



REPUBLIC OF UGANDA

MINISTRY OF TOURISM, WILDLIFE AND ANTIQUITIES

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# **NATIONAL STRATEGY TO COMBAT POACHING, ILLEGAL TRADE AND TRAFFICKING OF WILDLIFE AND WILDLIFE PRODUCTS 2020-2029**

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**2020**

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MTWA 2020, National Strategy to Combat Poaching, Illegal Wildlife Trade and Trafficking of Wildlife and Wildlife products 2020 - 2029, Ministry of Tourism, Wildlife and Antiquities | Uganda

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With Support from;



# African Savana Elephant

*(Loxodonta africana)*

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## African Elephants

*“ African elephants face several global and country-specific threats. At the global level, killing of elephants for their ivory is by far the most pronounced threat. Illegal poaching and wildlife trafficking is the fourth largest transnational crime in the world. Ivory – sometimes called “the white gold of jihad” – helps fund the military operations of notorious terrorist groups. Smuggling gangs move tons of tusks to markets thousands of miles away. In 2012 alone, 35,000 elephants were butchered for their tusks in Africa: that is 96 elephants each day. Because of weak law enforcement, Uganda is a major transit route of illegal ivory from other African countries.”*

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## FOREWORD

Uganda remains committed to the conservation and sustainable development of wildlife resources. I take this opportunity to present to you the National Strategy to Combat Poaching, Illegal Wildlife Trade and Trafficking of Wildlife and Wildlife products, whose goal is “to significantly reduce poaching, illegal trade and trafficking in wildlife and wildlife products in Uganda”. This goal is to be achieved under the Vision which is “Wildlife resources sustainably contributing to national development”. This is in line with Vision 2040, National Development Plan III, Uganda Wildlife Policy 2014, and United Nations Sustainable Development Goals (SDGs).

The NDP III recognizes the big potential of tourism to socio-economic transformation of Uganda especially in the area of wildlife tourism where the country is uniquely endowed with a variety of wildlife attractions such as being a home to 53.9 percent of the world’s mountain gorillas, 7.8 percent of the world’s mammal species, including the unique tree climbing lions and white rhinos, 11 percent of the world’s bird species (1063 bird species), chimpanzees, golden monkeys and variety of butter flies.

Over the years, there is escalation in poaching, illegal wildlife trade and trafficking in wildlife and wildlife products which not only undermines conservation and development of wildlife resources but also the development of the wildlife economy for national development.

This Strategy has been developed aware that poaching, illegal wildlife trade and trafficking in wildlife and wildlife products can decimate wildlife species and seriously erode the natural capital of Uganda. It outlines the overall vision, goal and specific strategies and activities to be implemented. The Strategy emphasizes collaboration on local, national, regional and international levels in order to succeed in the fight against wildlife crime along its value chain. By 2029, effective implementation of this strategy is expected to result in increased national capacity for combating wildlife crime, reduced incidences of wildlife crime, and improved institutional and stakeholder collaboration and coordination to combat wildlife crime.

The Ministry of Tourism, Wildlife and Antiquities is fully committed to work with all stakeholders to implement this strategy. I call upon all stakeholders to support the Ministry in implementation of this strategy.



Tom R. Butiime (MP)  
**MINISTER**

## ACKNOWLEDGEMENTS

Several stakeholders provided invaluable contribution in the formulation of this Strategy especially during the consultation process. These include Uganda Wildlife Authority, Uganda People's Defence Forces, Uganda Police Force, Financial Intelligence Authority, Uganda Revenue Authority, Internal Security Organization, External Security Organization, National Forestry Authority, National Environment Management Authority, Civil Aviation Authority, Office of the Director of Public Prosecutions, and Directorate of Citizenship and Immigration Control.

The Ministry is grateful for the financial support from Wildlife Conservation Society with its partner, the government of United Kingdom under the Illegal Wildlife Trade (IWT) Challenge Fund, for having facilitated the formulation process and publication of this Strategy.

In special way, the Ministry appreciates members of the Technical Working group who dedicated their time and efforts to ensure that the first National Strategy For Combating Poaching, Illegal Wildlife Trade and Trafficking In Wildlife and Wildlife Products in Uganda is produced.

## ACRONYMS

CBD	Convention on Biological Diversity
CITES	Convention on International Trade in Endangered Species of Wild Flora and Fauna
CMS	Convention on Migratory Species of Wild animals
EAC	East African Community
FSSD	Forestry Sector Support Department
GVTC	Greater Virunga Trans-Boundary Collaboration
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MTIC	Ministry of Trade, Industry and Cooperatives
MTWA	Ministry of Tourism, Wildlife and Antiquities
MWE	Ministry of Water and Environment
NFA	National Forestry Authority
NGO	Non-Government Organization
NWCCTF	National Wildlife Crime Coordination Taskforce
PITT	Poaching, Illegal Trade and Trafficking (of wildlife and wildlife products)
SDG	Sustainable Development Goals
UNEP	United Nations Environment Programme
UNODC	United Nations Office on Drugs and Crime
URA	Uganda Revenue Authority
UWA	Uganda Wildlife Authority

## GLOSSARY

For purposes of this Strategy, the following definitions shall apply:

**Hunt:** means any act directed at capturing, killing, wounding or injuring an animal.

**Illegal trade:** unauthorized commerce of products that are derived from non-domesticated animals or plants usually extracted from their natural environment or raised under controlled conditions.

**Poaching:** means unlawful extraction of wildlife resources.

**Specimen:** means any wildlife, alive or dead, whether or not native to Uganda, and any part or derivative of such wildlife.

**Wildlife Conservation:** means the protection, maintenance, rehabilitation, restoration, enhancement, management and sustainable use of wildlife and their ecosystems.

**Wildlife Crime:** means acts committed contrary to national laws and regulations intended to protect wildlife resources and to administer their management and use<sup>1</sup>

**Wildlife Use Right:** means a right granted to a person, community or organization to use wildlife in accordance with Wildlife Act 2019.

**Wildlife:** means any wild plant or animal species or their derivative products that are indigenous, migrated to or introduced in Uganda.

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<sup>1</sup> According to CITES...this may start with the illicit exploitation of natural resources, such as the poaching of an elephant, uprooting of a rare orchid, unauthorized logging of trees, or unlicensed netting of sturgeons. It may also include subsequent acts, such as the processing of fauna and flora into products, their transportation, offer for sale, sale, possession, etc. It also includes the concealment and laundering of the financial benefits made out of these crimes. Some of these crimes will take place solely in the country of origin, whilst others will also occur in the country of destination, where live fauna or flora specimens, or their parts and derivatives, are finally consumed.

## EXECUTIVE SUMMARY

This is the first national Strategy for combating poaching, illegal wildlife trade and trafficking in Uganda. Its formulation followed a comprehensive SWOT analysis of the existing framework for combating poaching, illegal wildlife trade and trafficking.

Existing efforts in the fight against poaching, illegal wildlife trade and trafficking include the following:

- Anti-poaching deployment at field level
- Pro-people conservation approaches including Collaborative Resources Management (under UWA) Collaborative Forest Management (under NFA), Conservation awareness, Problem Animal Management programmes
- Institutional collaboration and coordination in law enforcement, intelligence, prosecution
- Collaboration with non-state actors (media, NGOs, etc.)
- Issuance of Use Rights licenses
- Recruitment of more law enforcement personnel
- Intelligence gathering and surveillance of trade routes and suspected outlets
- Customs check points at entry and exit points
- Institutional collaboration and coordination in intelligence gathering, surveillance, prosecutions
- Training in regulating trade, intelligence, prosecution, law enforcement
- Creation of Standards, Utilities and Wildlife Court
- Establishment of Wildlife Crimes Unit in DPPs Office
- Appointment of prosecutors by DPP outside Office of the DPP
- Ongoing engagement and collaboration with media, Civil Society, communities, and private sector in intelligence gathering, prosecution, awareness raising, lobbying and advocacy & resource mobilization
- Ongoing collaboration under auspices of EAC Treaty, Lusaka agreement, African Union, Conventions including CITES, CBD, CMS.
- Global and Regional Networks

Poaching, illegal trade and trafficking of wildlife and wildlife products continues to persist despite on-going national, regional and international efforts. This is partly attributed to weak institutional capacities and coordination challenges, external influences or drivers that enable source of trafficked wildlife products as well as deficiencies in cross border collaboration.

Overtime, poaching has increasingly become widespread and commercially oriented. Over-all, there is increasing threat to the survival of many wildlife species in the country because of poaching. More so, poaching activities have evolved from individual poachers or adhoc gangs to increasing recurrences of poaching by well-resourced and organized groups including transnational criminal networks.

The EAC Strategy to Combat Poaching and Illegal Trade and Trafficking of Wildlife Products indicate that poaching activities have evolved from individual poachers or adhoc gangs to increasing recurrences of attacks by well-resourced and organized groups including transnational criminal networks.

According to United Nations Environment Programme (UNEP), East Africa has experienced a three-fold increase in reported illegally killed elephants. Between 2009 and 2011, Kenya and

Tanzania accounted for 16 out of 34 large scale ivory seizures (weighing 500kg or more) recorded worldwide, amounting to 35 tones. Between 2009 and 2013, out of 76 large seizures of ivory, two-thirds occurred in Asia but mostly originating from East Africa, indicating the porous nature of East Africa's ports.

