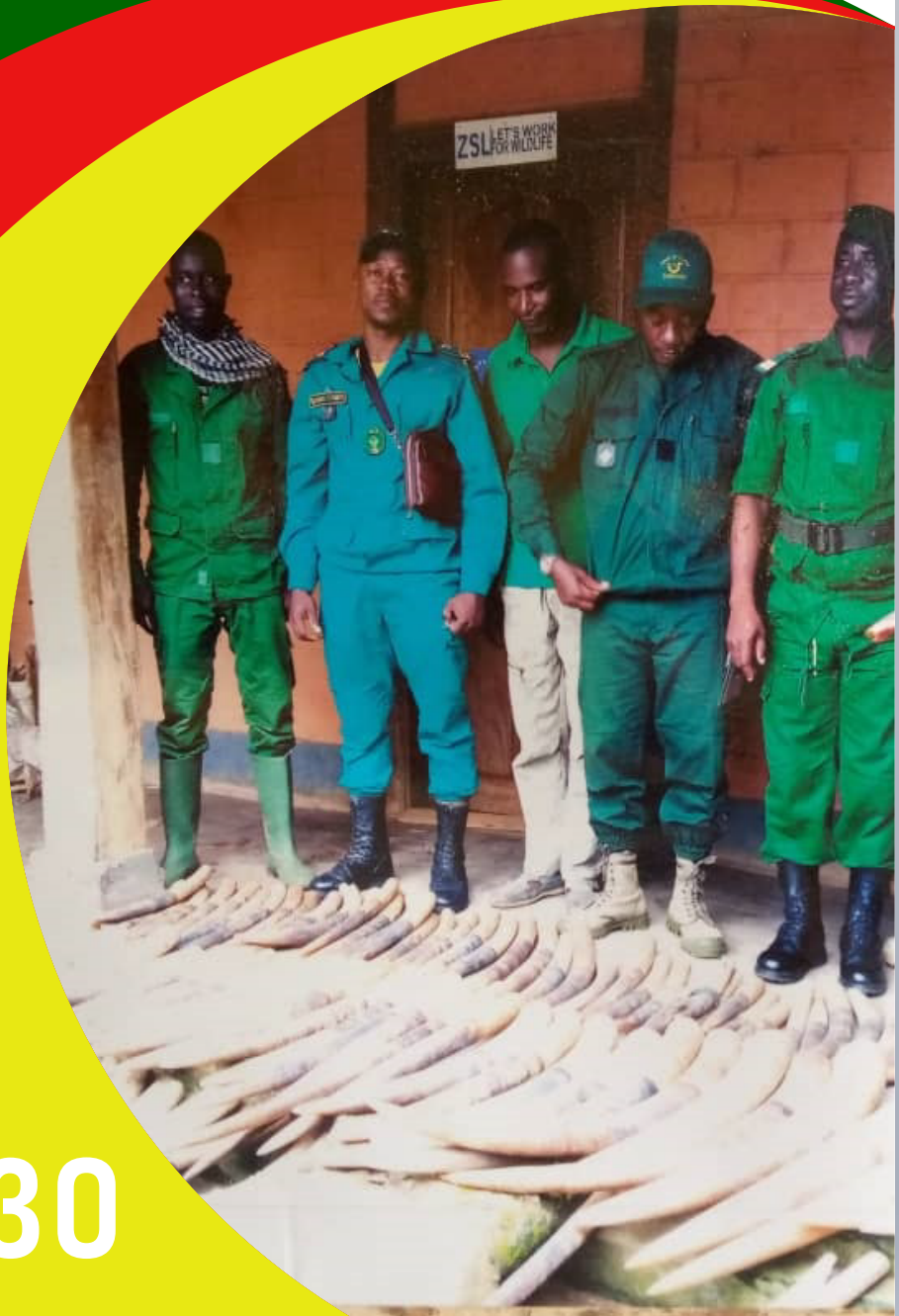




National anti-poaching and wildlife crime strategy



2020 – 2030

Foreword



This Strategy is a planning document intended for the Ministries in charge of managing anti-poaching and wildlife crime related issues, conservation NGOs and institutions that support programmes and projects to combat the illegal exploitation of forestry and wildlife resources. It outlines the main activities to be carried out by institutions and individuals who wish to fight against the illegal exploitation of Cameroon's wildlife resources.

Pursuant to Law No. 94/01 of 20 January 1994 to lay down forestry, wildlife and fisheries regulations, the exploitation of wildlife resources is regulated by instruments that (i) delimit the areas where the exploitation of wildlife resources is permitted and those where it is prohibited, (ii) state the species that may be hunted and those that may not be hunted, as well as the right and wrong periods for hunting. Non-compliance with these requirements is tantamount to poaching, which has been changing in recent years and is increasingly falling under wildlife crime.

The National Anti-poaching and Wildlife Crime Strategy drafting process was initiated in an attempt to provide a solution to the errors observed in the conduct of biodiversity protection actions, both by MINFOF and the institutions involved in the fight against the depletion of forestry and wildlife resources. This document aims to:

- ✓ Contribute toward achieving set objectives for the protection and sustainable management of wildlife resources in Cameroon;
- ✓ Facilitate collaboration between institutions that can pool resources to curb poaching and wildlife crime;
- ✓ Plan all national actions and contribute toward mobilizing the necessary resources.

It is hoped that this document will make for interesting reading. It is a working tool that materialises the desire of the Ministry of Forestry and Wildlife to encourage participation in the development of intervention means with reliable data, and by effectively organizing actions that allow for sound decision-making for the sustainable management of wildlife.

I wish to thank UNDP (through the GEF/TRIDOM Project), IUCN, WWF, TRAFFIC, MIKES, ARCUS Foundation, LAGA and all the partners who supported the development of this strategy.

Minister of Forestry and Wildlife



Summary

Among the reforms undertaken by Cameroon to implement its forestry policy formulated pursuant to its commitments and in accordance with the major guidelines of international policies, the country has adopted a set of regulatory instruments, amongst which is the 2005 National Forestry and Wildlife Control Strategy. The latter was developed and implemented with support from development partners. However, its operational framework has lapses, which highlight its vulnerability to, among other things: rising wildlife crime, the complexity of its ramifications with other forms of illegal activity, the explosion in demand for wildlife products, and expansion of industrial facilities on the national landscape.

This strategy is therefore an update of that reference document. It was developed in four phases: characterization of the magnitude of poaching, analysis of political discourse and the control front, strategic analysis drawing on lessons learned, and needs assessment, followed by their valuation and formulation of hypotheses. The strategy, which encompasses both conceptual aspects and statistics, is formulated in such a way as to take into account the values and principles of sustainable development, the changing institutional landscape, and the need for adjustments.

To this end, the objectives of the current strategy have been remodelled, its thrust areas reformulated, and new implementation approaches proposed. This strategy aims, overall, to reduce the risk of species extinction to maintain a healthy ecosystem and human well-being. It breaks down into 7 strategic areas: **(1)** legal and institutional framework; **(2)** protection and surveillance; **(3)** national, sub-regional and international cooperation; **(4)** communication and awareness raising; **(5)** involvement of communities and other stakeholders; **(6)** training and capacity building; and **(7)** sustained resource mobilisation. These areas further break down into objectives, expected outcomes and main activities.

There was need to step up the professionalization of wildlife management actors, resort to the shared governance model and build the capacities of actors of the control chain. Given the considerable resources to be mobilised, public-private partnership is also a recommended approach. In order to facilitate performance monitoring of the strategy, a monitoring-evaluation mechanism has been proposed.



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Acronyms and abbreviation

PA	Protected Area
APN	African Parks Network
AfDB	African Development Bank
EIB	European Investment Bank
BIR	Rapid Intervention Battalion
WB	World Bank
MTEF	Medium-term expenditure framework
ECCAS	Economic Community of Central African States
COMIFAC	Central African Forests Commission
CDB	Convention on Biological Diversity
CIFOR	Centre for International Forestry Research
COVAREF	Wildlife Enhancement Committee
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
CSPFAP	Regional Chief of Service of Wildlife and Protected Areas
CWCS	Cameroon Wildlife Conservation Society
DCP	Cooperation and Programming Division
DFAP	Department of Wildlife and Protected Areas
DPFF	Regional Delegate of Forestry and Wildlife
SSE	Social and Solidarity Economy
GEF	Global Environment Facility
GIZ	Global Environment Facility
ICCN	Institut Congolais de la Conservation de la Nature
INTERPOL	International Criminal Police Organization
AP	Anti-Poaching
CWC	Combating Wildlife Crime
LAGA	Last Great Ape Organization
MIKE	Minimising Illegal Killing of Elephants and other endangered species
MINDEF	Ministry of Defence
MINFOF	Ministry of Forestry and Wildlife
MOU	Memorandum of Understanding
NGO	Non-Governmental Organisation
UNO	United Nations Organisation
UNODC	United Nations Office on Drugs and Crime
CSO	Civil Society Organisation
PAPECALF	COMIFAC Sub-Regional Action Plan for consolidated National Wildlife Law enforcement
PAULAB	Emergency Anti-Poaching Action Plan
PEXULAB	Extreme Emergency Anti-Poaching Plan
PLdD	Front line defence against illegal wildlife trade
	Parc National

	Programme des Nations Unies pour le Développement
NP	National Park
UNDP	United Nations Development Programme
PPP	Public-Private Partnership
FESP	Forest Environment Sector Programme
TFPs	Technical and Financial Partners
DBR	Dja Biosphere Reserve
SWOT	Strengths, Weaknesses, Opportunities and Threats
SYLABAC	Anti-Poaching System in Central Africa
TNS	Sangha Tri-National
AU	African Union
EU	European Union
IUCN	International Union for Conservation of Nature
WWF	World Wild Fund for Nature
ZSL	Zoological Society of London



1.

INTRODUCTION



1.1. Emerging Challenges of Transnational Organized Crime

The present context of globalization, characterized by the rapid pace of technological innovations incorporating weapons of war, has profoundly changed the nature and magnitude of poaching and wildlife crime. Overall, illegal activities tend to diversify and extend beyond the boundaries of Protected Areas and countries. Advances in communication technology have opened up increasingly sophisticated avenues for crime, making criminal organizations more flexible and dynamic. Unfortunately, and unlike the latter, law enforcement bodies are often slow to make use of technological tools and adapt to these negative dynamics. In many cases, organized crime exposes control officers to multiple pressures and corruption, which hampers the implementation of institutional reforms. Countries with economies in transition or where there is political instability are particularly vulnerable to this phenomenon. There is thus need to back their law enforcement efforts while seeking international cooperation to combat money laundering, organised crime and related practices.

1.2. Cameroon's context

There is no doubt that Cameroon acknowledges universal awareness of the problem of organized wildlife crime. Gradually, significant efforts are being made to adjust and adapt the legal framework and regulatory instruments in order to keep pace them with international momentum. However, structurally, especially with regard to the fight against illegal wildlife trade, there is still much to do. With support from development partners and the courage of some law enforcement officers, some progress has been made, including the national anti-poaching strategy developed in 1999, which was replaced by the national forestry and wildlife law enforcement strategy paper developed, updated and is being implemented since 2005. The results obtained by this former/current strategy are mixed, mainly due to: the imbalance between forest law enforcement, which takes precedence over wildlife control, shortfalls in the organisational mechanism and operational difficulties.

1.3. Major concerns of the reviewed strategy

Given the magnitude of wildlife crime, there was need to review the entire organizational structure. However, it should be noted that this review can hardly be done without simultaneously considering the ideals of the Constitution of the Republic, the fundamental principles set out in the three United Nations framework conventions resulting from the 1992 Rio Summit and ratified by Cameroon, the

1996 Framework Law on the Environment, and the 1994 Law to lay down Forestry, Wildlife and Fisheries Regulations, which is currently under review, the desire to combine efforts to combat poaching and wildlife crime with the ills that exacerbate it (regional pockets of insecurity, environmental crime, economic crime, corruption, illegal circulation of arms and ammunition, instability in certain borderline countries, mass population movements, etc.).

1.4. Review Methodology of the National Anti-poaching and Wildlife Crime Strategy

This work was developed in four phases:

- Characterization of the magnitude of poaching on a national scale;
- Analysis of political discourse and the control front;
- Strategic analysis, focused on the Wildlife Crime Analysis Tool (compilation of tools prescribed by UNODC), but drawing on lessons learned through a Thematic and Cross-cutting Analysis, Vulnerability Analysis and Operational Case Studies from elsewhere;
- Needs assessment, valuation and formulating assumptions.

This strategy is structured into 5 (five) major parts:

- An introduction;
- The problem and magnitude of wildlife crime;
- Evaluation of the existing anti-poaching strategy;
- How to implement instruments to move from poaching to organised crime;
- Strategic framework, implementation and monitoring/evaluation framework;
- Conclusion.



2. THE PROBLEM AND MAGNITUDE OF POACHING AND WILDLIFE CRIME

2.1. Understanding of some key terms

Poaching: Poaching is an illegal act of hunting or fishing. Illegality lies either in the species hunted, the place of capture or the periods of hunting. In Africa, poaching and illegal trade in wildlife products, as well as the solutions to combat them, are complex and require trans-national, trans-regional and cross-sector approaches.

Anti-Poaching (AP): Anti-poaching can be defined as any initiative to deal with poaching, focusing actions on the protection of the most endangered species. This strategy proposes new and innovative approaches to better address AP, taking into account the evolution of poaching and AP towards issues relating to crime and the fight against wildlife crime (FWC) respectively.

Wildlife Crime: Forestry and wildlife related crime is on the rise in some regions of Africa. Large-scale poaching poses a major threat to fauna and flora and more than 50% of the world's species are facing the fastest mass extinction in history. Illegal trafficking in fauna and flora undermines economic and social development and threatens peace and security in the region. Wildlife crime threatens national security and can compromise human and animal health through the spread of virulent diseases. Organized crime gangs illegally traffic poached species using the same sophisticated techniques and networks used for human trafficking, arms trafficking, drug trafficking and other contraband.

Illegal trade: Illegal trade and corruption are among the root causes of the prevailing instability in many parts of the world. CITES (Convention on International Trade in Endangered Species of Wild Fauna and Flora) is the global framework for assessing illegal trafficking. Illegal trafficking in wildlife products poses many challenges, due especially to a number of related offences such as fraud, counterfeiting, money laundering, violence and corruption.

