agreements.

Next Steps:

- Work to incorporate meaningful commitments to address wildlife trafficking in key multilateral, regional, and bilateral agreements.
- Include provisions that ensure wildlife trafficking and related offenses are extraditable under extradition treaties where appropriate.
- Incorporate wildlife trafficking and related offenses in mutual legal assistance treaties, including assistance in freezing and seizing the illicit proceeds of wildlife trafficking where appropriate.
- Encourage UNTOC member countries to implement the 2013 and 2014 UN Commission on Crime Prevention and Criminal Justice (CCPCJ) resolutions to treat wildlife and timber trafficking as a serious crime.

Measuring Progress:

- Meaningful commitments and provisions regarding wildlife trafficking incorporated into agreements and MLATs.

Lead Agency: DOS

Participating Agencies: DOI/FWS, DOJ, DOC/NOAA, TREAS, USAID

Cooperate with Other Governments (Bilateral and regional)

Objective: Work bilaterally and regionally, and at all levels of government, to catalyze political will and actions to address wildlife trafficking.

Next Steps:

- Expand efforts to raise wildlife trafficking at all levels of our bilateral diplomatic engagement and development assistance with foreign governments.
 - In key countries, discuss combating wildlife trafficking as part of high-level host government engagement.
 - Develop concrete actions to further bilateral cooperation with China, with whom we will expand our collaboration to combat wildlife trafficking in the context of the U.S.-China Strategic and Economic Dialogue and other bilateral efforts.
 - Engage and collaborate with other donors to increase efforts to address poaching and trafficking. Advise and support key countries in developing their own strategies to protect and manage wildlife.
- Continue to encourage countries to inventory and then destroy their national stockpiles of confiscated ivory and other contraband wildlife.
- Encourage countries, where appropriate, to transparently audit their holdings of contraband wildlife and wildlife products.
- Encourage countries to strengthen regulation of domestic wildlife markets, particularly ivory markets, and to improve the enforcement of existing domestic wildlife trade regulations.
- Develop synergies with forest conservation initiatives and efforts to combat illegal logging and timber trafficking.
 - Increase monitoring of forests to detect illegal access roads for logging, which can lead to increased poaching and other trafficking activity, in addition to habitat destruction.

Measuring Progress:

- New bilateral actions and commitments undertaken with China.
- New strategies or action plans developed by other countries with U.S. assistance.
- Stronger regulatory controls on ivory trade, and trade controls for other protected species, adopted in other countries.

Lead Agencies: DOS, USAID, DOI/FWS, DOC/NOAA

Participating Agency: USTR

Promote Effective Partnerships

Objective: Promote joint efforts and partnerships among governments, intergovernmental and non-governmental organizations, the private sector, and others to address wildlife trafficking, stimulate alternative livelihoods, community-based conservation programs, and legal and sustainable supply chains.

Next Steps:

- Work with business leaders in relevant industries to foster private sector and civil society partnerships to develop industry-specific approaches to such issues as:
 - On-line sales of illegal wildlife through partnerships with e-commerce marketplaces and online auction sites.
 - Best practices for the transportation industries to eliminate transport of illegal wildlife and wildlife products.
 - Commitments by cruise ship, hotel, and tour operator industries to bar sale of illegal wildlife and wildlife products from gift shops, restaurants, concessions, and to educate their customers.
 - Best practices and guidelines to prevent trafficked wildlife and wildlife products from entering supply chains.
- Incorporate efforts and activities to combat wildlife trafficking into existing partnerships, including the Congo Basin Forest Partnership.

Measuring Progress:

- Partnerships created and actions taken under them.
- Workshops held, leading to decisive actions to combat illegal wildlife trade.

Lead Agencies: USAID, DOS

Participating Agencies: DOI/FWS, DOC/NOAA, DOT, DOJ

Encourage Development of Innovative Approaches

Objective: Leverage technological expertise to promote creative ideas, innovative solutions, and strategic partnerships to address key technical limitations hindering our ability to combat wildlife trafficking.

Next Steps:

- Through the Wildlife Crime Tech Challenge (WCTC), make awards to the most creative, innovative, and promising science and technology solutions to wildlife crime, and put the winning innovations into the hands of individuals and institutions that will put them to good use.
- Support or run other challenge-driven open innovation competitions to rapidly identify innovative solutions to key problems associated with wildlife crime.
- Identify fora for sharing technological and other innovative ideas, best practices, and thinking to bring expertise together and learn from initiatives such as the WCTC.

Measuring Progress:

- Participation (the number of entrants to the Tech Challenge) and outcome (how innovative, scalable, and effective the solutions are).

Lead Agency: USAID

Participating Agencies: DOS, DOI/FWS, DOC/NOAA