The Uganda Wildlife Policy, under Strategic Objective 8 recognizes the need to “eliminate poaching” and “collaborate with all relevant enforcement agencies and other stakeholders at local, national, regional and international level to stop poaching, illegal wildlife trade and tracking”.

This Strategy lays out the situation analysis using SWOT and PESTELE to derive the vision, goal and strategic objectives of the strategy. The goal of this Strategy will be realised through the following strategic objectives:

1. To reduce poaching of key wildlife species in Uganda.
2. To enhance capacity for law enforcement and surveillance on illegal trade and trafficking.
3. To promote inter-agency, cross border and stakeholder collaboration.

By 2029, successful implementation of this Strategy will result into:

1. Increased national capacity for combating PITT.
2. Reduced incidences of poaching, illegal trade and trafficking in wildlife and wildlife products.
3. Improved institutional and stakeholder collaboration and coordination to combat PITT
4. Increased civic action to combat PITT.

Government of Uganda recognizes that any successful strategy to stamp out wildlife crime and trafficking requires a collective effort of all the agencies of government that are involved in law enforcement. In this regard, a multi stakeholder coordination mechanism (National Wildlife Crime Coordination Committee- NWCCC) will over-see the implementation of this strategy. Under the overall direction of MTWA, the committee will comprise of representatives from the CITES Management Authority- MTWA (1), CITES Scientific Authorities-UWA, MWE, and MAIIF (3), (1), Enforcement and investigations Agencies, Police (1), ISO (1), ESO (1), FIA (1), Customs (1), UPDF (1) DPP (1), NFA (1). UWA will provide Secretariat for the Committee. Nominations to serve on the NWCCC will target senior level personnel in accordance with the organizational structure.

The total cost of implementing this strategy is Ushs 51,100,000,000 over a period of ten years.

# Pride of Lions

*(Panthera leo)*

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## Lions

*“ Globally, large carnivores are facing population declines as the ever growing human population reduces habitable landscapes in which they can live. A 2009 Wildlife Conservation Society (WCS) and Uganda Wildlife Authority (UWA) national census of lions showed a decline from an estimated 600 a decade ago to 400 today. Murchison Falls National Park (MFNP) had the biggest decline from about 320 to 130 within a decade. This significant decline can largely be attributed to accidental snaring in traps set for antelopes and conflict with communities neighboring the park.”*

## 1. INTRODUCTION

### 1.1 Over-view of Poaching, Illegal Trade and Trafficking in Wildlife and Wildlife Products

#### 1.1.1 Global arrangements for managing PITT

Several efforts have been made to mobilize regional and international collaboration among African States to combat illegal trade and trafficking of wildlife and wildlife products. The following conventions/treaties or agreements apply:

- a. The Resolution 69/314 on tackling illicit trafficking in wildlife adopted by the UN General Assembly on 30<sup>th</sup> July 2015 calls upon Member States to make illicit trafficking in protected species of wild fauna and flora involving organized criminal groups a serious crime, in accordance with their national legislation and article 2 (b) of the United Nations Convention against Transnational Organized Crime.
- b. The Convention on International Trade in Endangered Species of Fauna and Flora (CITES) report (2013) detailed the extent and drivers for this criminality on wildlife in Party States including Uganda and the need for urgent measures to combat poaching and illegal trafficking of wildlife and wildlife products. The United Nations Convention on Biological Diversity (CBD) at the Conference of Parties (COP) 12 in support of the Aichi Biodiversity Targets and the CBD Strategic Plan 2011-2020 emphasized the need to strengthen capacities to combat poaching, illegal wildlife trade and trafficking.
- c. The, RIO+ 20 Summit Outcome, “The future we want” (2012), recognizes the economic, social and environmental impacts of poaching, illegal wildlife trade and trafficking. It called for firm and strengthened action on both the supply and demand side as well as international cooperation and further informed the development of Uganda post Rio+20 Plan of Action (2013).
- d. The UN Security Council has adopted several resolutions on wildlife poaching, encouraging the States to adopt effective measures to prevent and counter wildlife trafficking.
- e. African States also adopted in September 1994 the Lusaka Agreement on Cooperative Enforcement Operations directed at Illegal Trade in Wild Fauna and Flora with aim of reducing and ultimately eliminating illegal trade in wild fauna and flora.
- f. The African Elephant Summit held in Gaborone, Botswana in 2013 adopted fourteen (14) urgent measures to address the upsurge in poaching of the African elephant and illegal ivory trade.
- g. The National Ivory Action Plan focuses on reforming Legislation, Intelligence and enforcement, Coordination and collaboration, Awareness creation, Management of the national stockpile and confiscated ivory as well as Training and Capacity Development. These activities are crosscutting in nature and require cooperation of other Government Ministries, Departments and Agencies. There is need for better coordination among law enforcement agencies to increase effectiveness and efficiency of operations.
- h. The London Conference Declaration 2014 and the Arusha Declaration on Regional Conservation and Combating Wildlife/ Environmental Crime (2014) further emphasized the need to step up efforts aimed at combating poaching, illegal wildlife trade and trafficking.

- i. Furthermore, Wildlife crime seriously undermines attainment of Sustainable Development Goals (SDGs) particularly, sustainable economic development (SDG8), conservation of terrestrial ecosystems (SGD15), peace, security and good governance (SGD16); and global partnerships (SDG17).
- j. At the EAC level partner states have committed, in line with the EAC Treaty, to combat PITT and regional strategy on PITT has been adopted.

### 1.1.2 National context of PITT

#### 1.1.2.1 Policy, legal and institutional framework

Uganda has a well-developed policy, legal and institutional framework for conserving wildlife resources, protecting wildlife and for managing trade in wildlife and wildlife products. The applicable policies and laws are those that address wildlife, forestry, fisheries, trade, governance and national security (Annex 1). However, Uganda continues to experience weak implementation of these policies and enforcement of these laws due to a number of factors including; (i) weak operational capacities of mandated institutions due to poor funding and human resources, (ii) weak inter-agency and cross border collaboration, (iii) inadequate facilities for handling confiscated specimens, (iv) inefficient management of exhibits and stockpiles.

UWA and NFA are mandated to protect, manage and regulate trade in wildlife and wildlife products. Other institutions responsible for law enforcement (e.g., Police), regulating trade (e.g., URA), prosecution (e.g., DPP) and for fostering regional and international cooperation (e.g., INTERPOL) complement UWA and NFA efforts. Details about institutional mandates are highlighted in (Annex 2). At regional and international levels, there are institutional mechanisms for regulating trade in wildlife, such as the CITES Management and Scientific Authorities, and for fostering international cooperation through Convention Focal Points as well as mechanisms for cross border collaboration e.g., Greater Virunga Transboundary Collaboration (GVTC), Mt Elgon Conservation and Development Programme, among others. In addition, Uganda participates in regional and international networks such as the Horn of Africa Wildlife Enforcement network (HAWEN), Wildlife Enforcement Network (WEN). The performance of these arrangements and mechanisms remain poor due to a number of factors including; (i) inadequate funding, (ii) low staffing levels, and inadequate skills (iii) weak inter-agency and cross border collaboration, (iv), inadequate or out-dated technologies (v) corruption and abuse of authority by some enforcement officers.

Additionally, the country has collaborated with non-state actors, especially, the media and NGOs in all efforts to combat PITT.

In addition, Uganda has made commitment to several regional and international agreements and protocols to cooperate with international community to combat illegal trade and trafficking of wildlife and wildlife products. The most notable ones are: The EAC Treaty, Lusaka Agreement, CITES, CBD, CMS, among others.

#### 1.1.2.2 Trade in Wildlife and Wildlife products

Whereas this strategy addresses illegal trade in Wildlife and wildlife products, Uganda laws permit trade in wildlife and wildlife products. Trade in Wildlife and Wildlife products is regulated through permits and licences issued by the CITES Management Authority (MTWA) and Scientific Authorities, respectively. Export of Wildlife and wildlife products listed under CITES Appendix 2 is permissible for commercial purposes; while Export of wildlife and wildlife products under

Appendix 1 is not permissible, except under exceptional circumstances such as research purposes. Trade in Non-CITES species requires a licence and permit.

### 1.1.2.3 Country responses to PITT

The following measures for combating PITT have been designed and are being implemented (Table 1-1).