In line with international policy trends, there is general awareness of the perception of “poaching” as a “serious crime”. By way of illustration, the appeal made in 2013 by Ban Ki-Moon, then UN Secretary General, effectively buttresses this point: *“Illegal trade in wildlife undermines the rule of law, threatens national security, and at the same time degrades ecosystems. It is thus a major obstacle for rural communities and indigenous peoples in their efforts to manage their natural resources in a sustainable manner. Fighting this crime is [therefore] essential, not only to encourage conservation efforts and promote sustainable development, but also to contribute to the peace and*

security of troubled regions where conflicts are fuelled by illegal activities. I call on all consumers, all suppliers and all governments to consider these wildlife crimes as a threat to our sustainable future...”

In practice, poaching is both a lucrative, low-risk activity in the eyes of traffickers, but a permanent security threat to the species and control officers. Over time, it is evolving very rapidly

by judiciously exploiting technological advances that facilitate and make it possible to migrate from physical space to cyberspace. As a result, the forms of collection and the ways in which the value chain is organized have changed substantially. However, these strategic developments complicate the development of counter-attack strategies and tactics, as well as the methods and techniques for combating this universal scourge.

Box 1 : Illegal trade in wildlife species

Internationally, the accepted reference terminology is “illegal wildlife trade”. This umbrella term covers all forest law offences. However, on analysis, the above quotation illustrates very well that the latter often has transnational implications, extensive and multifaceted ramifications, and that combating it requires collective and multidisciplinary action. In a nutshell, for most informed observers, it is a form of “serious crime” that threatens security, the rule of law and the sustainability of the global future on one hand, and affects the social balance of communities and the ecological balance of ecosystems on the other.

2.2. International, sub-regional and national statistics

Statistical data documented to illustrate the extent of wildlife crime is generally incomplete and often not accurate; however, it does allow us to gauge the magnitude of the scourge and the urgency to act.

2.2.1. International statistics

In fact, the few documented figures show that every year, 2000 to 3000 elephants are killed worldwide for commercial ivory trade purposes (LUNA, 2017). Besides, 100 million tons of fish, 1.5 million live birds and 440,000 tons of medicinal plants are traded illegally. In particular, it shows that illegal trade in wildlife and plant species ranks as the 4th largest transnational criminal activity in the world.



Figure 1 : Overview of annual turnover volumes for the top 4 illicit trafficking routes worldwide

The U.S. Department of State considers illegal trade in wildlife as a lucrative activity motivated by the continuing rise in Asian demand and facilitated by the modernization of logistics and modus operandi, as well as the resurgence of other forms of organized crime (terrorism, piracy, corruption, arms trafficking, money laundering, armed conflicts). If this trend is not halted, there will be a growing risk of extinction of flagship species such as the African elephant by 2025 and the depletion of global biodiversity would be inevitable.

Likewise, there is growing awareness due to the skyrocketing global demand for wildlife products on one hand and, on the other, the progressive professionalization of trafficking channels or the very marked trend of transition of operations from physical space to cyberspace.

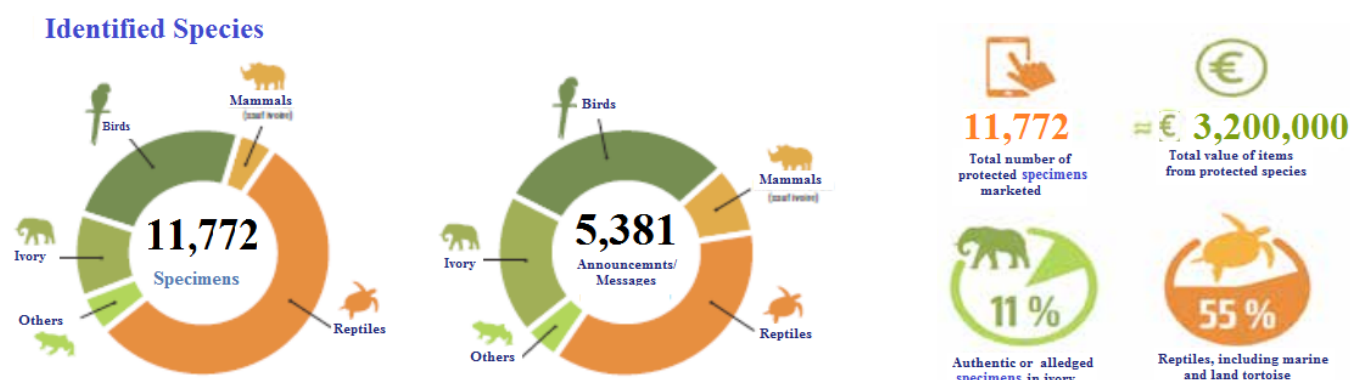


Figure 2 : Overview of sales volume and turnover of Cybercrime (Source : LUNA, 2017)

Finally, although the trend towards biodiversity loss is very clear for some species, there are also very heightened security risks for control officers. It is established that in just 10 years, some 1,000 rangers have died as a result of armed clashes with organized, usually transnational gangs.



Figure 3 : Total weight of seizures in some Asian countries between 1989 and 2011

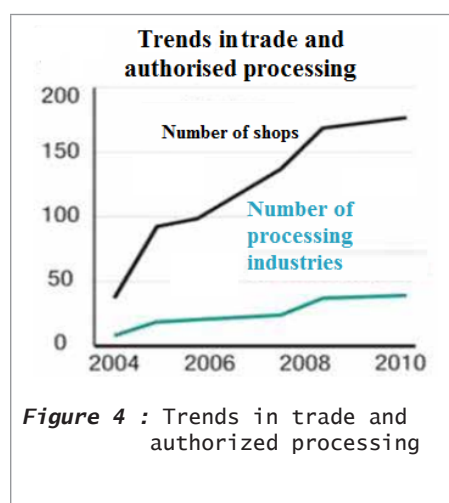


Figure 4 : Trends in trade and authorized processing

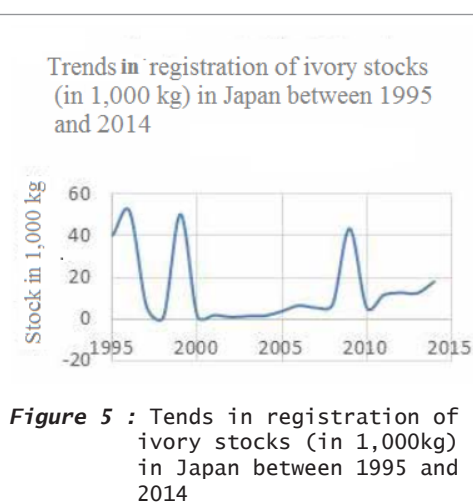


Figure 5 : Trends in registration of ivory stocks (in 1,000kg) in Japan between 1995 and 2014

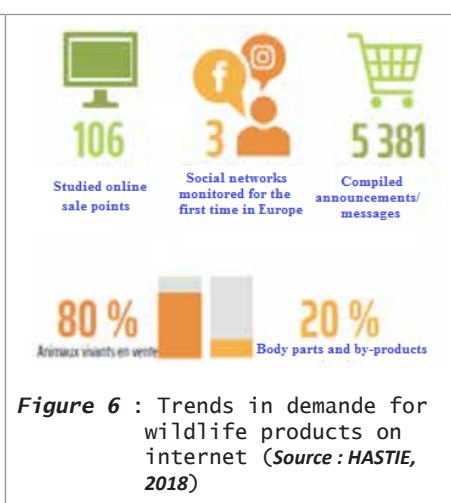
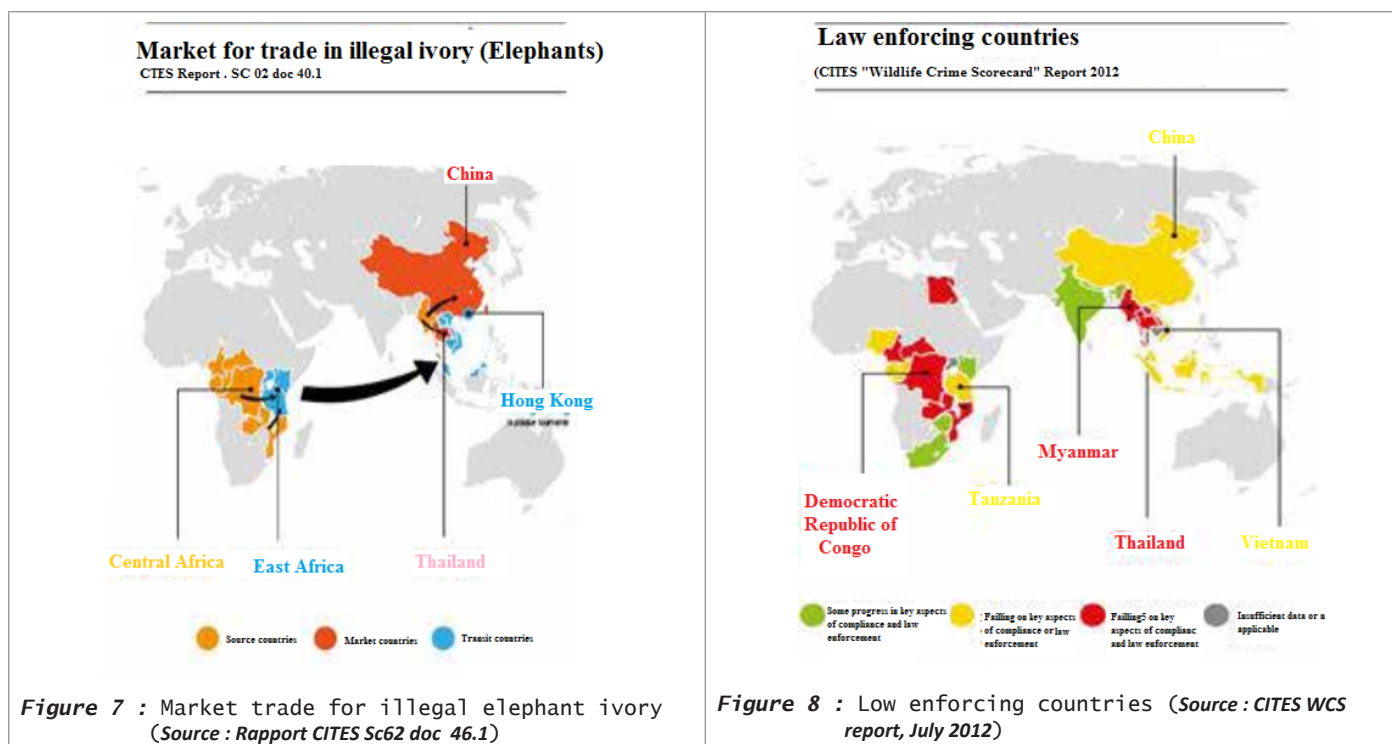


Figure 6 : Trends in demande for wildlife products on internet (Source : HASTIE, 2018)



2.2.1. Sub-regional and national statistics

At national and Central African sub-regional levels, trends in seizure statistics and the presentation of the corresponding anti-poaching operations illustrate the magnitude of the phenomenon. In 2012, 128 elephants were slaughtered in the BOUBA NDJIDA National Park in North Cameroon by heavily armed gangs on horseback, prompting the mobilization of national defence forces. In 2014, WWF reported seizures of about 22,000 kg of bushmeat in Yaoundé, thus 10,343 kg in 2 months.

Likewise, between 2005 and 2014, the price per kg of ivory rose from \$30 (CFA F 18,325) to \$360 (CFA F 219,600), a 12-point rise. Poaching in Cameroon is thus nationwide. This is supported at sub-regional level by MIKE data on ivory monitoring and tracking: between 2002 and 2011, the elephant population in Central Africa dropped by 62%.

Information on the status of forestry and wildlife litigation as published by MINFOF in the list of offences for the first quarter of 2016 indicates that 57 court cases were judged and 125 are pending. The same information for the second quarter of 2017 indicates that 105 court cases were judged and 180 are pending (Release No. 0465/C/MINFOF/CAB/BNC/CCJ/C8 of 12 October 2017). The information incriminates individuals or corporate bodies and allows for a better appraisal of illegal forestry and wildlife exploitation related offences. Although more attention has been focused on the case of the elephant, other species are equally targeted. Recent studies in the TRIDOM area have shown that about 18 species are mostly concerned. These include: great apes, pangolin, sea turtles, several species of ungulates and birds including the red-tailed grey parrot.

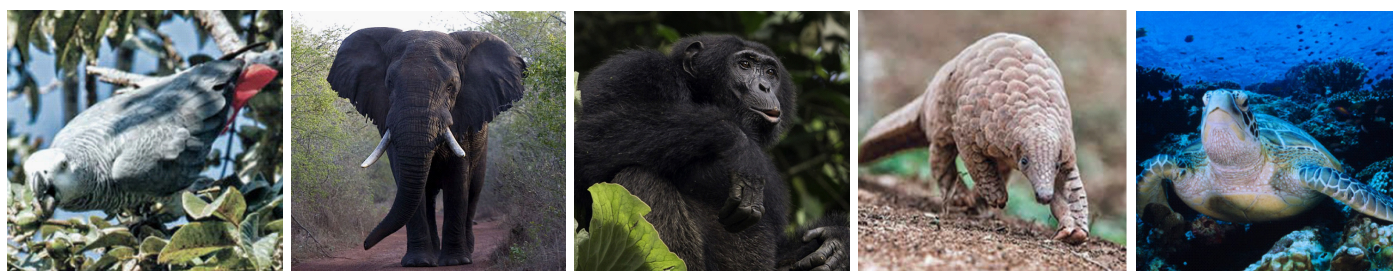


Figure 9 : Some specimens of most outstanding flagship species targeted by poaching in Cameroon

Locally, across the country, hunting is perceived as a customary activity in which a significant portion of the village population is involved. The structured framework regulating village hunting is weak and raises fears, reasonably, that it could also be fuelling extensive poaching networks that are left out of national statistics.

Box 2 : Trends in poaching statistics

Statistical trends show that national poaching turnover fluctuates between 30 and 40 billion CFA Francs per year. It is thus a lucrative activity, though it still informal, i.e. done outside official channels. Similarly, it generates a whole series of other illegal activities which, legitimately, do not necessarily fall within the remit of the traditional forestry and wildlife control services. On a national scale, it is jointly fuelled by growing urban demand, itself strongly accelerated by the professionalization of village hunting and intensified human predatory activities.