*Table 1-1: Country responses to PITT*

Target	Measures
Controlling/combating poaching	<ul style="list-style-type: none"> <li>a. Anti-poaching deployment at field level</li> <li>b. Pro-people conservation approaches – Collaborative Resources Management (under UWA) Collaborative Forest Management (under NFA), Conservation awareness, Problem Animal Management programmes</li> <li>c. Arrests and confiscations and prosecution</li> <li>d. Institutional collaboration and coordination in law enforcement, intelligence, prosecution</li> <li>e. Collaboration with non-state actors (media, NGOs, etc.)</li> <li>f. Issuances of User rights licenses</li> <li>g. Recruitment of more law enforcement personnel</li> </ul>
Combating illegal Trade	<ul style="list-style-type: none"> <li>a. Licensing trade in permitted wildlife species and products</li> <li>b. Arrests, confiscations and prosecution</li> <li>c. Awareness and Sensitization about PITT and wildlife conservation in general</li> <li>d. Intelligence gathering and surveillance of trade routes and suspected outlets</li> <li>e. Customs check points at entry and exit points</li> <li>f. Institutional collaboration and coordination in intelligence gathering, surveillance, prosecutions</li> <li>g. Training in regulating trade, intelligence, prosecution, law enforcement, etc.</li> </ul>
Prosecutions	<ul style="list-style-type: none"> <li>a. Creation of Standards, Utilities and Wildlife Court</li> <li>b. Establishment of Wildlife Crimes Unit in DPPs Office</li> <li>c. Training investigators, prosecutors and magistrates/judges</li> <li>d. Appointment of prosecutors by DPP outside Office of the DPP</li> <li>e. Institutional collaboration and coordination in prosecution</li> </ul>
Legislation	<ul style="list-style-type: none"> <li>a. Provisions for deterrent penalties and stronger measures</li> <li>b. Existence of other legislations under which PITT can be prosecuted</li> </ul>
Collaboration with Non State actors	<ul style="list-style-type: none"> <li>a. Ongoing engagement and collaboration with media, Civil Society, communities, and private sector in intelligence gathering, prosecution, awareness raising, lobbying and advocacy &amp; resource mobilization</li> </ul>
International/Regional Cooperation	<ul style="list-style-type: none"> <li>a. Ongoing under auspices of EAC, Lusaka agreement, Treaty, African Union, Conventions including CITES, CBD, CMS.</li> <li>b. An MoU between Government of Uganda (Uganda Revenue Authority and Uganda Wildlife Authority) with UNODC. Uganda is Party of Container Control Programme (CCP)<sup>2</sup></li> <li>c. Global and Regional Networks (HAWEN, WEN),</li> </ul>

<sup>2</sup> CCP aims at curbing illegal shipment of goods



*Trench to mitigate Human-wildlife conflict. Ivory confiscated from traffickers*

## 1.2 The PITT Strategy

This is a ten-year Strategy (2020-2029) designed to guide national effort to combat Poaching, Illegal Trade and Trafficking (PITT) of wildlife and wildlife products.

### 1.2.1 Purpose

The Strategy provides guidance on investments and mechanisms for combating PITT. The Strategy supplements institutional mandates and on-going efforts to combat PITT.

### 1.2.1 Rationale

Poaching, illegal trade and trafficking of wildlife and wildlife products continues to persist despite on-going national, regional and international efforts. This is partly attributed to weak institutional capacities and coordination challenges, external influences or drivers that enable source of trafficked wildlife products as well as deficiencies in cross border collaboration. At the same time, there are opportunities for harnessing institutional mandates and capacities to improve national efforts to combat PITT. Hence, this Strategy will serve as tool for mobilizing and guiding efforts towards combating PITT.

### 1.2.2 Scope

This Strategy focuses on providing policy level interventions that: (i) supplement on-going efforts to combat poaching at field and national level (within and outside protected areas), (ii) guide inter-agency and cross-border collaboration efforts, (iii) strengthen institutional, technological and human resources capacities for efficient law enforcement, surveillance operations and management of wildlife crime, (iv), mobilizing financial and technological resources for combating PITT.

### 1.2.4 Relationship with national policy

The Uganda Wildlife Policy 2014 under strategic objective 8 provides for elimination of poaching within and outside protected areas. It also provides for collaboration with all relevant law enforcement agencies and other stakeholders at local, national, regional and international level

to stop poaching, illegal wildlife trade and trafficking. The interventions provided in this strategy are aimed at implementing the Wildlife policy.

### **1.3 Strategy formulation**

The preparation of this Strategy was coordinated by MTWA. Over-all, the planning process involved; i) establishing baseline information through review of literature on PITT, wildlife conservation and management strategies, approaches and plans, policy frameworks, laws, national development and sector plans and other relevant documents (Annex 1) and through stakeholder consultations on PITT, ii) conducting an assessment of the internal and external environment pertaining to PITT, iii) developing strategies and actions for strengthening national performance in respect of combating PITT, and regional/international cooperation and, iv) stakeholder validation of the draft Strategy. The Strategy was approved by the Top Management of MTWA.

# Leopard

*(Panthera pardus)*

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## Leopard

*"These big cats have long been hunted for their soft fur used to make coats and ceremonial robes as well as for their claws, whiskers, and tails, which are popular as fetishes."*

## 2. SITUATION ANALYSIS

### 2.1 National Context

#### 2.1.1 Status and trends in PITT in Uganda

**Wildlife poaching:** continues to pose a big challenge to wildlife conservation. Poaching takes the form of traditional/customary hunting practices targeting wildlife for food, medicine or for provision of trophies used in cultural practices such as the Black and White Colobus monkey skin used by Bamasaba during circumcision rituals. This form of poaching mainly targets antelopes, small mammals, primates etc. using rudimentary tools such as spears, snares, poisoned baits, traps, etc. both within and outside protected areas. Overtime, poaching has increasingly become widespread and commercially oriented. It is this form of poaching that contributes to in-country trade in wildlife products and also sources of some of the trafficked wildlife and wildlife products.



*Leopard killed by Metal Trap laid by poachers*

According to the 2018-2019<sup>3</sup> records from arrests and confiscations by UWA, the most common wildlife products from poaching activities include ivory, pangolin scales, hides /skins especially of leopards, cheater, pythons, bush meat (antelopes, hippos, buffalo, forest hogs, bush pigs, warthogs), ostrich eggs/shells and crocodile skins as well as live wildlife, especially birds (parrots, pigeons), pangolins and chameleons. These records further reveal that the commonly used tools for poaching include nets, snares, spears, pangas, with backup from dogs.

The increase in poaching is attributed to several factors including better communication technologies (mobile phones) that aids poachers to monitor and elude law enforcement and patrol operations, growing demand for wildlife and wildlife products including bush meat, revenge for economic losses due to problem animals damage and threats to human life, increased incidences of encounters with wildlife outside the protected area, among other reasons.

<sup>3</sup> UWA Law enforcement report (2018/19)

Illegal logging continues to thrive in spite of law enforcement efforts by UWA, NFA and Local Governments/Districts. Illegal logging has continued unabated due to low capacity to undertake effective law enforcement especially in remote areas and on private land, market /demand, poorly regulated timber trade and abuse of authority (corrupting) by law enforcement agents who have sometimes been found culpable of conniving with dealers in illegal timber harvesting and trade, weakness in prosecution processes and non-deterrent penalties.

Over-all, there is increasing threat to the survival of many wildlife species in the country because of poaching. More so, poaching activities have evolved from individual poachers or adhoc gangs to increasing recurrences of poaching by well-resourced and organized groups including transnational criminal networks.

**Trafficking:** In spite of law enforcement efforts within the country and at targeted entry/exist points, trafficking in wildlife has persisted. The commonly trafficked wildlife products include: Ivory, rhino horns, pangolin scales, monitor lizards and tortoises. The key transit/exit points where most confiscation have taken place are: Entebbe airport, Mutukula and Kamdini. Of the recorded confiscations in 2018/19 (Table 2-1), both intelligence and customs check methods of law enforcement performed competitively well.

*Table 2-1: Confiscations during 2018/19*

S/N	WILDLIFE SPECIMEN	CASES REGISTERED	SUSPECTS ARRESTED	QUANTITY SEIZED
1	Elephant ivory	53	99	3,879.4kgs
2	Hippo teeth	15	24	487.0kgs
3	Pangolin scales	17	33	592.1kg
4	Live pangolins	9	16	15pcs
5	Leopard skin	12	13	23pcs
6	Lion skin	2	3	2pcs
7	Buffalo horns	4	4	24pcs
8	Python skin	6	7	29pcs
9	Crocodile eggs	6	9	154pcs
10	Ostrich eggs	4	6	53pcs
11	Ostrich eggshells	21	22	25pcs
12	Cheetah	1	1	1pcs
13	Tortoises	1	1	13
14	Others	294	487	-
	<b>TOTAL</b>	<b>445</b>	<b>725</b>	-

Source: UWA (2019)

Records from URA indicate that most of the trafficked wildlife products originate from outside Uganda (DRC, Cameroon, Central Africa, South Sudan) and are destined mainly to Singapore, China, Tanzania and Kenya<sup>4</sup>. These records further show that both Ugandan's and foreigners are involved in trafficking wildlife products. The monetary value of trafficked or confiscated items is not known or disclosed.

<sup>4</sup> URA (2019); Brief report on CUSTOMS CITES Seizures between 2012 to date

**Organized crime:** According to the Crime Index report- Africa 2019<sup>5</sup>, Uganda was noted to be a conduit for trafficking wildlife and wildlife products originating from other countries<sup>6</sup>. This reports further revealed that there is linkage between organized crime and wildlife crime. It is therefore no surprise that most confiscations at Entebbe airport are traced beyond the borders of Uganda.