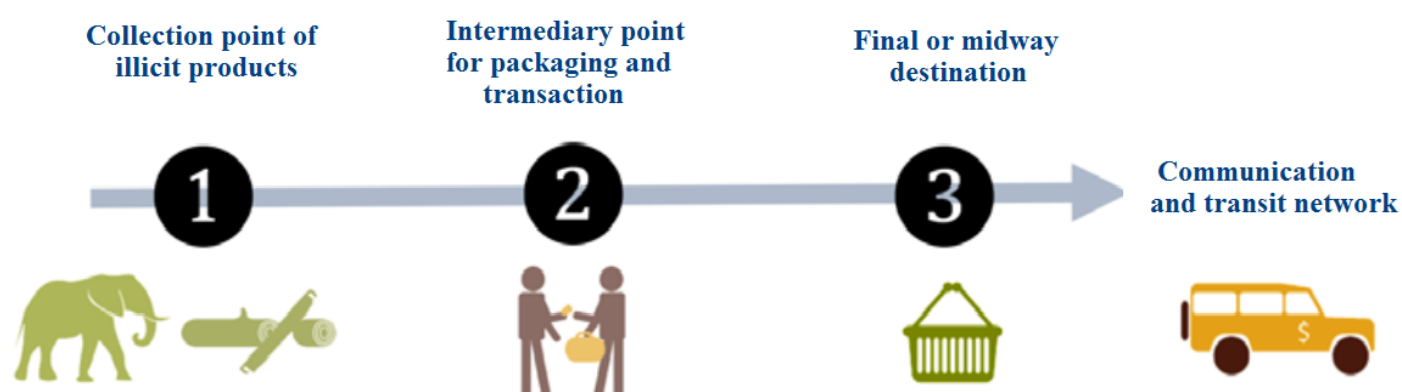
2.3. Analysis of the forms, actors and causes of wildlife crime

2.3.1. Structure of the sectors

An analysis of the sectors of illegal trade in wildlife and its by-products reveals the existence of organized poaching networks. Each network is made up of groups of 3 to 30 individuals driven by greed, generally acting from inaccessible areas of extraction, but often in league with many accomplices across all social classes and including some influential authorities, capable of using various forms of influence peddling, in disregard for national sovereignty and the rule of law.

In practice, based on continuous interactions between national and international strata, the sectors seem to specialise respectively in the bush meat trade (particularly in urban areas), transactions involving live specimens (pet market) or by-products (raw or processed trophies). Depending on whether the traffic targets bush meat, live animals or trophies, the channel may be more or less extensive and include intermediary points where packaging and repackaging agents are involved, often with new accomplices.

Traffickers of poaching products systematically exploit all the usual commercial transaction channels (traditional or electronic communication channels). Likewise, it is apparent that certain channels overlap in some places with other types of illicit trafficking (piracy, terrorism, drug or arms trafficking).



Talking about this this channel leads to the understanding that the communication and transit network stands out as a weak point of the traffickers that the public services can build on to counter-attack.

Figure 10 : Analysis of the transit network of illicit poaching products

Box 3 : Sophistication of poaching practices

Systematically, poaching is an organized gang activity.

In practice, the groups function in mobile and connected networks using military combat techniques. They have structured logistical support and make the most of their competitive advantage (capacity for strategic adaptation, professionalization of the set-up of operations, working in league with networks of influential accomplices, etc.) over regular law enforcement services.

At the same time, unlike the fight against other organised gang crimes (terrorism, banditry, espionage, etc.), the poaching response strategy seems not to be clearly articulated. Besides, investigative techniques are rudimentary. As a result, it is possible that the current system is vulnerable.

Table 1 : Sectors and Trafficking Channels of Poaching Products

Nature of Sectors and Transit channels	Articulation	Contenu	Destination	Observation
Sector	Meat	Trade motivation	National and International cities	Driven by urban demand
	Trophies and by-products	Organization in groups and networks, Networks of complicity and influence peddling, Operational logic.	National and International	Driven by Asian demand
Transit channel	Physical routes	Traditional communication channels	Intermediary points (for transaction, packaging and logistics)	National and cross border transit
	Digital channels	Electronic communication	Telephone and cybernetic communication with national or international networks (relays and interfaces).	Communication, money transfer, Cryptocurrency

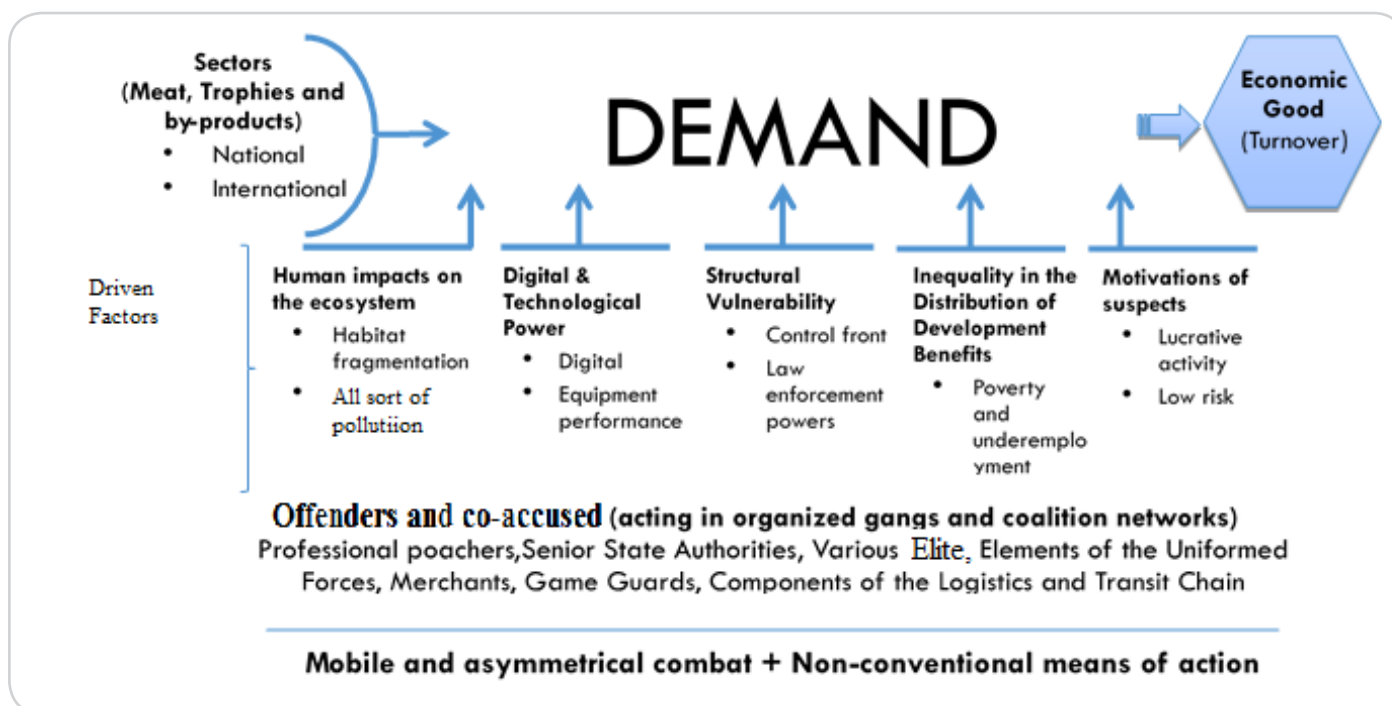


Figure 11 : Overview of Demand, its Economic Implications and Accelerators

2.3.1. Actors and means of action

Depending on its ramifications (local, national or international), poaching involves multiple actors, acting in synergy or in coalition, in more or less complex and subtly coordinated networking groups. In particular, there are professional poachers, networks of complicity or influence, and overlapping chains involving transport, logistics and petty trade operators. They are also supported, more or less powerfully at various levels of the control chain.

As in other known cases of organized crime, poaching goes with illegal activities, illicit markets and unconventional means of action (violence, threats, blackmail, corruption, etc.). Thus, ultimately, driven by financial gain, strongly supported by the devastating effects of underemployment and poverty, poaching definitely has the main characteristics of organized gang crime.

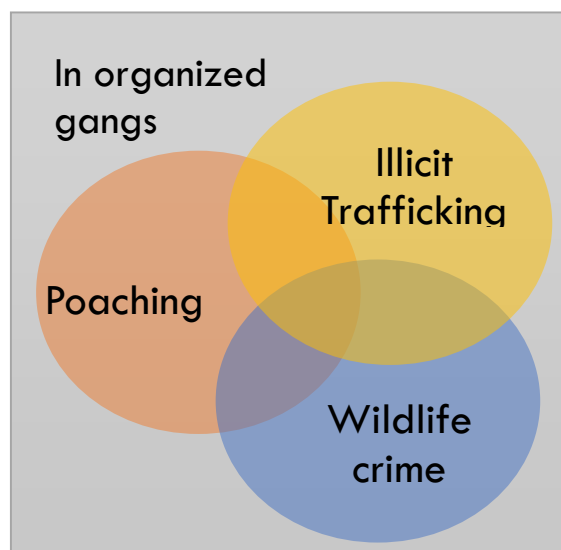


Figure 12 : Categorization of poaching as organised crime



Figure 13 : Some technological equipment needed for efficient AP operations

The above illustrations help understand not only crime elements, but also the fact that poaching can hardly be combated from a purely sectoral perspective. In fact, the precious reinforcement of the Rapid Intervention Battalion (BIR) in 2012 is cited worldwide as a model of collaboration. Such collaboration deserves to be consolidated sustainably. Similarly, addressing related illicit trafficking requires the involvement and operational coordination with other relevant and specialized sectors in various capacities (INTERPOL, ANFI, Territorial Surveillance, Customs, etc.).

Based on case studies at the TRIDOM site, just like in the case of Bouba Ndjida National Park, it emerges that elephants are a prime target for national and transboundary poaching. In conservation areas, most operations are triggered by intelligence or whistle-blowing. Culprits include men in uniform and traders. They are supported by a wide and complex network of sometimes cross-border accomplices. Transit logistics uses the usual communication routes (overland roads), commonplace means of

transport (passenger or official vehicles, logging trucks and motorcycles, etc.). Also noteworthy is the direct involvement of some of the staff working in local Protected Areas, as well as the backing of support agencies (in the form of logistics or litigations monitoring). The national strategy should therefore include a response component at conservation sites, as well as national border control actions for wildlife products transiting to foreign countries.

2.3.1. Drivers of poaching and wildlife crime

Technological development

Collection and exchange means of wildlife species or their by-products get more sophisticated as technology and digital information channels develop. By way of illustration, the use of poisons (case documented in Zimbabwe or observed in hunting areas of Northern Cameroon) and the transition of some operations to cryptocurrency channels, the crystallization of cybercrime now complicate the modus operandi of the active sectors. In many cases, predatory expeditions are increasingly facilitated by state-of-the art technology (sophisticated or war weapons, modern transmission terminals, geolocation devices, etc.).

Context transformations

In its unending quest for economic growth, the country has embarked on a path of industrialization, urbanization, opening up and development of social infrastructure to improve the living conditions of local communities.

In this context, there is:

- rapid occupation of new territories hitherto protected due to their inaccessibility;
- changing production and consumption patterns ;
- explosion of social crises and clashes of values;
- uncontrolled transformation of the local landscape.

The corresponding effects are likely to substantially increase demand for wildlife products in domestic and international markets.



Figure 14 : Overview of industrial facilities and extractive production areas that affect the landscape

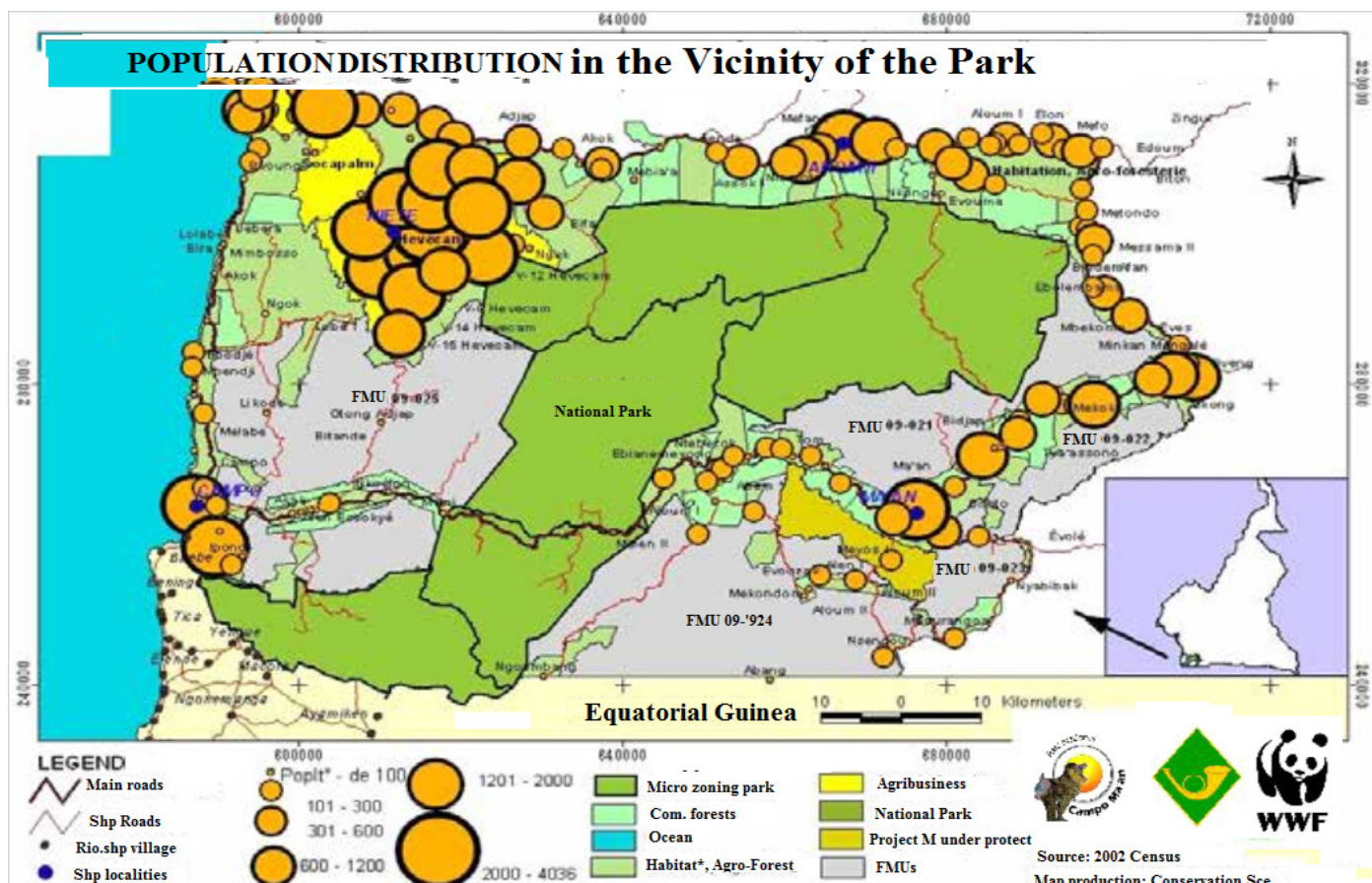


Figure 15 : Population distttribution in the vicinity of Campo Ma'an National Parc

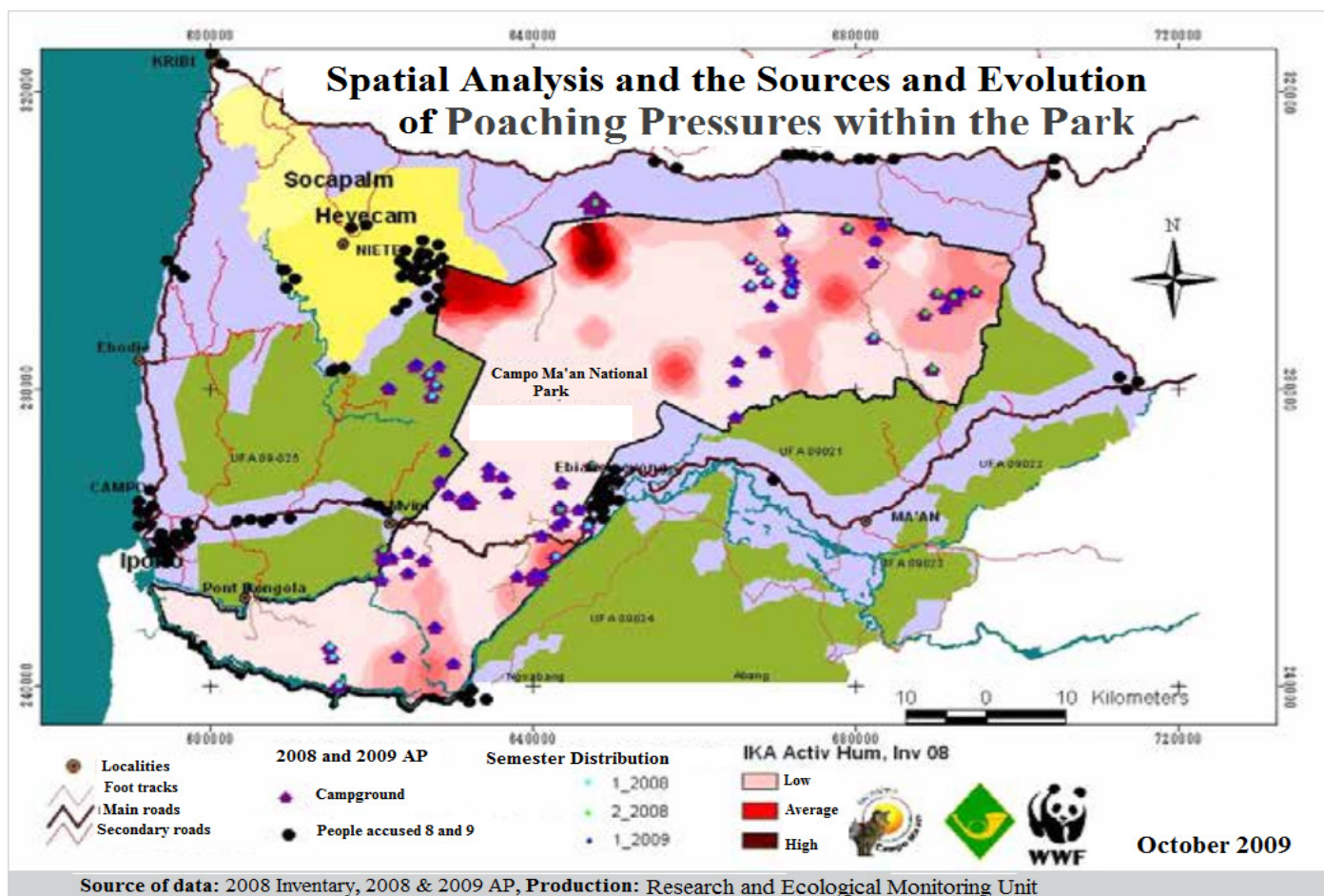


Figure 16 : Spatial analysis of the sources and evolution of poaching pressures in Campo Ma'an National Park

The maps above support the assumption that proximity to an industrial facility is a source of demographic appeal and therefore a driver of demand for poaching products. Against this backdrop, the success of anti-poaching efforts will inevitably depend on the operator's level of commitment to good practices.

2.4. Analysis of poaching and wildlife crime related threats and risks

Poaching goes with existential and security threats and risks. Socially, there are multiple conflicts, mistrust due to the various forms of social resistance that engender distrust for the rule of law.

Institutionally and legally, recurrent reports from the field highlight structural lapses and weaknesses in the enforcement of existing laws or loopholes in the laws and texts in force, as will be seen below. This poses problems of legitimacy and undermines the power of law enforcement.

Finally, from an operational point of view, enforcement services are hindered by the paucity of resources, low strategic adaptability and limited technical skills. Moreover, the low level of satisfaction among eco-guards contributes in demoralising and demobilizing them.

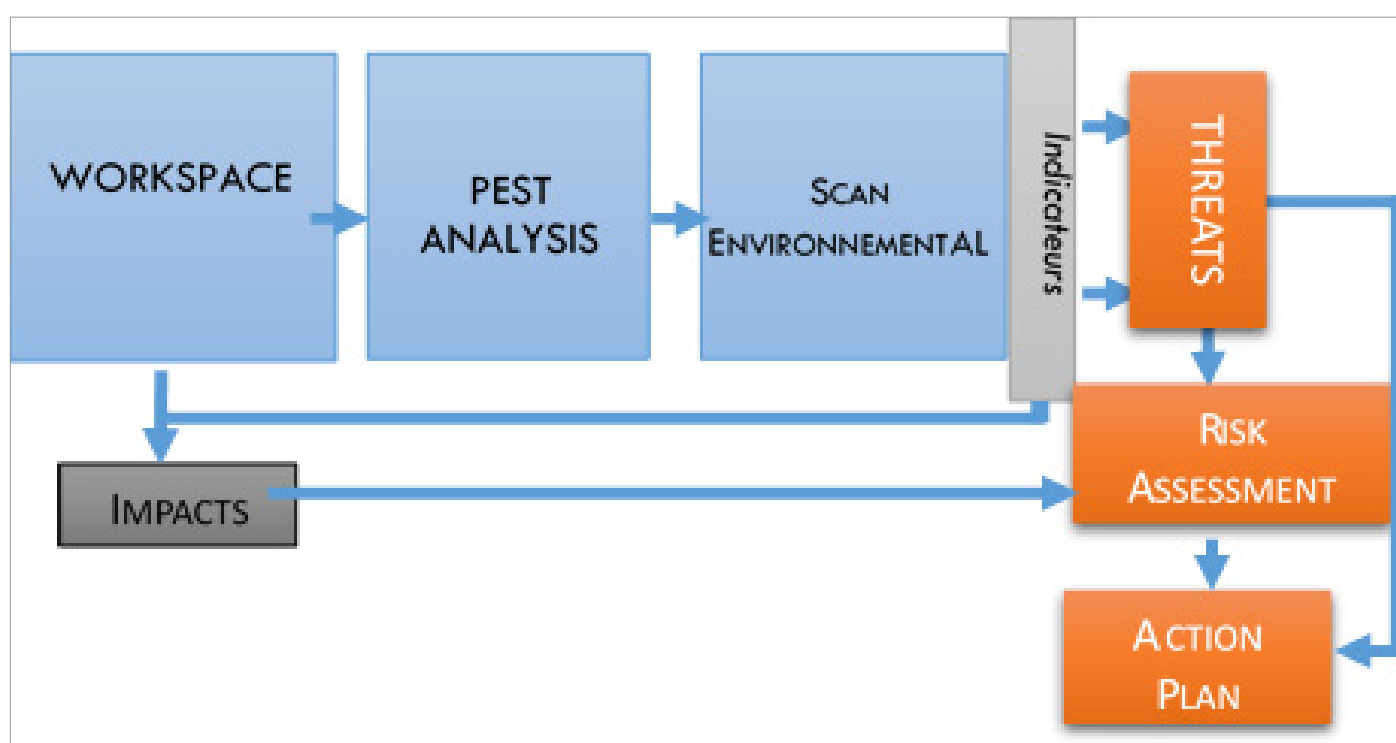


Figure 17 : Threat and Risk Analysis Phases

2.5. Policy commitments and instruments

Since the late 1990s, the international community has been deeply concerned with the principles of sustainable development, but their implementation has been rather complex. The tables below present the status of international commitments.

In the wake of international awareness, international bodies have adopted a Convention against Transnational Organized Crime and increased the number of forums on illegal wildlife trade (KASANE, LONDON, MARRAKECH, and YAOUNDE) or organized crime (BANGKOK, ABIDJAN). The tables below give an overview of the international dynamics on these themes and international instruments ratified by Cameroon.

Table 2 : Trends in International Commitments to Combat Wildlife Crime

	International	Africa	Central Africa
Resolutions of Thematic Forums	<ul style="list-style-type: none"> • KASANE Conference on Illegal Wildlife Trade, 2015 • XIth Congress for Crime Prevention and Criminal Justice, BANGKOK, 2005 • Resolutions of COP 16 in 2013 • Resolution of the World Customs Organization on Cross-Border Organized Crime 	<ul style="list-style-type: none"> • MARRAKECH Declaration, 10-Point Action Plan to Combat Illegal Trafficking in Species of Wild Fauna and Flora • Recommendations of the 2nd Session of the Forestry and Wildlife Commission (2016) • African Elephant Summit Resolution, BOTSWANA, 2013 • Conference on Geopolitical and Strategic Challenges in West Africa, 2014 	Workshop on the Intensification of Anti-Poaching in the Congo Basin
Specialized Instruments and Structures	<ul style="list-style-type: none"> • United Nations Convention against Transnational Organized Crime • Convention on Cybercrime • United Nations Office on • Drugs and Crime • International Centre for Crime Prevention • INTERPOL • Arms Trade Treaty to Target Wildlife Crime 		<ul style="list-style-type: none"> • OCFSA (Organisation for Wildlife Conservation in Africa) • Protocol on the Peace and Security Council • Non-aggression Pact • Convention on Cooperation and Mutual Legal Assistance • Convention on Mutual Assistance • PEXULAB (Extreme AP Plan) pursuant to the AP Declaration, Yaounde - 2013 • SYLABAC (Anti-Poaching System in Central Africa) • PAPECALF
Strategies and Action Plans	International Report on Prevention and Daily Security	<ul style="list-style-type: none"> • African Strategy to Combat Illegal Exploitation and Illegal Trade in Wild Fauna and Flora in Africa (2015) • UNODC Crime Report • PAULAB West Africa (2014) 	COMIFAC Convergence Plan (2015-2025)

Table 3 : List of wildlife related Conventions ratified by Cameroon

International Conventions	Effective date	Year of ratification
African Convention on the Conservation of Nature and Natural Resources (Algiers Convention)	16 June 1969	1977
African Convention on the Conservation of Nature and Natural Resources (reviewed version, Maputo Convention)	Adopted in 2003	-
Convention on International Trade in Endangered Species (CITES)	1st July 1975	1983
World Heritage Convention	17 December 1975	1982
RAMSAR Convention	21 December 1975	Accession in 2006
BONN Convention on Migratory Species (CMS)	1st November 1983	1993
Convention on Biological Diversity (CBD)	29 December 1993	1994
United Nations Framework Convention on Climate Change (UNCC)	21 March 1994	1994
Convention to Combat Desertification	25 December 1996	1994



3.

EVALUATION OF EXISTING STRATEGIES AND INSTITUTIONAL FRAMEWORK ANALYSIS

Fully exploiting new technologies, offenders are honing their operating methods a little more by the day. Meanwhile, the operational strategies of the government law enforcement services are, on the whole, highly weakened and therefore vulnerable and unable to keep pace. This is precisely the case with Cameroon's 1999 national anti-poaching strategy and the 2005 national forestry and wildlife control strategy.

3.1. Evaluation of existing strategies

After a decade of implementation of the national forestry and wildlife control strategy developed in 2005 and implemented mainly by the national control brigade, which came to buttress the anti-poaching strategy developed in 1999 and implemented primarily in Protected Areas, there was need for an evaluation in order to incorporate the fight against wildlife crime into the anti-poaching dimension, which was insufficiently taken into account in the old documents.

3.1.1. Content of the Forestry and Wildlife Control Strategy

From the outset, five major problems were identified: (i) lack of a basic document, (ii) poor mastery of instruments, (iii) lack of monitoring and evaluation, (iv) lack of appropriate gateways for collaboration with various groups of actors, and finally (v) need to structure inter-sector synergy platforms. Practically in action, there were varying outcomes for each of the points depending on the changing social context, institutional landscape and economic environment.

Nevertheless, the desire to provide a collective response in synergy with other stakeholders needs to be better developed. However, it should be noted that this requires a sustained effort in communication and capacity building of stakeholders on one hand, and enhanced governance standards of a new kind on the other. Besides, there are also deep structural shortfalls that require bold institutional reforms.

In particular, the control chain outlined in the strategy simultaneously emphasizes both forestry and wildlife control. In either case, ecological monitoring focal. However, in practice, it apparently has no real legitimacy in combating cross-border crime in both physical and cyberspace.

3.1.1. Structural Lapses

The hierarchical structure of the national AP framework does not identify the leader of operational coordination, inter-sector collaboration gateways, the mechanism for designing the counter-attack strategy in case of emergency and the governance criteria grid. Finally, in the law enforcement structure, the administration apparently has no real power to influence the judiciary.