The report further reveals that the perpetrators of wildlife crimes operate as criminal network facilitated by some corrupt enforcement officials. The report also reveals that there is close connection between criminal actors and criminal markets and states.

## 2.1. 2 Drivers and underlying causes of PITT in Uganda

### 2.1.2.1 Driver and underlying causes for poaching

The drivers and underlying causes of poaching are presented in table 2-2.

*Table 2-2: Drivers and causes of poaching*

DRIVER	UNDERLYING CAUSE
<b>Domestic consumption of wildlife</b>	<ul style="list-style-type: none"> <li>a. Lack of alternative means of livelihood</li> <li>b. Food insecurity</li> <li>c. Human population pressure</li> <li>d. Demand for game meat</li> <li>e. Influx of foreigners and migrants in communities near conservation areas</li> <li>f. Weak law enforcement</li> <li>g. Easy access to poaching tools (including fire arms)</li> <li>h. Weaknesses in management of Wildlife crime and wildlife resources</li> <li>i. Communication technology and other forms of communication that facilitate wildlife crime</li> <li>j. Weaknesses in collaboration and coordination among institutions</li> </ul>
<b>Cultural use of wildlife products</b>	<ul style="list-style-type: none"> <li>a. Cultural practices and traditions associated with use of targeted wildlife and wildlife products e.g., bush meat , cultural rituals, traditional medicine</li> </ul>
<b>Internal demand for wildlife products within the country</b>	<ul style="list-style-type: none"> <li>b. Availability of ready market for wildlife products</li> <li>c. Influx of foreigners and migrants in communities near areas with wildlife</li> <li>d. Weak law enforcement (protection) and governance (prosecution)</li> <li>e. Weaknesses in governance of Wildlife crimes and wildlife resources e.g.; prosecution processes, abuse of authority and corrupt practices, etc.</li> <li>f. Weaknesses in collaboration and coordination among institutional mandates</li> </ul>
<b>Demand for wildlife and wildlife products in destination markets</b>	<ul style="list-style-type: none"> <li>a. Inadequate action against wildlife utilization by authorities in destination countries</li> <li>b. Cultural beliefs and traditional medicine in destination countries</li> <li>c. Demand for ornamental wildlife products</li> <li>d. Weak diplomatic engagements on issues of PITT</li> <li>e. Weak law enforcement (trade) and governance (prosecution) and international cooperation</li> </ul>

<sup>5</sup> ISS, Interpol, GIATOC (2019); Crime Index report- Africa 2019

<sup>6</sup> Crime Index report- Africa 2019

DRIVER	UNDERLYING CAUSE
<b>Human Wildlife Conflict</b>	<ul style="list-style-type: none"> <li>a. Human population growth</li> <li>b. Encroachment on wildlife estates</li> <li>c. Increased economic value of land and agriculture investments</li> <li>d. Revenge for losses to wildlife or for unresolved disputes between people and conservation actions</li> <li>e. Straying of wildlife to community lands</li> <li>f. Climate change effects</li> <li>g. Disparities in economic benefits to the “custodian” communities e.g., tourism benefits favouring private sector and government</li> </ul>

### 2.1.2.2 Drivers and underlying causes for illegal trade (in-country)

Table 2-3 presents information in Drivers and underlying causes of illegal trade

*Table 2-3: Drivers and underlying causes of illegal trade*

DRIVERS	UNDERLYING CAUSES
<b>Internal demand for wildlife and wildlife products</b>	<ul style="list-style-type: none"> <li>a. Influx of migrant and foreign workers</li> <li>b. Abuse of diplomatic immunity</li> <li>c. Inadequate capacity for regulation and monitoring of legal trade</li> <li>d. Corruption and abuse of authority by some personnel in government</li> <li>e. Availability of markets for wildlife and wildlife products</li> <li>f. Communication technology and other forms of communication, packaging and transportation used for facilitating wildlife crime</li> <li>g. Inadequate collaboration and coordination among institutions</li> </ul>

### 2.1.2.3 Drivers and underlying causes for Trafficking (across borders)

The drivers and underlying causes for trafficking are presented in table 2-4.

*Table 2-4: Drivers and underlying causes of trafficking*

DRIVERS	UNDERLYING CAUSES
<b>External demand for wildlife and wildlife products</b>	<ul style="list-style-type: none"> <li>a. Inadequate regulation of markets for utilization of wildlife and wildlife products in some destination countries</li> <li>b. Inadequate diplomatic engagement of destination countries on matters of wildlife trafficking</li> <li>c. High value of wildlife and wildlife products in international markets</li> <li>d. Demand for wildlife and wildlife products by affluent consumers</li> <li>e. Weaknesses in collaboration and coordination at international level</li> </ul>

DRIVERS	UNDERLYING CAUSES
Technological sophistication for concealment	a. Low capacity to counter technological advances in PITT

### 2.1.3 The SWOT analysis

The following analysis (Table 2-5) focuses on adequacy and capacity of policy, legal, institutional mandates, international cooperation and “watchdog” mechanisms as they relate to controlling PITT.

Table 2-5: The results of SWOT analysis

STRENGTH	WEAKNESSES/CHALLENGES
<ul style="list-style-type: none"> <li>a. Enabling policy, legal and regulatory framework /instruments (wildlife, forestry, trade, Environment, Fisheries, Plant Protection, etc.</li> <li>b. Institutional framework and mandates</li> <li>c. Existence of non-state partners as “Watchdogs” and litigants</li> <li>d. Active media and awareness and advocacy campaigns</li> <li>e. Regional/International Cooperation</li> <li>f. Incentive measures and schemes e.g., Benefits sharing/Revenue Sharing, Collaborative Management arrangements, User-rights Schemes, HWC management measures, Whistle blower protection and rewards,</li> <li>g. Enforcement, surveillance and monitoring systems and practices at borders and exit points e.g., Canine Unit at Entebbe Airport, Scanners at border points,</li> <li>h. Political will</li> </ul>	<ul style="list-style-type: none"> <li>a. Inadequate protection of targeted wildlife species within and outside protected areas</li> <li>b. Weak coordination and collaboration among mandated institutions and between mandated institutions and non-state actors e.g., NGOs, Media, Whistle blowers</li> <li>c. Weak cross-border collaboration and porous borders</li> <li>d. Inadequate technological and manpower capacity for law enforcement (e.g. identification of wildlife specimens, prosecution) and protection of confiscated specimens</li> <li>e. Low level of understanding and appreciation of national and international policy and legal frameworks for controlling illegal trade and trafficking</li> <li>f. Corruption and abuse of authority among law enforcement personnel and judicial officers</li> <li>g. Political patronage and interference in intelligence gathering and prosecutions</li> <li>h. Non-deterrent penalties for offenders</li> <li>i. Weak accountability for confiscated wildlife products</li> <li>j. Storage and security of confiscated wildlife products</li> <li>k. Protecting wildlife outside PAs</li> </ul>

OPPORTUNITIES	THREATS AND OTHER EXTERNAL FACTORS
<ul style="list-style-type: none"> <li>a. Provisions in the Wildlife Act (2019), Environment Act (2019)</li> <li>b. Regional and international cooperation and regulatory frameworks e.g., Conventions, Protocols, Agreements and Strategies</li> <li>c. Technologies for surveillance, monitoring, marking/labeling, communication forensic identification</li> <li>d. Willing and cooperative non-state actors (NGOs, Media, Citizens)</li> <li>e. Incentive measures and schemes e.g., Benefits Sharing/Revenue Sharing, Collaborative Management arrangements, User-rights schemes, HWC management measures, Whistle blower protection and rewards,</li> <li>f. Pro-conservation cultural practices, customs, &amp; beliefs such as totems</li> <li>g. Ongoing investment in combating wildlife crime</li> </ul>	<ul style="list-style-type: none"> <li>a. Human Wildlife Conflicts and associated grievances</li> <li>b. Political instability in neighboring countries that provides environment for committing wildlife crimes</li> <li>c. Organized and sophisticated wildlife trafficking syndicates</li> <li>d. Sustained international demand for wildlife products</li> <li>e. Human pressure on resources within wildlife and forest protected areas due to population growth and competing economic interests over these resources</li> <li>f. Effects of Climate Change that increases interaction between people and wildlife outside the PAs</li> </ul>

#### 2.1.4 The Political, Economic, Social, Technological, Environmental and Legal circumstances (PESTEL)

This analysis focuses on identifying key trends within the Political, Economic, Social, Technological, Environmental and Legal environment pertaining to or influencing PITT both positively and negatively. These included:

**Political:** The general perception about Uganda being a source or conduit of wildlife trafficking and not doing enough to curtail supply chains negatively affects the credibility of the country in as far as wildlife conservation and international cooperation is concerned. This perception is aggravated by biased media publicity that tends to exaggerate the information about PITT. The political uncertainties in Southern Sudan and DRC have made it harder to control wildlife crimes at source or the origin/supply of illegal wildlife products. The failure to regulate consumption of wildlife products in key destination countries in Asia/south East Asia has sustained the market/demand.