Table 4 : Analysis of thrust areas of the National Forestry and Wildlife Law Enforcement Strategy (2005 version)

Thrust Area	Articulations	Type of Action	Partners	Remarks and reported problems
1. Capacity building for control structures	<ul style="list-style-type: none"> Definition of the control chain Clarification of control methods and procedures Categorisation of sanction procedures 	<ul style="list-style-type: none"> Forestry control (programmed, routine, special, continuous monitoring) Wildlife control (crackdowns, patrol, continuous monitoring) Temporary and final sanctions 	<ul style="list-style-type: none"> FESP Traditional technical partners Financial Partners 	<ul style="list-style-type: none"> i. The organisation chart of MINFOF does not provide for a specialized service in charge of monitoring organized crime. ii. The highly centralized hierarchical scales leave little room for decentralized initiatives. iii. An approach based on a highly compartmentalized sectoral logic iv. There is no structured framework for witness protection
2. Socio-institutional participation	<ul style="list-style-type: none"> Sector services Civil society Private sector Local communities Contractual partners 	<ul style="list-style-type: none"> CACOFLEX (Government interaction area) Various MOUs COVAREF Contractual conventions 	<ul style="list-style-type: none"> FESP Traditional technical partners GIZ Private partners Contractual partners Social contracts 	<ul style="list-style-type: none"> i. Timid coordination between various law enforcement services within MINFOF ii. Embryonic involvement of other partners in the control system iii. Existence of many pilot experiments, but little is factored in to support strategic adaptation
3. Information, Education and Communication	<ul style="list-style-type: none"> Popularization of the texts among staff and other actors Validation of strategy-based procedures Training of staff in these procedures 	<ul style="list-style-type: none"> Various campaigns Production and distribution of aides Workshops, exchange and capacity building seminars 	<ul style="list-style-type: none"> FESP GIZ Traditional technical partners 	<ul style="list-style-type: none"> i. Communication approach that is not very creative, often limited to a few high-profile, newsreel and one-off actions. ii. Unclear strategy
4. Promotion of good governance	<ul style="list-style-type: none"> Independent Observer Preventive measures Law enforcement measures Monitoring and evaluation 	<ul style="list-style-type: none"> Standardization of planning and results reporting processes Law enforcement apparatus Sanctioning of dishonest staff Increasing staff numbers 	<ul style="list-style-type: none"> FESP Traditional technical partners 	<ul style="list-style-type: none"> i. Civil service deep-rooted in minds, but visibly incompatible with the requirements for launching AP efforts ii. Articulation of the monitoring and evaluation system without quantified indicators iii. Relevant measures, but implementation is still embryonic.

Today, in Protected Areas or their vicinities, control chain efforts are merely focused on surveillance of conservation areas or road controls, during which illicit products are seized and confiscated. There are no instruments to track money laundering and arms trafficking. It should also be noted that the intelligence system is rudimentary, unable to generate the basic tactical data needed to achieve the performance and effectiveness of expected results.

In some places and at times, very often in a very informal way, there are indications of police co-operation (connections with INTERPOL) and some public-private co-operation platforms (case of

COVAREF in the South-East in the ZICs or in Campo Ma'an National Park as part of the management of the ferry route) whereas the legal environment has not really incorporated this new situation.

Table 5 : Level of relevance, effectiveness and impacts of strategic options in the 2005 version

	Scale of relevance of strategic areas	Efficiency level on outcomes achieved	"Safety" risk impact scale	Effects on the development of the "Forestry and Wildlife" sector
Strategic options	High	Low	Low	Low
Operational capacity				Low despite FESP support
• Technological	Low	Low	Low	Multi-faceted support from partners to upgrade technology
• Technical skills	Low	Low overall	Low	Existence of pilot initiatives at major conservation sites
• Logistical	Average	Average in pilot sites and very low outside of the pilot sites	Low	Low despite FESP support
• Governance	Low	Low	Low	Efforts to mobilize partners on streamlining of certain operational practices
• Institutional cooperation	Average	Very moderate in the pilot sites, very low outside of the pilot sites	Low	Mobilization of partners in the form of budget support
Frequency of Sanctions	Low	Very low	Low	Facilitation and support of technical agencies (LAGA, WWF, etc.)
Assistance and Technical Support	Average	Low and limited technical assistance	Low	Mobilization of partners in the form of budget support, projects and technical assistance
Level of Resources	Low	Very moderate in the pilot sites, very low outside of the pilot sites	Low	Mobilization of partners in the form of budget support

In light of the foregoing, it can be seen that the initial strategic options are still relevant. But the operational capacity is far from commensurate with the risk, and even incompatible with the current threat. Similarly, it can be observed that with no quantified indicators, it is rather difficult to clearly measure the level of efficiency at this stage. Finally, the implementation of certain components of the strategy is mainly dependent on the resources and contributions of traditional partners.

3.2. Current institutional framework

3.2.1. Operational lapses

Recent data on the magnitude of poaching provide a fairly clear rationale for accepting the rise of a new type of poaching classified as «organized crime» on wildlife, in addition to traditional poaching. For instance, the massacre of elephants in the Bouba Ndjida National Park in 2012 on the one hand, and the analysis of the outlines and ramifications of this scourge on the TRIDOM site on the other, confirm the idea that this is indeed a cross-border wildlife crime. But in reality, the counter-offensive model that has made it possible to repel the attackers, particularly in the case of Bouba Ndjida, illustrates, among other things:

- The need for both military and policing action;
- The need for better synergy in administrative action;
- The concern to muscle up transboundary co-operation among States.

It is also clear that the civil service culture is not very robust, and is even incompatible, in the face of this type of threat. Indeed, the current internal structure of Anti-Poaching comes up against cumbersome administrative procedures, current skills of officials (particularly with regard to the professionalization of operational or associated vocations), limited capacity for mobility and transmission of the operational framework, and lack of an emergency management strategy. This type of organization can hardly cope with an asymmetric threat. Moreover, with no viable capacity to monitor the movements and activities of suspects, it is not easy to anticipate and organize a substantial response to such predatory, heavily armed and transnational attacks.

Similarly, the cross-cutting nature of the responses to deal with such threats and risks warrants innovative governance practices, professionalization of organizational structures and management of operations, and specialization of all relevant vocations, both in the control chain and in law enforcement.

In like manner, instability and porous borders, highlighted in the predatory raid by transnational armed gangs in Bouba Ndjida, have apparently not pushed for the expression of a desire for operational adjustment in the forestry service as was the case among the defence forces in the face rising terrorism and armed conflicts at Cameroon's borders.

Table 6 : Summary of Strengths, Weaknesses, and Opportunities and Threats in the analysis of the implementation framework of the 2005 National Forestry and Wildlife Control Strategy

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> Existence of a national forestry and wildlife control strategy Expanding National Network of Protected Areas Seizures of illicit products during crackdown operations Ability to initiate legal proceedings Existence of findings of pilot site experiments Existence of legislation and regulation Defined control chain Clear commitment to good governance Existence of instruments for mobilizing energies and skills Identification of partner sector services as part of forestry and wildlife control Technical investment and partner support Ratification of numerous international instruments (CITES, CMS, CBD, RAMSAR, etc.) 	<ul style="list-style-type: none"> Mismatch between the control mechanism and the challenges of organized crime No deterrence and prevention strategy Limited operational resources (logistics, technological capacity, technical skills, spatial surveillance mechanism, instruments for cooperation with locals); Mismatch between strategic and tactical approaches and the dynamics of decentralization Poorly harmonized AP policies, legislation and operational framework with other sectors under the GESP Lack of a structured methodology for collecting and archiving data/information Lack of economic studies, especially on village hunting Lack of knowledge of crisis management tools Unclear operational coordination, governance systems Non-mastery of the threats and opportunities of cyberspace Lack of specialization of the professions associated with AP efforts Very limited professionalization in the conception, planning and conduct of operations Vulnerability of field staff Weak resource mobilization capacity Unsuitable market regulation instruments Multiple lapses 	<p>For species</p> <ul style="list-style-type: none"> Soaring demand (domestic and global) Effects of enhanced efficiency of collection technologies Increased Human Pressures on wildlife habitats nationwide Intensified physical and acoustic violence Increased Trafficking & Circulation of Weapons <p>For control officers</p> <ul style="list-style-type: none"> Increase in cases of Armed Violence Low salaries, performance incentives, HR management codification measures (staff retention, career development, enabling working environment, health coverage, etc.). Highly limited technical and technological capacity Increased social pressures on controllers in connection with seizures Frequent settling of scores Low level of recognition of merit and individual worth Confused mix of housing with the social environment 	<ul style="list-style-type: none"> Political commitment at the highest level of State Declared and consistently renewed commitment to government synergy requirements Regular participation in international fora on organized crime, geopolitical and geostrategic challenges Consideration of transnational cooperation instruments Commitment of national and international partners to lend impetus to the fight against organized crime Concern for the development of initiatives to formulate national action plans on targeted themes (ivory, elephants, corruption, terrorism, money laundering, etc.). Desire to make use of international instruments to combat organised crime

On the field, in the absence of a territory monitoring mechanism (especially in relation to the themes of illicit trafficking in wildlife, movement of traffickers, arms and poaching products) capable of triggering an alert system in connection with the police intelligence services, with the increasing complexity of corruption networks at various levels, the growing number of Asian nationals in Cameroon's economic environment, particularly in the extractive production sectors and the construction of industrial infrastructure would facilitate supplies to Asian illegal wildlife trade channels.

Moreover, the sentences handed down to offenders in court seem insignificant in relation to the seriousness of the offences. Barely 1-5% of cases end in convictions, often with symbolic sanctions. Similarly, the anti-poaching strategy refers to a few measures (independent observer, preventive and repressive measures against unscrupulous agents); however, with no quantified indicators, the monitoring and evaluation mechanism is likely not to generate reliable performance and efficiency benchmarks.

3.2.1. Gaining experience

Despite all the structural lapses and methodological shortcomings described, there are visible achievements on a number of themes at the level of national institutions or on the ground.

By way of illustration, it can be noted that MINFOF probably belongs to the very closed circle of sector services that anticipated the decentralisation dynamics. Besides, experiments were conducted with various findings on the search for alternative solutions to poaching, as part of w community governance in Protected Areas or in the enhancement of species through game drives. Finally, the premises for fruitful cooperation for the protection of wildlife species have been well developed.

Table 7 : Listing of some pilot experiences in Cameroon in favor of LAB efforts

Décentralisation	Public-Private Cooperation
Annual Forest Royalty, Annual Wildlife Royalty, Community Forests, Council Forests, Regional AP Committees	COTCO assistance under contract with FEDEC for surveillance and protection in Campo Ma'an & Mbam and Djerem NPs, Support for management of the ferry road (Campo Ma'an NP), AP collaboration (Mambele Convention, WWF Lobeke NP)
Trial of enhancement of sight tourism	Bilateral cooperation
Habituation of gorillas (WWF, PN Campo Ma'an)	Equipment and logistical support for the benefit of Protected Areas by the US Embassy in Cameroon (WWF, Campo Ma'an NP & Benue NP)
Initiatives on alternative solutions	Involvement of locals
Dissemination of Oil Palm+ Experimentation of a prototype Moabi oil press (ECOFAC, RBD), Development of a micro-credit system (WWF, Campo Ma'an NP), Strengthening of Beekeeping (IUCN, OKU), Trial of rationalization of village hunting (ECOAF, RBD), CACID,) Winner of the Equator Prize (UNDP, Waza Logone)	Co-management agreement (WWF, Campo Ma'an NP), COVAREF (WWF, Lobeke NP)

Besides these pilot initiatives, literature review reveals an abundance of activity in the development or testing of a number of technical tools.

For example, ZSL has invested heavily in the development of a tool for mainstreaming wildlife in the management of production forests. By combining the resources and functionalities of MIST, SMART and CYBER TRACKER, WWF and WCS have managed to provide ecological monitoring data on their respective intervention sites. For its part, IUCN and a few other partners are keen on developing governance models for Protected Areas or to help place local communities in the front lines of the fight against illegal wildlife trade. Finally, with technical support from GIZ, MINFOF has striven to channel wildlife royalty resources to COVAREF through a Local Development Plan designing methodological guide.

3.3. Risk and stakeholder analyses

3.3.1. Overview of the nature and forms of risks

An analysis of the nature and sources of threats shows that they are multifaceted and cross-cutting. They simultaneously affect environmental and social security, public health and peace, and generate numerous social tensions between natural resource management actors on one hand and socio-economic and institutional partners on the other. In practice, they impact both the security of species and the security of control officers.

Table 8 : Typology of Observable or Predictable AP operation Risks

Type of Risk	Description of risk	How to deal with risks	Potential impacts
Security	Environmental-health-public-individual-collective-state	Promotion of synergistic collaboration	Serious threat to sovereignty and public order
Organisational	Institutional-managerial-methodological	Updating of governance model Operational coordination, Understanding of cyberspace	Threats of distrust of the rule of law
Heritage	Interest values	Restoration of natural capital	Source of social tensions, Threat of extinction of species
Social	Health-all sorts of pollution-social conflicts	Support for social welfare and structuring of land-use planning	Harmful threat to species, officers and social environment
Economic	Forgone tax revenue-development benefits	Market regulation, Monitoring of financial circuits Tax modernization	Sustained trend of recurrent overlap of poaching with related offences (corruption, influence peddling, various acts of illicit trafficking, etc.).

Threats to species mainly depend on the volume of demand (urban or international), the efficiency of the collection technologies used and the degree of exposure of species' points of vulnerability due to the accelerated rate at which the landscape is rendered more accessible.

In connection with the paucity of operational means, officers are regularly confronted with armed violence, systematically exposed to corruption, different sorts of influence peddling, increasingly sophisticated forms of fraud, settling of scores following successful seizures, and information leaks due to proximity to the social environment. Often on the front lines during field operations, it is not uncommon for officers to come in direct contact with vectors of epizootic or waterborne diseases.

3.3.1. Characterisation of groups of actors that can be mobilised

Spatial analysis shows that the national network of Protected Areas is focal to the AP control mechanism. Simply put, it can be seen that this network flourishes in an environment often exposed to recurrent multidimensional conflicts, but at the same time is open to the development of innovative practices. In this context, there is certainly a way to take advantage of this positioning to begin a process of building the future by reactivating trust among groups of actors.

Given the spatial arrangement of the national forest estate, AP cannot be considered in a uniform manner nationwide. For example, the current strategy does not clearly include the requirements of control efforts in the maritime area or in wetlands. Similarly, the problem cannot be considered in the same way in the highlands, in forested areas or in floodplains. In addition, industrial production areas require specific approaches. Finally, the density of village hunting and the central role of the transport chain and logistics in the movement of illicit products or traffickers are apparently largely underestimated.

Today, the reality of the situation is that the control front consists of a few dozen individuals who are hardly supervised, with few security and defence equipment commensurate with the nature of the threat, mostly sheltered and working in a precarious work environment. Along roads or in trading areas, which act as transit routes for illicit products, they barely have the legitimacy and power of control. Seen in this light, control officers often feel that they are left to their own devices and to act at their own risk.

Moreover, in some pilot sites, the conduct of AP operations, even with the support of partners is limited to land, while the pressure fronts originate from water or be transnational There is neither an appropriate border control strategy nor a formal basis for synergy with other sectors on these fronts, which are considered highly sensitive.