**Economic:** The high value prices offered to wildlife products at global markets has continued to act as economic incentive for proliferation of illegal trade and trafficking in wildlife and wildlife products. The low direct economic benefit of wildlife resources to majority of Uganda has rendered wildlife resources less competitive to other forms of economic uses of the wildlife resources and estates hence poaching and trade in wildlife products is seen as more economically beneficial. This situation also has caused serious implications on controlling PITT.

**Social:** Uganda's cultural heritage in some societies and tribes is deep rooted in traditional use of wildlife resources mainly for medicine, food, cultural rituals among others. Unregulated utilization of wildlife and wildlife product for these cultural related uses keep poaching of targeted wildlife resources alive.

**Technology:** With increased access to communication technologies by offenders makes law enforcement, surveillance and monitoring a difficult task. This development has changed the way

marketing and trade transactions are handled. On the other hand, advancement of technologies has improved intelligence gathering, identification of specimens, monitoring trade movements etc.

**Environmental:** There is increasing concern about depletion or downsizing of targeted wildlife species (e.g., Elephant, rhinos, chimpanzees, pangolins, African cherry, Hard wood from mahogany species, etc.). In addition, effects of climatic changes have increased Human Wildlife Conflicts that in turn attracts animosity towards problem animals such as elephants.

**Legal:** Uganda has good policies to handle PITT, however enforcement and compliance is weak. There are policy measures designed to deliver benefits but their implementation has not yielded the anticipated benefits. The performance of punitive measures that have been provided in the Wildlife Act (2019) is yet to be proved as they have not been applied.

### 2.1.5 Impact of PITT

Persistent PITT has variously affected wildlife resources, national economy and credibility in the following ways.

- a. **Undermining national wildlife conservation:** whereas the National Constitution provides for State protection of important natural resources such as land, water, wetlands, minerals, fauna and flora on behalf of the people of Uganda (*Objective XIII*) and creation and development of Parks, Reserves, recreation areas and conservation of natural resources by central and or Local Governments (*Objective XXVII*) and promotion of the rational use of natural resources so as to safeguard and protect the biodiversity of Uganda, escalating poaching, and illegal trade in wildlife and wildlife products negatively impacts of the national aspiration.
- b. **National Security:** proceeds from wildlife trafficking is linked to money laundering and financing terrorism and other armed conflicts within the Great lakes region which, collectively, pose a threat to national security.
- c. **Declining wildlife species targeted by poaching and illegal trade:** For example, Uganda lost Rhinos, Oryx and Derby' eland in the wild since 1980s due to poaching, while elephant and Roan antelope populations have reduced considerably.

# Chimpanzee

*(Pan troglodytes)*

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*(Pan troglodytes)*

## Chimpanzee

*“ Chimpanzee are endangered animals. The threats are poaching for bush meat and the illegal pet trade and disease transmission from human populations as people encroach more on chimpanzee habitat.”*

## 2.2 Regional status and trends of PITT

According to The East African Community (EAC) Strategy to Combat Poaching, Illegal Trade and Trafficking of Wildlife and Wildlife Products (2017/18-2021/22)<sup>7</sup>, there is a serious threat to the survival of many wildlife species in East Africa because of the escalating levels of poaching, illegal wildlife trade and trafficking in wildlife and its products. The Strategy acknowledges a dramatic escalation in the rate of poaching of wildlife species including keystone species such as elephants and rhinoceros within the region in recent years as well as an increase in incidences of poaching, illegal wildlife trade and trafficking of other fauna and flora.

The EAC Strategy to Combat Poaching and Illegal Trade and Trafficking of Wildlife Products indicate that poaching activities have evolved from individual poachers or adhoc gangs to increasing recurrences of attacks by well-resourced and organized groups including transnational criminal networks.

It is acknowledged that poaching and illegal trade of wildlife is assisted by local communities and corrupt officials that exploit porous borders and weak institutions. PITT is also facilitated by proliferation of firearms, ineffective law enforcement including weak judicial systems.

According to United Nations Environment Programme (UNEP), East Africa has experienced a three-fold increase in reported illegally killed elephants. Between 2009 and 2011, Kenya and Tanzania accounted for 16 out of 34 large scale ivory seizures (weighing 500kg or more) recorded worldwide, amounting to 35 tones. Between 2009 and 2013, out of 76 large seizures of ivory, two-thirds occurred in Asia but mostly originating from East Africa, indicating the porous nature of East Africa's ports.

There is evidence that 5,645 elephants were poached in 2010; 10,631 elephants in 2011 and 8,515 elephants in 2012 in East Africa. Since poaching being illegal, it highly probable that several incidences may have gone unreported. According to INTERPOL, global large-scale ivory seizures have reached record levels, and many of these seizures are occurring in East Africa, or on transit in Asia with an East African origin.

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<sup>7</sup> Strategy to Combat Poaching, Illegal Trade and Trafficking of Wildlife and Wildlife Products (2017/18-2021/22)

The following are drivers and underlying for PITT at regional and International level (Table 2-6).

**Table 2-6: Drivers and underlying causes of PITT at regional/global level**

DRIVER	UNDERLYING CAUSE
<ul style="list-style-type: none"> <li>❖ External Market/demand: especially in Asia for specific animal parts to practice traditional Asian medicine and as symbols of wealth while demand in Europe's and North America's luxury fashion items, tourist souvenirs purchased abroad, and exotic pets, as well as traditional medicines and wildlife meats for human consumption. The largest market is China due to its booming economy. Between 2004 and 2008, for example, China's GDP per capita increased from USD1,500.00 to USD3,250.00, propelling demand for ivory products as status symbols among the middle and upper classes. While China constitutes the major illegal market for ivory, East African Region, which has seen an increase in elephant poaching, is a major conduit in the illegal ivory trade.</li> <li>❖ Economic gain and subsistence including food security and cultural practices.</li> </ul>	<ul style="list-style-type: none"> <li>❖ Inadequate capacity and collaboration to deliver effective law enforcement within and among different law enforcement agencies</li> <li>❖ Limited capacity to detect contrabands along transit routes.</li> </ul>



The African grey parrot (*Psittacus erithacus*) is one of the most illegally traded/ trafficked Bird

# Pangolin

(*Smutsia gigantea*)

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## Pangolin

*"The primary threat to most pangolin species is illegal hunting and poaching for local use and illicit international trade. Recent estimates based on seizure data suggest that the equivalent of more than 895,000 pangolins were trafficked globally between 2000 and 2019".*

## 3. STRATEGIES AND INTERVENTIONS

### 3.1 Intervention logic

**Vision:** “Wildlife resources sustainably contributing to national development”.

**Goal:** The goal of this strategy is “To significantly reduce poaching, illegal trade and trafficking in Wildlife and Wildlife products in Uganda.

**Purpose:** To provide strategies and measures for strengthening national performance in combating poaching, illegal trade and trafficking in wildlife and wildlife products within the country and across Uganda’s borders”

**Mission:** To develop capacity and enhance coordination and collaboration of line institutional Agencies & other Stake holders to combat PITT.

**Objectives:** The goal of this Strategy will be realised through the following strategic objectives:

- a. To reduce poaching of key wildlife species in Uganda.
- b. To enhance capacity for law enforcement and surveillance on illegal trade and trafficking.
- c. To promote inter-agency, cross border and stakeholder collaboration.

#### Results

A successful implementation of this Strategy will result into:

- a. Increased national capacity for combating PITT.
- b. Reduced incidences of Poaching, illegal Trade and Trafficking in wildlife and wildlife products.
- c. Improved institutional and stakeholder collaboration and coordination to combat PITT
- d. Increased civic action to combat PITT.

### 3.2 Strategic interventions

The Strategy for combating PITT will be implemented through strategic interventions indicated in Table 3-1.

**Table 3-1: Strategic Interventions**

OBJECTIVE	STRATEGIC INTERVENTION	OUTPUTS
<b>To reduce poaching of key wildlife species in Uganda</b>	Strengthen institutional capacities for protecting targeted species and their habitats	Reduced poaching levels
		Secure wildlife habitats
	Strengthen approaches for enhancing civic and community participation in combating poaching	Increased institutional capacities for combating poaching
		Collaborative Forest/Collaborative Resources management arrangements between PA agencies and community in selected locations prone to poaching
	Mitigate drivers of poaching (demand, animosity)	Increased civic and community engagement in combating PITT
		Increase awareness on issues of PITT
		Dialogue platforms and processes for resolving HWC
		Infrastructure for preventing dispersal of Wildlife outside PAs e.g., trenches, electric fences
<b>To enhance capacity for law enforcement and surveillance on illegal trade and trafficking.</b>	Install equipment, technologies and facilities for surveillance and monitoring PITT among enforcement and regulatory agencies	Compensation guidelines for costs of wildlife damage to investment and human beings
		Licence and regulate Wildlife Utilization
	Increase deployment of personnel and other technological facilities for law enforcement, regulation and prosecution	Improved institutional capacities for surveillance and monitoring PITT
		Technologies for marking /tracing transit wildlife goods
	Train and equip law enforcement personnel with skills for detection and identification of wildlife specimens and for prosecution	Efficient enforcement operations
		Good governance and prosecution
	Strengthen accountability measures for confiscated wildlife and wildlife products and specimens	Skilled manpower for law enforcement, intelligence work, surveillance, prosecution
		Specimen storage facilities
Identify and monitor in country commercial outlets, market and transit routes for wildlife products	Efficient handling and disposal of confiscated wildlife and wildlife specimens	
	Information base/data base for commercial outlets, markets, transit routes for wildlife products	