Table 9 : Classification of major interest pools for the implementation of AP efforts

Major Pool of Interest for the AP efforts	Area of vulnerability of species and traffickers	Characterisation of the expression of the potential risk likely to activate or hinder the implementation of the counter-attack strategy				
		Security	Legitimacy of AP efforts	Territorial	Value	Health
« Hot spot »	<ul style="list-style-type: none"> Protected Areas Salt-works and troughs Production Areas 	Loss of species	Yes in Protected Areas Disseminated more in other areas	Recurrence of land conflicts with other land uses	Gap between social and heritage needs	All sorts of pollution and uncontrolled release of toxic products due to anthropogenic pressures
Migration corridors	<ul style="list-style-type: none"> Land Areas Marine areas Continental water courses 	Fragmentation of migration corridors for several endangered species	Conflicts of authority with other sectors	Area for conflicts of authority with other sectors and other local actors	Divergence of rule of law and customary practice interests	Unstoppable species vulnerability zone
Transit network for products and traffickers	<ul style="list-style-type: none"> Land Roads Maritime Routes Air Routes 	Support for illicit practices (armed violence, movement of suspects and illicit products)	Little or no guidance for AP forces	Non-existence of Official gateways for synergy between AP efforts and other checkpoints (police, customs, gendarmerie, transport, etc.)	Degradation of the value of areas of high conservation value due to accelerated opening up of hotspots	Transmission of epizootic diseases
Communication Network	<ul style="list-style-type: none"> Telephone Internet 	Extensive ramifications of support for accomplices acting in league	Total absence of AP mechanism in all networks	Lack of own transmission facilities and coded connections to other networks	Absence of advertising media for natural capital enhancement	
Merchandising and repackaging areas	<ul style="list-style-type: none"> Markets Storage and packaging areas 	Geolocation of Merchant Transaction Points	Structural and regulatory lapses for AP efforts	No consistency between the dynamics of decentralization and the implementation of AP	Unsecured methods of packaging products in transit	Distribution of damaged consumer products

In view of the above, the resizing of the “operational protection front” should: take into account the peculiarities of each ecological zone, facilitate the operationalization of transboundary agreements signed or under negotiation, guide the formulation of sector synergy gateways, open up appropriate areas for operational cooperation with strategic partners, the private sector, civil society, local and regional authorities and local communities. However, this requires bold structural reforms, effective leadership, proven technical skills, a technological base and a volume of resources commensurate with the ambitions of the fight against transnational organised crime.

Table 10 : Stratification and operating logics of the main groups of AP actors

	Traffickers	Public services	Remarks
Incentives to actors	Lucrative or social	Legal (rule of law), public administration and maintenance of social order	<p>Faced with recurrent and increasingly violent attacks by criminals, the counter-attack of public services betrays deep structural and legal shortcomings that considerably weaken its legitimacy and operational capacity.</p> <p>There is no real system for alerting and monitoring the activity of offenders on one hand, and tracking traffickers and their accomplices on the other.</p> <p>Finally, judicial processes are not only weak, but also open to manipulation by many actors in the lawbreaking chain.</p>
Means of action and habitual practices	<ul style="list-style-type: none"> • Mobile combat approach and ramifications of extensive networks of accomplices, • Exploiting the competitive advantage of illicit practices in prohibited areas by taking advantage of shortcomings in the control system 	<ul style="list-style-type: none"> • A highly compartmentalized sector approach, always waiting to react and defend • Very poor coordination, without a real strategic adaptability, unsuitable to deal with crisis situations 	
Perception of operational risk	Deemed low	Law enforcement has little or no deterrent effect and exposed to all sorts of pressures	

In view of the needs and based on what obtains elsewhere, it would seem appropriate to scale up the operational framework by endowing it with:

- A military and police force;
- An intelligence system with a capacity to optimize ecological monitoring, operations and cybernetics;
- A specialized judiciary;
- A technically and technologically equipped mechanism for operational coordination of control efforts;
- A proven capacity to factor in the strengths and skills of the proactive networks.

3.4. Legal framework

Analyses of the magnitude of poaching and national AP strategies have led to the understanding that, given the common practices and complex ramifications with related offences, poaching in many cases takes various forms and includes aspects of organized crime. In this light, counter-attack moves require both collective responses and coordinated networking actions.

3.4.1. Political will and commitment

Looking at the facts, it is clear that there is a well demonstrated political will at the highest level of State, and the country's commitments in this regard are well expressed. On related issues such as the fight against corruption, terrorism, organised crime and the defence of

National sovereignty, special measures have been taken. In each case, they are accompanied by a series of reforms and visible results on the field of operations. By way of illustration, anti-corruption efforts have led to the creation of a Special Autonomous Agency and a Special Court. The fight against organised crime explains the spatial redeployment of police stations in the hope of promoting a local coverage. The demands of defending the national territory against armed gangs, which threaten to undermine national sovereignty, have prompted the army to revise its organisation and operational tactics.

The changing context of poaching, in relation to that of the other crimes mentioned above, justifies a revised strategy to include Special Forces, improve mobility and technological capacity, striking power and the level of troop supervision on various operational grounds.

3.4.1. Guidelines of the legal environment of wildlife policy

Initially, the anti-poaching strategy was essentially based on the texts and regulations in force, developed and implemented to ensure the sustainable management of the forestry and wildlife potential. These texts are in turn drafted pursuant to a number of international instruments. These include, for example, the Washington Convention (1973) on International Trade in Endangered Species of Wild Fauna and Flora or CITES, the Convention on Biological Diversity (CBD), the Convention on the Protection of Cultural and Natural Heritage (WHC), the Bonn Convention on the Protection of Migratory Species, and the Algiers Convention on the Conservation of African Wildlife. To these should be added sub-regional instruments (Yaounde Declaration in 1999, Brazzaville Treaty in February 2005). At national level, there is first of all Law No. 94/01 of 20 January 1994 to lay down forestry, wildlife and fisheries regulations and its many implementing instruments: Decree No. 95/466/PM of 20 July 1995 to lay down implementation procedures for wildlife regulations, decrees classifying species according to protection class or regulating hunting activities, particularly with regard to annual authorised exploitation quotas as well as hunting quotas per exploitation licence.

In the face of environmental instability and the changing institutional landscape, it is today evident that Cameroon's forestry law is obsolete with shortcomings in addressing emerging issues. For example, it is unsuitable in serious situations such as the butchery of elephants in the Bouba Ndjida National Park by foreign armed gangs or the control of illegal trafficking at national borders. Similarly, apart from stricter control at airports and some other exit points from the country, the organisation chart of MINFOF does not provide for a specialised internal structure to monitor rising illegal wildlife trafficking (often carried out by transnational organised gangs) and the complexity of its ramifications with related offences.

It is quite obvious that granting hunting quotas for relevant species should be better justified by technical data from field work that has been scientifically validated in view of the threats of extinction hanging over certain flagship species.

3.4.1. Impact of legal loopholes

Alongside these structural and legal lapses, anti-poaching is given very little attention in the distribution of state budgets. It goes without saying that the scarcity of means of intervention and the precarious living conditions of operational staff expose them to corruption. These shortcomings undermine governance and the effectiveness of efforts to combat organised crime.

Ultimately, though there are structural, legal and technical lapses, cooperation is also a crucial point that requires special attention. Under these circumstances, the volume of reforms needed to implement a suitable strategy against transnational organised wildlife crime is therefore multidimensional.



4. STRATEGIC FRAMEWORK



The overall objective of this strategy is to reduce the risk of species extinction in order to maintain ecosystem health and human well-being. It breaks down into the following 7 strategic areas:

- Legal and institutional framework;
- Protection and surveillance;
- National, sub-regional and international cooperation;
- Communication and awareness raising;
- Involvement of local communities and other stakeholders;
- Training and capacity building;
- Sustained mobilisation of resources.

Each of the 7 is tabulated below in terms of objectives, expected outcomes and main activities.

Table 11 : Strategic framework

Strategic areas	Objectives	Expected outcomes	Main activities
1. Legal and institutional framework	1.1. Strengthen the legal and institutional framework to respond effectively to wildlife crime challenges	1.1.1. The legal corpus incorporates wildlife crime related aspects in all dimensions	<ul style="list-style-type: none"> Advocate for the inclusion of wildlife crime related aspects into the forestry law currently under review and its implementation instruments (Review order to classify the wildlife species, etc.) Monitor the review process of the order on the creation and functioning of the National AP Committee Assess the degree of implementation of laws and regulations at national level
		1.1.2. Effective wildlife crime control structures are set up and commissioned at national, and regional levels as well as in poaching and wildlife crime hotspots.	<ul style="list-style-type: none"> Commission National and Regional Anti-Poaching and Wildlife Crime Committees Strengthen / set up / commission Anti-Poaching and Wildlife Crime Units in the hotspots and at national and regional levels.
2. Protection and surveillance			<ul style="list-style-type: none"> Map wildlife crime hotspots Set up an Alert and Alarm System, based on centralized reported crimes; Establish / enhance a modern system for monitoring trends in demand for illegal wildlife products, and monitoring the traceability of products and suspects; Restructure and commission National and Local Anti-Poaching and Wildlife Crime Units; Develop and implement a local strategic or operational plan to combat poaching and wildlife crime in each Protected Area or conservation hotspot, Mobilize resources and make them available to Protected Areas or conservation hotspots to implement local strategic plans and report back to the national level for consolidation. Build and equip observation and check points in "hotspots" of wildlife concentration in and outside protected areas; Equip control officers with sufficient material and logistics to effectively deal with predatory threats. Organize regular patrols, including joint patrols in hotspots and along all communication routes (land, rail, air and sea); Set up a national system for monitoring suspicious persons in synergy with other territorial surveillance bodies; Establish a national system for the centralization of cybercrime-related intelligence data Popularize implementation instruments of laws among operational managers, partners and the public Establish a database of lists of offences for periodic monitoring of convictions and ensure it is regularly published Draw up and disseminate a grid of practices, governance standards and sanctions for dishonest staff Developing an intelligence system at local, national and regional levels
	2.1. Strengthen the national protection, surveillance and law enforcement apparatus in relation to poaching and wildlife crime in all Protected Areas	2.1.1. Enhanced protection of hotspots for conservation or exploitation of wildlife resources and high-value sites	
		2.1.2. A well-structured ecological monitoring apparatus is developed and implemented, particularly on high-value sites, to provide real-time knowledge of the state of the wildlife resource.	<ul style="list-style-type: none"> Develop and adopt a national ecological monitoring strategy; Enhance ecological monitoring tools; Conduct inventories of animal species Develop and implement a standardized ecological monitoring system for flagship species in Protected Areas

Strategic areas	Objectives	Expected outcomes	Main activities
3. National, sub-regional and international cooperation	3.1. Improve the coordination mechanism for sustained mobilization of resources and expertise for wildlife crime efforts at all levels.	3.1.1. Relationships between the various links in the wildlife crime enforcement chain are improved/strengthened at the national level	<ul style="list-style-type: none"> Establish and commission cooperation platforms with other services involved in the control chain at local and national level as well as private sector operators of the forestry and mining sectors. Train / retrain officers of services involved in the control chain on applicable legal procedures; Establish platforms for inter-sector interaction and operational coordination to enhance control of security risks related to wildlife crime; Encourage the establishment of a framework for consultation, discussions and sharing of experiences with strategic, technical or financial partners; Encourage the establishment of a framework for steering, monitoring of efforts and factoring in of positive experiences with the private sector, specialized research institutions and training institutions; I Set up a mechanism for monitoring of financial flows with ANIF. Support the establishment of a monitoring system to combat wildlife cybercrime in Cameroon and the sub-region
		3.1.2. Cross-border cooperation to combat wildlife crime is stepped up at trans-border sites (TRIDOM, TNS, BSB Yamoussa, etc.).	<ul style="list-style-type: none"> Facilitate the signing and effective implementation of agreements and protocols to combat poaching and wildlife crime at transboundary sites Construct and equip cross-border wildlife crime control posts and teams Commission the inter-State mechanism for controlling the influx of weapons and/or products of flagship species along national borders.
		3.1.3. Dialogue and consultation on the issue of combating wildlife crime are encouraged by sub-regional (ECCAS, COMIFAC, OCFSA, CEFDHAC, etc.) and international (China-Africa dialogue, etc.) political and diplomatic bodies	<ul style="list-style-type: none"> Organize working sessions with ivory destination/consumer States and the parent companies of companies in these countries working on issues of poaching of "flagship species" appropriate for personnel from ivory destination/consumer countries working in forestry, mining, agro-industries and major development projects. Develop collaboration protocols with port and airport authorities between countries of origin and destination countries
4. Communication and awareness	4.1. Improve stakeholders' knowledge of wildlife crime issues and the relevant legal framework	4.1.1. Various actors (local communities, ministries, customs, police, justice, gendarmerie, army, water and forestry and civil society organisations) have a better knowledge of have a better knowledge of anti-poaching laws and regulations	<ul style="list-style-type: none"> Develop and implement an information, education and communication strategy for stakeholders Organize awareness raising and training workshops for stakeholders on wildlife management and anti-poaching laws in force in each country Support the consolidation of dialogue with the population in the fight against poaching (fairs, radio broadcasts, competitions, awareness-raising in schools and universities, etc.); Step up capacity building for community radio, web radio/news, national television, and other social media, journalists and broadcasters on AP issues. Organize meetings to share experiences among sites. Publish and popularize documentation on texts relating to the fight against poaching and wildlife crime (e.g. legislation, newsletters, etc.) Organize awareness-raising sessions for judicial, administrative and military authorities in cross-border areas Commemorate International Wildlife Crime Day (3 March of each year)
		4.2. Showcase infrastructure of the Control Front and actions to combat wildlife crime	<ul style="list-style-type: none"> Install and maintain a permanent signpost system around and on the vulnerability perimeters, sites of interest, living quarters, along the main communication routes (land, sea, air) with high traffic and machines involved in the transport and logistics chain. Publicize the outcomes of various operations (raids, prosecution of arrested poachers, etc.); Organize seminars/events aimed at muscling up anti-poaching operations Ensure maintenance of a wildlife crime web portal

Strategic areas	Objectives	Expected outcomes	Main activities
5. Involvement of local communities and other stakeholders	5.1. Ensure effective participation of local communities and other stakeholders in the wildlife management	5.1.1. Community, private or public development and income-generating initiatives are developed and implemented in hotspots as an alternative to poaching	<ul style="list-style-type: none"> • Back community and private initiatives for the management of hunting grounds, as well as governance mechanisms for the management of windfalls from conservation and professional hunting. • Implement a community-managed hunting ground programme for local communities in relation with wildlife conservation • Support locals to develop game ranching, game farming and NTFP enhancement. • Lobby for IGA development in relation with sustainable wildlife management
		5.1.2. Ecotourism promotion tools are developed and implemented	<ul style="list-style-type: none"> • Continue developing promotional tools (website, brochures, leaflets, etc.) for Protected Areas and tourism sites • Propose a network of potential biodiversity spots in Protected Areas; • Develop and promote the tourism potential of wildlife and Protected Areas; • Facilitate organization and capacity building of local trackers on the notions of eco-tourism. • Develop partnerships with private tourism promoters • Develop and maintain tracks and other infrastructure for game drives in Protected Areas.
6. Training and capacity building	6.1. Update the initial training offer and pedagogic approaches in national education systems in order to include wildlife crime related aspects	<p>6.1.1. Training offers are updated and incorporate the principles of sustainable wildlife management and wildlife crime</p>	<ul style="list-style-type: none"> • Consider wildlife crime related aspects in the Curricula of initial training institutions. • Produce and table for adoption the practical modules on wildlife crime in Vocational Training Centres • Consolidate collaboration with institutions in charge of developing training modules to combat wildlife crime) • Support the promotion of Certification Options on training for specialization or professionalization of operational management staff • Professionalize and specialize the professions of the various segments of the judiciary • Advocate for inclusion of a module on wildlife crime in the curricula of existing institutions. • Upgrade staff on innovative aspects of wildlife crime such as cybercrime, use of scanners, etc. • Develop training curricula for Grading of training in wildlife crime tracking detection (advanced courses on basic, advanced and super advanced wildlife crime investigation elements)
7. Sustained mobilisation of resources	7.1. Develop a sustainable funding mechanism for wildlife management	7.1.1. A sustainable funding mechanism for wildlife management and wildlife crime control is developed and is functional	<ul style="list-style-type: none"> • Lobby for the effective creation of the National Protected Areas Board. • Lobby for the creation of a trust fund in Cameroon • Put in place innovative mechanisms for mobilisation and allocation of financial resources for sustainable wildlife management and the fight against wildlife crime • Develop public-private partnerships for the management of Protected Areas and wildlife



5. IMPLEMENTATION AND MONITORING/EVALUATION FRAMEWORK

5.1. Implementing bodies

5.1.1. National Anti-Poaching and Wildlife Crime Committee

The National Anti-Poaching and Wildlife Crime Committee shall study and propose to the Minister the major guidelines of the policy for the implementation of strategies to fight wildlife crime at national and sub-regional levels. In this capacity, it shall:

- Identify and plan public awareness actions on biodiversity conservation and the negative consequences of wildlife crime;
- Define measures to enhance forest policing in terms of wildlife protection;
- Plan actions to combat wildlife crime;
- Harness resources to combat wildlife crime;
- Blend sub-regional policy with national actions to combat wildlife crime.

5.1.1. Regional Anti-Poaching and Wildlife Crime Committees

Regional Committees shall assist the National Committee in the fight against wildlife crime. Chaired by Regional Governors, they shall in particular:

- Plan and monitor the implementation of the wildlife crime plan on the ground;
- Make any useful proposals on the fight against wildlife crime to the National Committee.

5.1.1. Special Brigades

Given the complexity of the environment, the constant mobility and adaptation pace of suspects, the conduct of anti-poaching and wildlife crime operations requires continuous tactical adjustments.

That is why there is need to set up special brigades at certain hotspots, taking into account emerging challenges and observed structural lapses.

There is need for “Specialized Brigades”¹ especially devoted to AP and WC in the spots identified in the figure below. The strength of such a unit will depend on: its mobility, adaptability, agility and the performance of its officers. In a nutshell, it is a unit comprising an imposing number of well-trained and highly disciplined officers, endowed with both the capacity to react and flexible management, capable of operating on a territory the size of a landscape or an ecological zone. It is important for it not to be close to the social environment.

In the light of the nature of the threat, which is increasingly characterized by armed violence, technical assistance from military personnel or professional biologists, upgrading of surveillance and combat technology are a desirable and even recommended added value. Finally, the steering capacity of the apparatus (centred on the design, planning and supervision of operations in the field) also deserves to be boosted.

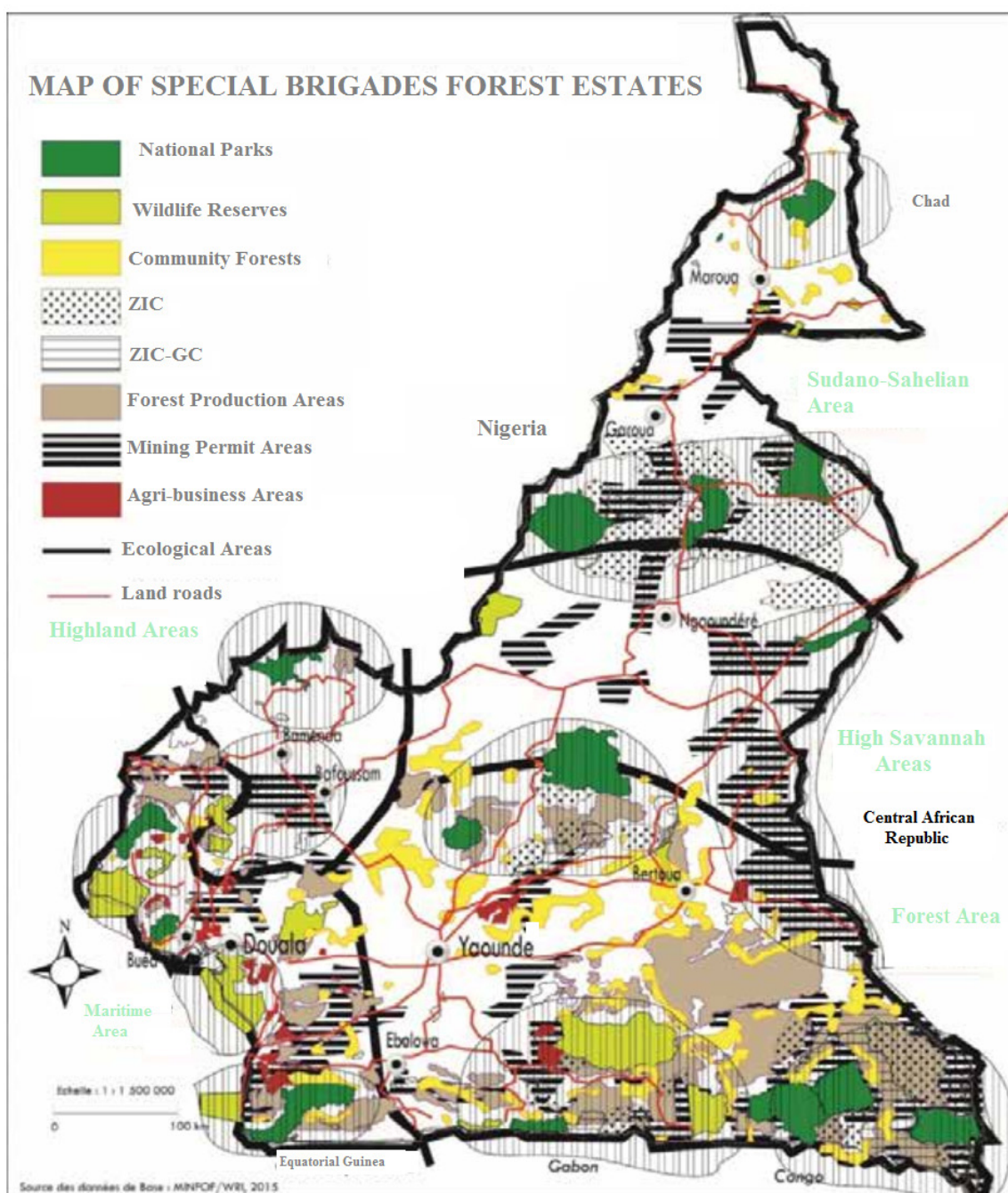


Figure 18 : Location map of specialized brigades

1 In the initial phase, it is envisaged that the Special Brigades will be highly militarised, structured each time into 3 teams of 8 officers and a canine unit of 6 dogs, all commanded by an engineer-level manager.

5.2. Roles and Responsibilities of the Parties

A stakeholder analysis shows the following 4 main groups of stakeholders who interact with or are affected by AP and WC:

- Focal actors;
- Direct contributors;
- Indirect contributors;
- Socio-strategic partners.

Focal actors include the entire control and law enforcement chain, who execute regular missions and promote the rule of law. Contributors (direct or indirect) are involved in the fight against organized crime or in the structuring of the social environment. Depending on their position in the institutional landscape, they play a decisive role in mastering the transit channels for illicit products and suspects, in instituting good practices or standardizing good governance.

With social and strategic partners, the major challenge is to test a winning communication approach which aims to: update and make enforceable the incentive instruments, negotiate generation or social contracts, formalise compensation agreements (pollution, deforestation, destabilisation of social or security balance) and finally harness efforts to combat illegal practices.

5.3. Means of implementation

5.3.1. Operational work plans and budget

The implementation of this strategy requires that resources (human resources, equipment and logistics) be harnessed. Operational costs for field operations are also to be considered. These resources should be sourced from the State, the private sector, technical and financial partners and civil society organizations. There is, therefore, need to be able to source funding from alternative sources or to mobilize additional contributions with new, innovative instruments.

The baseline for cost estimates should be:

- Documented experiences, illustrating the execution of PAULAB in Central Africa and operations conducted in the Odzala National Park in Congo (a site supported by a public-private partnership) on one hand,
- IUCN standards for management and governance effectiveness in a Protected Area on the other.

Based on the fact that the State alone cannot tackle this problem, it is urgent need to think up innovative and bold solutions to achieve the expected outcomes.

The strategy will thus be broken down into budgeted three-year work plans, supported by MINFOF's Medium Term Expenditure Frameworks (MTEFs) and managed by the Department of Wildlife and Protected Areas (DFAP). This will help better guide and plan the fundraising strategy, and ensure efficiency and effectiveness in the use of resources.

5.3.1. Collaboration

The table above presents an overview of the types of skills required to achieve effectiveness of action both internally and through partner socio-institutional networks. Simply put, the challenge here is

to develop and implement coordinated collective action and team relationships between the parties involved.

In practice, this involves state services, private sector operators, social partners and development partners. The sectors are required, in synergy, to carry out regular missions. Committing private sector and international environmental NGOs offers new prospects in the universal effort for a living and protected planet. Experiences whereby the local community is at the forefront of the fight against illegal wildlife trade are quite rare. Similarly, despite the complexity of translating international prescriptions into national practices, it is highly desirable to stimulate international cooperation on an atypical theme that transcends typical institutional boundaries.

Innovative experiences in terms of collaboration in WC in East Africa have been widely documented and will need to be tapped into in the implementation of this strategy. Exchange trips between Cameroon and these countries will be promoted to facilitate this.

Box 4 : Innovative Community Involvement Experiences in East Africa

In recent years, illegal wildlife trade has spiked. The poaching of elephants and rhinos for ivory and horns has attracted attention, but many other wildlife species are traded. The crisis has attracted hundreds of millions of dollars in funding, mainly to muscle up law enforcement. Stakeholders and policy makers in East Africa are increasingly recognizing the need to involve communities living alongside wildlife as key partners in the fight.

Based on the lessons drawn from this region, a four-pronged model has been proposed (Roe et al., 2016) for greater community involvement in the fight against wildlife crime:

- (i). Step up deterrents against illegal behaviour - making it more difficult and costly for locals to poach wildlife;
- (ii). Increasing wildlife management incentives - enhancing the financial and non-financial benefits to locals for the protection and sustainable management of wildlife. These benefits can often come from active engagement in wildlife conservation.
- (iii). Reducing the negative impacts of wildlife on people with wildlife - reducing some of the hardships that wildlife can impose on local farmers and other community members, including crop destruction, predation on livestock, damage to property and infrastructure, and injury and death caused by wildlife.
- (iv). Supporting non-wildlife based livelihoods - creating livelihoods and economic opportunities that reduce the dependence of locals on wildlife.

Dilys Roe et al., 2016. Engaging communities to combat illegal wildlife trade: a Theory of Change. IIED briefing; Biodiversity, Natural resource management

However, it should be understood that the conditions for optimizing participation and collaboration are based both on collectively outlining a common vision and clarifying an efficiency grid of the operating method. In principle, it is a question of imagining an innovative solution of shared responsibility in practice, each party involved naturally needs to clearly visualise their role and benefit in this new dispensation. In addition, there is need for each participant to be at ease and to make communication more fluid. Finally, updating of resource allocation methods, clarity of the mechanisms for pooling skills, facilitation of the ability to analyse envisaged actions, and the nature and credibility of the evaluation mechanism will be among the critical issues in this process and decentralized authority.

5.4. Incentive mechanisms

In light of the challenges and risks associated with WC, the new situation calls for a review of stakeholder incentive mechanisms. To this end, all identified groups, whether interacting or integrating, are concerned.

Table 12 : Some incentive mechanisms

SOME INCENTIVE MECHANISMS			
Incentives to Control officers <ul style="list-style-type: none">• Updating the status of control officers• Recognition of individual and collective merit• Creating a more enabling work environment• Modernization of the Code of Conduct and Ethics	Community mobilization <ul style="list-style-type: none">• Greater community commitment in combating illegal trade in wildlife species• Enhancing local knowledge• Development of ecology restoration initiatives• Establishment of Generation Contracts• Experimenting innovative social contract solutions	Administrative collaboration <ul style="list-style-type: none">• Stricter Law Enforcement• Improved Operational Coordination• Stepping up the global fight against organized crime• Preventive and mitigating protection	Solidarity of Partners <ul style="list-style-type: none">• Connectivity with Green Funds• Mobilization of Public Aid and Budget Support• Bringing on board advocacy platforms and lobbying• Clarification of Strategic• Coordination methods
		Private Sector Engagement <ul style="list-style-type: none">• Commitment to the principle of Responsibility• Commitment to the Polluter Pays Principle• Private sector mobilizing for ecology restoration	
		National Competition for Competitive Projects of Operational Teams - Rewards for tip-offs - Sustainable Projects of Environmental Protection Associations - Local Community Projects	

5.5. Capacity Building

Generally, the steering mode for this strategy is predicated on the implementation of an efficient system of continuous learning. In this context, it should be acknowledged that the volume of capacity building needs is significant and the needs are not always aligned with the content of the curricula in force. Moreover, specific training (such as military and police manoeuvres) is inevitable in the context of the fight against organised wildlife crime.