OBJECTIVE	STRATEGIC INTERVENTION	OUTPUTS	
<b>To enhance capacity for law enforcement and surveillance on illegal trade and trafficking.</b>	Develop and implement measures for improving compliance assistance	Information on PITT widely disseminated	
	Strengthen the capacity of CITES Management and Scientific Authorities	Effective engagement between management Authority and Scientific Authorities; increased capacity of Management and Scientific Authorities to regulate Wildlife trade Effective engagement between CITES Management Authority and other trade licensing authorities	
<b>To promote inter-agency and cross border collaboration.</b>	Strengthen mechanisms for gathering, management and sharing intelligence information	Effective sharing and use of intelligence information by institutions	
	Strengthen mechanisms and capacity for effective wildlife crime investigation	Increased capacity to investigate	
	Undertake research and share information on PITT	Evidence based strategies and operations to combat PITT	
	Strengthen inter-agency collaboration in law enforcement and handling of offenders		Consistence in law enforcement practices and handling of offenders
			Inter-agency collaboration and joint operations
			Formal inter-agency collaboration mechanism established
	Establish and strengthen mechanisms for promoting cross border collaboration and joint operations under auspices of EAC, AU, etc.		Formal cross-border collaboration mechanism established
			Cross-border collaboration and joint operations
	Develop and enforce regulations and procedures for handling offenders and handling exhibits and confiscated specimens		Efficient handling of offenders and management of exhibits and specimens
	Strategic engagement of source and destination countries of wildlife and wildlife products		Source and destination countries take actions to address illegal trade, and trafficking of Wildlife and wildlife products
Effective engagement of CITES member states and CITES Secretariat			
Strengthen national capacity in fulfilling obligations to regional and international protocols, agreements and conventions		Uganda's active engagement in regional and international efforts to combat illegal trade and trafficking	

OBJECTIVE	STRATEGIC INTERVENTION	OUTPUTS
<b>To promote inter-agency and cross border collaboration.</b>	Develop and implement mechanisms to strengthen Mutual Legal Assistance and Extradition of wildlife crime suspects	Improved international collaboration in management of wildlife crime
	Promote civic engagement and collaboration with non-State actors	Improved collaboration between State and non-State actors in monitoring, investigation, reporting and prosecution

# Buffalos

*(Syncerus caffer)*

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## Buffalos

*“Buffalos in Uganda face conservation challenges including habitat fragmentation and conflicts with humans because of their size and aggression. They are also sometimes poached for bush meat.”*

## 4. IMPLEMENTATION ARRANGEMENTS AND REQUIREMENTS

### 4.1 Implementation Plan

The PITT Strategy will be implemented over a 10-year period effective FY 2020/21. Table 4-1 Show the sequenced delivery of outputs

**Table 4-1: Implementation schedule**

OBJECTIVE	STRATEGIC INTERVENTION	OUTPUTS	Yr. 1	yr2	yr3	yr4	Yr5	Yr6	yr7	yr8	yr9	yr10
<b>To reduce poaching of key wildlife species in Uganda</b>	Strengthen institutional capacities for protecting targeted species and their habitats	Reduced poaching levels	x	x	x	x	x	x	x	x	x	x
		Secure wildlife habitats	x	x	x	x	x	x	x	x	x	x
		Increased institutional capacities for combating poaching	x	x	x	x	x	x	x	x	x	x
	Strengthen approaches for enhancing civic and community participation in combating poaching	Collaborative Forest/Collaborative Resources management arrangements between PA agencies and community in selected locations prone to poaching	x	x	x	x	x	x	x	x	x	x
		Increased civic and community engagement in combating PITT	x	x	x	x	x	x	x	x	x	x
		Increase awareness on issues of PITT										
	Mitigate drivers of poaching (demand, animosity)	Dialogue platforms and processes for resolving HWC	x	x	x	x	x	x	x	x	x	x
		Infrastructure for preventing dispersal of Wildlife outside PAs e.g., trenches, electric fences	x	x	x	x	x	x	x	x	x	x
		Compensation guidelines for costs of wildlife damage to investment and human beings	x						x			
		Licence and regulate Wildlife User Rights	x	x	x	x	x	x	x	x	x	x

OBJECTIVE	STRATEGIC INTERVENTION	OUTPUTS	Yr. 1	yr2	yr3	yr4	yr5	yr6	yr7	yr8	yr9	yr10	
<b>To enhance capacity for law enforcement and surveillance on illegal trade and trafficking.</b>	Install equipment, technologies and facilities for surveillance and monitoring PITT among enforcement and regulatory agencies	Improved institutional capacities for surveillance and monitoring PITT	x	x	x	x	x	x	x	x	x	x	
		Technologies for marking /tracing transit wildlife goods	x				x						x
	Increase deployment of personnel and other technological facilities for law enforcement, regulation and prosecution	Efficient enforcement operations	x	x	x	x	x	x	x	x	x	x	x
		Good governance and prosecution	x	x	x	x	x	x	x	x	x	x	x
	Train and equip law enforcement personnel with skills for detection and identification of wildlife specimens and for prosecution	Skilled manpower for law enforcement, intelligence work, surveillance, prosecution	x	x	x	x	x	x	x	x	x	x	x
	Strengthen accountability measures for confiscated wildlife and wildlife products and specimens	Specimen storage facilities		x		x							
		Efficient handling and disposal of confiscated wildlife and wildlife specimens	x						x				
	Identify and monitor in country commercial outlets, market and transit routes for wildlife products	Information base/data base for commercial outlets, markets, transit routes for wildlife products	x		x		x		x		x		
	Develop and implement measures for improving compliance assistance	Information on PITT widely disseminated	x	x	x	x	x	x	x	x	x	x	x
	Strengthen the performance of CITES Management and Scientific Authorities	Effective engagement between management Authority and Scientific Authorities	x	x	x	x	x	x	x	x	x	x	x
Effective engagement between CITES desk and authorities responsible for licensing export and import trade		x	x	x	x	x	x	x	x	x	x	x	
Effective engagement between CITES desk and authorities responsible for taxation and revenue collection		x	x	x	x	x	x	x	x	x	x	x	

OBJECTIVE	STRATEGIC INTERVENTION	OUTPUTS	Yr. 1	yr2	yr3	yr4	yr5	yr6	yr7	yr8	yr9	yr10	
To promote inter-agency and cross border collaboration.	Strengthen mechanisms for gathering, management and sharing intelligence information	Effective sharing and use of intelligence information by mandate institutions	x	x	x	x	x	x	x	x	x	x	
	Undertake research and share information on PITT	Evidence based combat strategies and operations	x	x	x	x	x	x	x	x	x	x	
	Strengthen inter-agency collaboration in law enforcement and handling of offenders and culprits	Consistence in law enforcement practices and handling of offenders and culprits		x									
		Inter-agency collaboration and joint operations		x	x	x	x	x	x	x	x	x	x
		Formal inter-agency collaboration mechanism established		x	x	x	x	x	x	x	x	x	x
	Establish and strengthen mechanisms for promoting cross border collaboration and joint operations under auspices of EAC, AU, etc.	Formal cross-border collaboration mechanism established		x	x	x	x	x	x	x	x	x	x
		Cross-border collaboration and joint operations		x	x	x	x	x	x	x	x	x	x
	Develop and enforce regulations and procedures for punishing offenders and handling exhibits and confiscated specimens	Efficient handling of offenders and disposal of exhibits and other confiscated specimens		x	x	x	x	x	x	x	x	x	x
	Strategic engagement countries of source and destination of trafficked wildlife and wildlife products	Source and destination countries actions to address trafficking in Wildlife and wildlife products		x	x	x	x	x	x	x	x	x	x
		Effective engagement with CITES member states and CITES Secretariat		x	x	x	x	x	x	x	x	x	x
	Strengthen national performance in fulfilling obligations to regional and international protocols, agreements and conventions	Uganda's active engagement in regional and international efforts to combat illegal trade and trafficking		x	x	x	x	x	x	x	x	x	x
	Promote civic engagement and collaboration with non-state actors	Collaboration between state and non-state actors in monitoring, investigation, reporting and prosecution		x	x	x	x	x	x	x	x	x	x

## 4.2 Implementation requirements

**Funding:** the primary source of funding for this strategy is Government of Uganda through MTWA, UWA NFA, MWE/FSSD, MAAIF, NEMA, Uganda Police, Uganda Revenue Authority, Ministry of Justice and Constitutional Affairs, DPP, Judiciary, Internal Security Organization budget votes. Specifically, UWA will allocate budget from the Wildlife Fund. In addition, Government will seek external funding sources from UN and Regional bodies, bilateral and, multilateral donors,

development partners, scientific and technical agencies and private sector, as appropriate. Details about budget are presented in section 5.5, while details on strategies for mobilizing additional resources are presented in Appendix 1 (Resources Mobilization Strategy).

**Institutionalizing the coordination structure:** the PITT Strategy encompasses multi-stakeholder mandates and as such its implementation draws on participation from of mandated institutions and stakeholders. In this regards, a multi stakeholder coordination mechanism (National Wildlife Crime Coordination Committee- NWCCC) will over-see the implementation of this strategy. Under the overall direction of MTWA, the committee will comprise of representatives from the CITES Management Authority- MTWA (1), CITES Scientific Authorities-UWA, MWE, and MAIF (3), (1), Enforcement and investigations Agencies, Police (1), ISO (1), ESO (1), FIA (1), Customs (1), UPDF (1) DPP (1), NFA (1). UWA will provide Secretariat for the Committee. Nominations to serve on the NWCCC will target senior level personnel in accordance with the organizational structure. The main function of the NWCCC will be to ensure coordinate implementation of the Strategy.

### 4.3 Institutional roles

The Strategy will be implemented by Ministry of Tourism, Wildlife and Antiquities and Uganda Wildlife Authority in collaboration with mandated institutions (MWE – FSSD, MAIF, UWA, URA, NEMA, DPP, UPDF, Police, ISO, ESO, INTERPOL, FIA, DPP, Judiciary, MTIC), and stakeholders (NGOs, Media, Private Sector, academia and development partners). Details of institutional roles are presented in Annex 2.

Due to the transnational nature of wildlife trafficking, Government will seek to engage other regional organizations and partners involved in the fight against poaching and wildlife trafficking.

### 4.4 Monitoring and Evaluation framework

#### 4.4.1 Monitoring

The over-all aim for conducting monitoring and evaluation is to identify shortcomings and recommend remedial actions and ensure that PITT Strategy realizes its objectives. The monitoring and evaluation effort aims at providing a regular review of the progress of implementation in terms of in-puts, outputs/targets and quality of services. It will involve routine information gathering, analysis and reporting to MTWA, Lead agencies/mandated agencies, Partners and Stakeholders, as appropriate.

Over-all, the Monitoring and Evaluation Framework will focus on:

- a) Promoting accountability for the achievement of Strategy objectives through the assessment of outputs.
- b) Promoting learning, feedback, and information sharing of results and lessons learned during Strategy implementation.

The specific objectives for the Monitoring and Evaluation Framework are to:

- a) Provide MTWA Management and NWCCC with the information needed to guide the Strategy implementation towards achieving its goals and development objectives.
- b) Provide early contingency plan for the likely problematic activities and processes that need corrective action.

- c) Provide a basis for systematically collecting and analysing information on the changes arising from Strategy activities.
- d) Ensure accountability to the Government, Partners/stakeholders, global community and people of Uganda.

Monitoring will focus on performance and output indicators (Table 4-2), output realized and the over-all outcome of the Strategy. A compulsory mid-term review of the Strategy and End of Strategy implementation evaluation will be carried out.

The over-all achievements of the Strategy will be monitored at Results level using indicators presented in Table 4-2. On annual basis, annual performance indicators will be derived based on approved activities.

**Table 4-2: Monitoring and Evaluation indicators**

RESULT	INDICATOR	MoV	ASSUMPTIONS
<b>National capacity for combating PITT</b>	Installed technologies for combating PITT	Inventory/Register, Physical inspections	n/a
	Regulations, Guidelines and standards for combating PITT	Documents	The developed tools will be approved by MTWA
	Inter-agency collaboration and joint efforts	Joint activities; Information shared, PCC	
	Cross border collaboration and joint actions	Joint activities; Information shared, participation in regional//global processes	n/a
	Human capacity (Numbers and Skills)	Number of personnel, Skill acquired/imparted	n/a
	Ratio of concluded prosecutions against arrest	Court records, DPP records	There is increased deployment of judicial officers
	Facilities and procedures for handling specimens	Asset inventory, physical inspections	n/a
	Procedures for handling and disposal of specimens	Documents	n/a
<b>Reduced incidences of illegal Trade and Trafficking in wildlife and wildlife products</b>	No of arrests of offenders	Law enforcement records	n/a
	No of confiscations	Law enforcement records	n/a
	Government-civic engagement processes	Engagement reports	n/a
	Community level participation and engagement processes	Reports	n/a

#### 5.4.2 Information management, sharing systems and procedures

Information and experiences on Strategy performance will be disseminated to Government, Partners and networks through list-serve/email user group, newsletter(s), and internal meetings and through reports and publications. Details about communication strategies and actions are presented in section 4.7.

## 4.5 Budget

The cost implementing this Strategy is estimated at US\$ 51.1 billion. (Table 4-3).

**Table 4-3: Budget estimates**

OBJECTIVE	STRATEGIC INTERVENTION	OUTPUTS	BUDGET ("000,000,000")
<b>To reduce poaching of key wildlife species in Uganda</b>	Strengthen institutional capacities for protecting targeted species and their habitats	Reduced poaching levels	6
		Secure wildlife habitats	
		Increased institutional capacities for combating poaching	
	Strengthen approaches for enhancing civic and community participation in combating poaching	Collaborative Forest/Collaborative Resources management arrangements between PA agencies and community in selected locations prone to poaching	2
		Increased civic and community engagement in combating PITT	1
		Increase awareness on issues of PITT	1
		Mitigate drivers of poaching (demand, animosity)	Dialogue platforms and processes for resolving HWC
		Infrastructure for preventing dispersal of Wildlife outside PAs e.g., trenches, electric fences	4
		Compensation guidelines for costs of wildlife damage to investment and human beings	1
		Licence and regulate Wildlife User Rights	0.5
<b>To enhance capacity for law enforcement and surveillance on illegal trade and trafficking.</b>		Install equipment, technologies and facilities for surveillance and monitoring PITT among enforcement and regulatory agencies	Improved institutional capacities for surveillance and monitoring PITT
	Technologies for marking /tracing transit wildlife goods		
	Increase deployment of personnel and other technological facilities for law enforcement, regulation and prosecution	Efficient enforcement operations	6
		Good governance and prosecution	2
	Train and equip law enforcement personnel with skills for detection and identification of wildlife specimens and for prosecution	Skilled manpower for law enforcement, intelligence work, surveillance, prosecution	2
	Strengthen accountability measures for confiscated wildlife and wildlife products and specimens	Specimen storage facilities	1
		Efficient handling and disposal of confiscated wildlife and wildlife specimens	1
	Identify and monitor in country commercial outlets, market and transit routes for wildlife products	Information base/data base for commercial outlets, markets, transit routes for wildlife products	2
	Develop and implement measures for improving compliance assistance	Information on PITT widely disseminated	0.5
	Strengthen the performance of CITES Management and Scientific Authorities	Effective engagement between management Authority and Scientific Authorities	1
		Effective engagement between CITES desk and authorities responsible for licensing export and import trade	0.5
		Effective engagement between CITES desk and authorities responsible for taxation and revenue collection	0.5

OBJECTIVE	STRATEGIC INTERVENTION	OUTPUTS	BUDGET ("000,000,000")	
<b>To promote inter-agency and cross border collaboration.</b>	Strengthen mechanisms for gathering, management and sharing intelligence information	Effective sharing and use of intelligence information by mandate institutions	2	
	Undertake research and share information on PITT	Evidence based combat strategies and operations	0.5	
	Strengthen inter-agency collaboration in law enforcement and handling of offenders and culprits		Consistence in law enforcement practices and handling of offenders and culprits	0.1
			Inter-agency collaboration and joint operations	1
			Formal inter-agency collaboration mechanism established	1
	Establish and strengthen mechanisms for promoting cross border collaboration and joint operations under auspices of EAC, AU, etc.		Formal cross-border collaboration mechanism established	2
			Cross-border collaboration and joint operations	1
	Develop and enforce regulations and procedures for punishing offenders and handling exhibits and confiscated specimens		Efficient handling of offenders and disposal of exhibits and other confiscated specimens	0.5
	Strategic engagement countries of source and destination of trafficked wildlife and wildlife products		Source and destination countries actions to address trafficking in Wildlife and wildlife products	0.5
			Effective engagement with CITES member states and CITES Secretariat	0.5
	Strengthen national performance in fulfilling obligations to regional and international protocols, agreements and conventions		Uganda's active engagement in regional and international efforts to combat illegal trade and trafficking	2
	Promote civic engagement and collaboration with non-state actors		Collaboration between state and no-state actors in monitoring, investigation, reporting and prosecution	2
	<b>TOTAL</b>			<b>51.1</b>

#### 4.6 Resources Mobilization

The Resources Mobilization Strategies guide efforts to mobilize both financial and technical resources to support implementation of the National Strategy to combat Poaching, Illegal Trade and Trafficking (PITT) of wildlife and wildlife products. Specifically, the guidance is provided on i) identification of funding and technical resources required to implement the National Strategy for combating PITT, and, ii) Strategies to mobilize the identified resources, and iii) institutional roles in resources mobilization and utilization.

Presently, efforts to combat PITT are funded by GoU resources with supplementary funding and technical resources from Uganda's development partners and technical agencies, contributions from global and regional processes as well as NGOs, Research organizations and Universities.

The Resources Mobilization efforts will focus on mobilizing additional resources from: i) Government of Uganda through MTEF of lead (MTWA) and partner government agencies (MWE-FSSD; MAAIF, URA, DPP, Police, ISO, Judiciary); ii) Proceeds from Wildlife Fund and National

Environment Fund and, iii) External sources from global and regional processes, development partners and technical agencies.

## 4.6 Communication Strategies

**Goal:** To apply communication as a tool to support efforts to combat PITT.

**Purpose:** To ensure that trends in PITT are known by targeted audiences in an effective and timely manner. This strategy is intended to complement formal communication and reporting on issues PITT required of lead agencies and CITES Management Desk, and therefore, the prescribed actions will not substitute the formal communication and reporting mechanisms.

**Objectives:**

- a. To increase awareness of general public and targeted audiences on the trends in PITT, ongoing efforts and impacts of PITT.
- b. To provide information to media and other communication platforms about PITT

**Communication messages:** Communication on trends in PITT will focus on the following messages:

- a. Trends in PITT at national regional/international levels (levels, hot spots, sources of traded products, destination, illegal trade and trafficking routes, etc.
- b. Ongoing efforts, success and challenges of combating PITT by mandated institutions, non-state actors and general public
- c. Evidence of impacts of PITT on biodiversity (wildlife forestry and fisheries resources), national economy and security.

**Target audience:** communication will target policy level actors and managers and field officers in mandated institutions, targeted audiences such as international community, political actors, general public.

**Communication tools:** the following tools will be used: Websites (MTWA, UWA, MWE, MAAIF, Police, URA, etc.), publications (fact sheets, promotion materials), print and electronic media, conservation network platforms.

**Feedback:** response or feedback from different respondents will be documented, analysed and appropriate responses provided, as appropriate. The CITES Management Authority will process feedback and disseminate it directly or via channels best suited to deliver the feedback.

**Responsibility:** In order to ensure coordinated communication with coherent, consistent and accurate information, the MTWA will assume over-all responsibility for Communicating issues of PITT. This responsibility includes publishing the information and liaising with media. However, lead agencies will communicate any information pertaining to their mandates and provide record of their communication to the CITES Management Desk. Where necessary, lead institutions may consult with MTWA/CITES Desk on content and implications of the communication message before disseminating it.

# Mountain Gorillas

*(Gorilla beringei beringei)*

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## Mountain Gorillas

*"The threats to mountain gorillas are poaching for pets, witchcraft and bush meat. Traps set for other animal species end up killing gorillas."*

## 5 ANNEXES

### 5.1 Annex 1: Legal and policy framework for combating PITT

LAW	PROVISIONS
<b>Constitution of Republic of Uganda</b>	<ul style="list-style-type: none"> <li>a. Objective XIII: State protection of important natural resources such as land, water, wetlands, minerals, fauna and flora on behalf of the people of Uganda under Objective XIII.</li> <li>b. Objective XXVII: Creation and development of Parks, Reserves, recreation areas and conservation of natural resources by central and or Local Governments</li> <li>c. State promotion of the rational use of natural resources so as to safeguard and protect the biodiversity of Uganda.</li> </ul>
<b>Uganda Wildlife Act (2019)</b>	<ul style="list-style-type: none"> <li>a. Sections 35-36 provide for Use Rights:               <ul style="list-style-type: none"> <li>i. Class A: Hunting;</li> <li>ii. Class D: Trading in wildlife and wildlife products+ setting of animal species quotas in relation to Wildlife Use Rights that involve Extractive utilization</li> </ul> </li> <li>b. Section 51: provides for licenses for professional hunting and professional trapping</li> <li>c. Section 62: provides for CITES Management Authority and authority for regulating importation, export or re-export of any wildlife species or specimen...provides for penalties</li> <li>d. Section 63: Provides Minister powers to regulate by imposing additional restrictions on importation, export or re-export of any wildlife species or specimens</li> <li>e. Section 70: provides for general penalties to offences to the Act</li> <li>f. Section 71: Provides for offenses to protected species ...including hunting, killing, trade, possession, etc.</li> <li>g. Section 72: provides for destruction and obliteration of equipment/devised used in hunting, transportation etc.</li> <li>h. Section 73: provides for forfeiture of Wildlife/wildlife specimen and equipment being used.</li> <li>i. Section 74-80...provides additional measures for forfeiture and disposal</li> <li>j. Section 86: provides Issuance of Regulations for...fines, fees, increasing public knowledge, Use Rights, etc.</li> </ul>
<b>Forests and Tree Planting Act (2003)</b>	<ul style="list-style-type: none"> <li>a. Section 30: provides for reserves tree species under control by Minister or District Council.</li> <li>b. Section 31: provides for Protected trees and powers of Minister or District Council to control utilization .... collect, remove, transport, export...</li> <li>c. Section 31: provides for penalties to offender to Article 31 to 30 currency points or imprisonments up to 3 years or both</li> <li>d. Section 44: Timber exports...provides for licensing by Authority appointed by Minister. Exports licenses only issued for graded timber.</li> <li>e. Section 31: provides for penalties to offender to Article 44 to 30 currency points or imprisonments up to 3 years or both.</li> <li>f. Section 84: give court powers to confiscate or order seizure ...also powers for disposal or selling confiscated produce.</li> </ul>

## 5.2 Annex 2: Institutional landscape

Institution	Mandate
<b>Ministries</b>	
<b>MTWA</b>	<ul style="list-style-type: none"> <li>♣ CITES Management Authority</li> <li>♣ Wildlife Policy enforcement</li> <li>♣ Regional/International Cooperation</li> </ul>
<b>MWE</b>	<ul style="list-style-type: none"> <li>♣ CITES Scientific Authority for flora</li> <li>♣ Forestry Policy enforcement</li> <li>♣ Regional/International Cooperation on matter of forestry</li> </ul>
<b>MAAIF</b>	<ul style="list-style-type: none"> <li>♣ CITES Scientific Authority for ornamental fish</li> <li>♣ Fisheries Policy enforcement</li> <li>♣ Regional/International Cooperation on matter of fisheries and pet animals</li> </ul>
<b>Ministry of EAC Affairs</b>	<ul style="list-style-type: none"> <li>♣ EAC Protocols</li> <li>♣ EAC Cooperation</li> </ul>
<b>Ministry of Foreign Affairs</b>	<ul style="list-style-type: none"> <li>♣ International Agreements and Protocols</li> <li>♣ International Cooperation</li> </ul>
<b>Ministry of Internal Affairs</b>	<ul style="list-style-type: none"> <li>♣ Internal Security</li> <li>♣ Law Enforcement</li> </ul>
<b>Ministry of Finance, Planning and Economic Development</b>	<ul style="list-style-type: none"> <li>♣ Tax and Revenue Policy</li> <li>♣ Financing</li> </ul>
<b>Ministry of Trade, Industry and Cooperatives</b>	<ul style="list-style-type: none"> <li>♣ Trade licensing</li> <li>♣ Export and Import Permits/Licenses</li> </ul>
<b>Ministry of Justice and Constitutional Affairs</b>	<ul style="list-style-type: none"> <li>♣ Legislature</li> <li>♣ Prosecution</li> </ul>
<b>Ministry of Local Government (Local Authorities)</b>	<ul style="list-style-type: none"> <li>♣ Permitting movement of trade goods e.g. timber</li> <li>♣ Law enforcement (District Forest Officers,</li> <li>♣ Ordinances and bylaws</li> </ul>
<b>Agencies</b>	
<b>Uganda Wildlife Authority</b>	<ul style="list-style-type: none"> <li>♣ Law enforcement</li> <li>♣ Monitoring and surveillance</li> <li>♣ Managing confiscated products and exhibits</li> <li>♣ CITES Scientific Authority (fauna)</li> </ul>
<b>National Forestry Authority</b>	<ul style="list-style-type: none"> <li>♣ Law enforcement</li> <li>♣ Monitoring and surveillance</li> </ul>
<b>Uganda Revenue Authority</b>	<ul style="list-style-type: none"> <li>♣ Law enforcement</li> <li>♣ Monitoring Trade (revenues)</li> </ul>
<b>Uganda Police Force</b>	<ul style="list-style-type: none"> <li>♣ Law enforcement</li> <li>♣ Monitoring and surveillance</li> <li>♣ Managing confiscated products and exhibit</li> </ul>
<b>Directorate of Public Prosecution</b>	<ul style="list-style-type: none"> <li>♣ Prosecution</li> </ul>
<b>Uganda Prisons Service</b>	<ul style="list-style-type: none"> <li>♣ Custody and rehabilitation of Convicts</li> </ul>
<b>National Environment Management Authority</b>	<ul style="list-style-type: none"> <li>♣ Coordinating Environment Management</li> </ul>
<b>Uganda Wildlife Conservation Education Centre</b>	<ul style="list-style-type: none"> <li>♣ Holding facility and rehabilitation for confiscated animals</li> <li>♣ Awareness creation on PITT matters</li> </ul>
<b>Academia and other Research institution</b>	<ul style="list-style-type: none"> <li>♣ Research on PITT</li> </ul>
<b>Financial Intelligence Authority</b>	<ul style="list-style-type: none"> <li>♣ Intelligence on suspicious financial transactions in relation to PITT</li> </ul>





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