Table 13 : Stratification of the capacity building grid

Type de Formation	Cibles	Objectifs visés	Partenaires
Initial training	<ul style="list-style-type: none"> Operational Sector Staff Technical staff 	Raise awareness of future staff on principles and challenges of sustainable management	Elite Schools, Level 1 & 2 Institutions
Specialisation Training	<ul style="list-style-type: none"> Technical staff Magistrates + Auxiliaries of the Judiciary Enforcement personnel 	Upgrade the level of professionalism of the various law enforcement and field preparation sequences	Specialization Technical Schools
Refresher Training	<ul style="list-style-type: none"> Technical staff Operational Staff Enforcement personnel Social partners 	Periodic technical and managerial capacity building for field operators	Consultancy
Personalised training	<ul style="list-style-type: none"> Technical staff Operational staff Enforcement personnel Social partners 	Foster standardization of the use of technical tools and technology	Consultancy
Factoring in acquired experience	<ul style="list-style-type: none"> Technical staff Operational staff Enforcement staff Social partners 	Facilitate the stratification of acquired experience in interaction and inclusion modules	Special Forces (Army and Police)

There will be need also, to clarify the type of certificates awarded for the types of training offered so that they are considered serious by all. For example, the career profile should be based on the skills acquired on targeted themes.

5.6. Activity funding model

There are multiple potential sources of funding. Thus, there is a change in the types of funding opportunities. In practice, and for efficiency purposes, it will probably be more common to consider pooled contributions.

Table 14 : Analysis of Potential Offers of Funding for Activities

	State subsidies	International grants	Own revenue	Private Contributions
Potential Offer	<ul style="list-style-type: none"> • Recurrent budget • Special funds • Public Investment budget • Tax products • Public procurement surtaxes • Payments for Ecosystem Services 	<ul style="list-style-type: none"> • Climate Fund • Adjustment Fund • Green Funds • Carbon Fund • Catalytic Funds • Global Environment Facility (GEF) • Public aid • Budget support 	<ul style="list-style-type: none"> • Ancillary initiatives and activities • Sundry services • Events • Production and distribution of communication materials 	<ul style="list-style-type: none"> • Compensation Fund • Advertising Funds • Company Incorporation • Development of institutional shareholding • Donations and Bequests • Sponsorship Fund • Topical Foundation

Box 5 : Boost Africa experience

Boost Africa is a joint initiative between the African Development Bank, the European Investment Bank (EIB) and the European Commission (EC). It provides share or co-funding solutions with other partners. It has an initial budget of €150 million to develop innovative, complementary and long-term financial capacity in Africa. The Initiative is expected to help create and develop 1,500 innovative enterprises, create 25,000 direct and 100,000 indirect jobs, and improve environmental, social and management practices in small and medium-size enterprises owned by young Africans. Priority is given to young entrepreneurs to support sectors that impact development, notably health care, education, agriculture/agribusiness, manufacturing and climate mitigation.

Likewise, the Norwegian “Government Pension Fund Global” is one of the largest sovereign funds in the world, with holdings in more than 8,400 companies worldwide. This pension fund is largely made up of inactive investments and holds an average 1% stake in each company in which it invests. As a universal investor, the fund strives to ensure good corporate governance, environmental and social issues (focusing on environmental investment opportunities such as climate-friendly energy, energy efficiency, carbon capture and storage, water technologies and waste and pollution management. Investments will have a clear financial focus).

Finally, the PPP (Public-Private Partnership) model, based on the Zakouma model in Chad, Odzala in Congo, or the TNS model, will have to be tested and applied. Generally speaking, the development of a business plan will help better quantify this strategy and also analyse the current and potential sources of financing while highlighting the gaps.

5.7. Monitoring and evaluation mechanism

The monitoring and evaluation mechanism will aim to contribute to the implementation of this strategy, to improve its effectiveness and efficiency by constantly seeking feedback from the actors involved. In particular, it will help to:

- Better understand and analyse the strategic plan;
- Better state the goals and measurable outcomes of the plan in the short, medium and long term;
- Define the relationships between inputs, activities, outcomes, goal and impacts;
- Clarify the relationship between the action plan and external factors;
- Demonstrate transparency in the implementation of the strategic plan;
- Assist in decision-making on implementation and possible changes.

Monitoring and evaluation aspects will be carried out at several levels :

- At national level, the National Committee will use the outcomes and lessons drawn from field actions to guide the actions of the strategy as a whole but also to influence political decisions.
- At Regional level, various meetings of Regional Committees will provide an opportunity to take stock of progress in implementation in each region.

Monitoring will be based on the indicators defined for the various components of this Strategy. Quarterly technical meetings will be organised within MINFOF (DFAP) and will ensure consistency of actions with partners.

One of the aspects of monitoring will be developed with ecological monitoring and the results will help to know the potential and the evolutionary dynamics of wildlife, and thus to measure the effectiveness of the implementation of the strategy. The ecological monitoring database will help: (1) locate the priority intervention zones to be targeted; (2) visualise the outcomes of wildlife crime control activities by MINFOF and its partners; (3) provide stakeholders with a reliable decision-making tool that will help guide policy-makers in making the best decisions for better protection and sustainable management of wildlife.

MINFOF will also promote the tools used by MIKE, TRAFFIC and IUCN Red List of Species Programmes for wildlife monitoring, as well as the principles of the harmonised ecological monitoring guide developed by the Ministry of Forestry and Wildlife. It will also promote tools for evaluating the effectiveness of Protected Area management (PAMET, IMET, etc.).

Annual reports will be drafted and distributed by the administration and conservation partners within and outside Cameroon. Midway and at the end of the period (2030) evaluations will be conducted and led by independent resource persons according to well-defined terms of reference. Each evaluation should result in the production of a set of lessons learned that will be shared by internal and external partners.

5.8. How to implement instruments to move from poaching to organized crime: Values and assumptions Values and assumptions

Following the shift from the concept of poaching to that of wildlife crime, with a view to aligning the country with international efforts to foster transnational security and combat organized crime, the challenge here is to conduct a structured reflection on the methods of implementation of the instruments adopted. However, this must be done in accordance with a number of fundamental values. These values can be summarized in four points:

- Quest for sustainability;
- Compliance with the law;

- Good governance;
- Cooperation, partnership and solidarity.

5.8.1. Quest for Sustainability

By formulating Vision 2035, the country has clearly demonstrated its resolve to align its sector policies with the green economy. Even though the internalization of international prescriptions and the translation of this new concept into sector policies are still struggling to keep pace, most national standard instruments (Constitution, forestry law, framework law on the environment, mining code, petroleum code, etc.) did not wait for this new vision, which is itself in line with universal concerns.

The implementation of the actions planned under this proposed strategy will have to take into account the fundamental principles of sustainable development accepted in the national policy and in its international commitments on one hand, and the bases of the concepts of a living and protected planet, driven by the traditional law enforcement partners (WWF and IUCN) on the other.

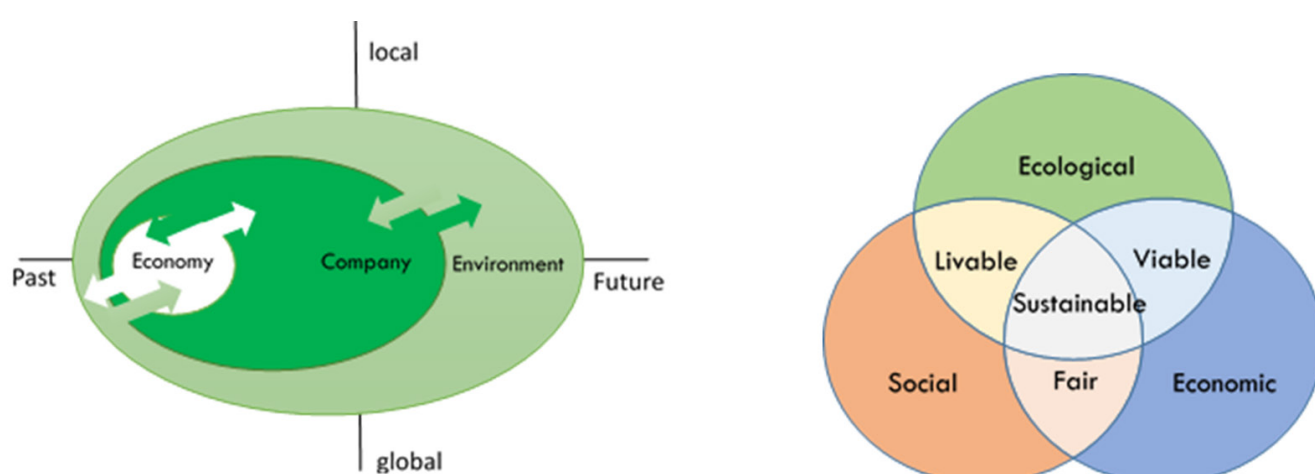


Figure 19 : Basic Theoretical Principles of Sustainable Development (Source : Adapted from FROMMHERZ, C. & MONNET, A., 2012)

5.8.2. Compliance with the Law

The turbulence of the global environmental landscape is successively and repeatedly jolting all nations, resulting in unpredictable hazards and profound societal transformation. Thus, the world over, these developments warrant a complete overhaul of the codes of law.

In particular, pursuant to the requirements of the COMIFAC Convergence Plan, PEXULAB (Extreme Emergency Anti-Poaching Plan) and PAULAB (Emergency Anti-Poaching Plan), any actions or initiatives planned under the implementation of this strategy must be in accordance with and respect for human rights and protection of the specific rights of indigenous peoples, international humanitarian law, domestic law in favour of rational use of natural resources or the fight against organised crime.

Similarly, all parties should be urged not only to make efforts to factor in traditional knowledge and know-how of local and indigenous peoples, but also to do so in a manner that respects specialized knowledge and cultural differences.

5.8.3. Good governance

As a matter of principle, good governance contributes to making public action more efficient, better oriented towards the general interest, as well as sustainability, through a set of rules, methods or tools organising reflection, decision-making and monitoring of the implementation of decisions.

In this respect, any action taken as part of the implementation of risk-reduction measures, driven by this strategy, should contribute to enhancing good forest governance through greater transparency, equity, participation, accountability and subsidiarity, in particular in relation to the fight against corruption and cross-border crime.

Finally, it should be recognized that good governance is largely dependent on capacity building, cultural and behavioural change.

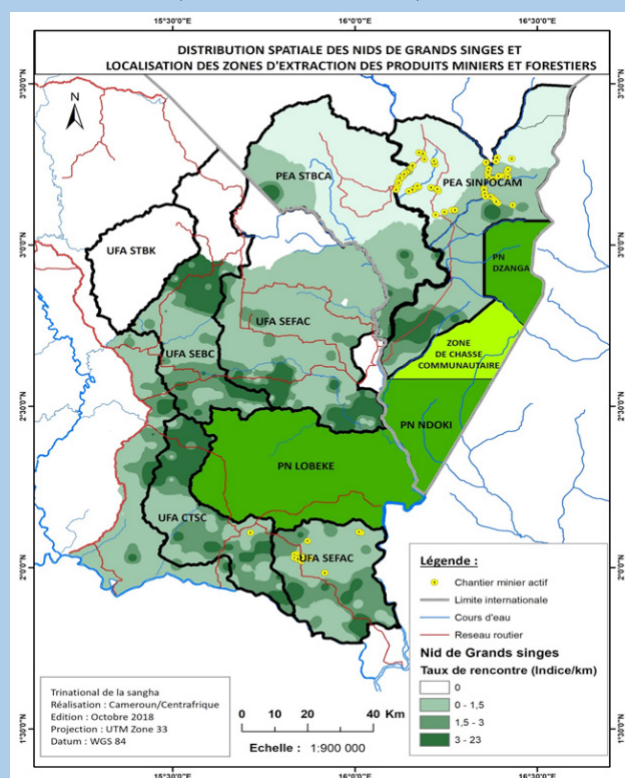
5.8.4. Cooperation and solidarity

By firmly adhering to the enforcement of all international (the fight against transnational organized crime, cybercrime, drugs and crime, arms trade treaty to target wildlife crime), Regional (African Strategy on the fight against illegal exploitation and illicit trade in wild fauna and flora) and sub-regional (COMIFAC Convergence Plan, PEXULAB, PAULAB, PAPECALF) instruments concerned about the materialization of SYLABAC, Cameroon is well aware of the decisive role of cooperation, partnership and solidarity in fostering improved forest management and the fight against organized crime.

Furthermore, in the spirit of the Paris Declaration on the effectiveness of official development assistance, the formulation and implementation of national policies based on sub-regional instruments must be guided by the principles of alignment, synergy, dialogue and consultation between the parties.

Box 6 : Protecting great apes as part of the wildlife crime prevention strategy; IUCN contribution with financial support from the ARCUS Foundation.

IUCN has been executing a project on wildlife protection in general, and great apes in particular, in the TNS Landscape for about three years with financial support from the ARCUS Foundation.



The project aims to support the efficient and effective implementation of regulatory frameworks for extractive operations to better protect great ape populations. The project that addresses the underlying drivers of poaching and wildlife crime, which are at the same time threats to biodiversity. In this regard, the project mainly targets extractive industries and the administration.

According to the findings of inventories carried out in 2016, this landscape is home to, among other mammals, one of the largest remaining populations of gorillas and chimpanzees on the continent. However, great ape nest mapping data obtained through this project reveal that most of the ape nests are located in logging concessions, some of which overlap with mining sites. In addition, some nests are found in the logged area.

The project stepped up its activities on promoting good practices by mining and logging companies and extractive industries, training stakeholders in the identification and management of high conservation value forests, cross-border collaboration to establish a database for bio-monitoring of great primates, and raising awareness among local communities and indigenous peoples on the value of protecting great primates.

5.8.5. Assumptions

A few compiled national and international experiences offer lessons on the conditions for success and the risks that could influence the achievement of wildlife crime control objectives. These include, among others:

- Political commitment affirmed since the Yaounde Summit in 1999 and firmly reaffirmed by the Heads of State in Paris in 2013 in the wake of the Summit on Climate Change;
- Adherence to and internalization of international, regional and sub-regional instruments;
- Sustainable mobilization of resources and skills;
- Factoring in the strength of strategic and operational alliances;
- Peace, security and confidence building with actors.

Box 7 : Vision 2035 trends in Cameroon

In line with the major guidelines of international policies, in response to the obligation to adapt to societal or cultural transformations resulting from cyclical and successive shocks of climatic turbulence or the effects of increasing anthropogenic pressures, which are increasingly destabilizing, Cameroon has adopted a reference framework for government action. For the period 2010-2035 and in accordance with the fundamental principles of sustainable management set out in the Framework Law, the latter aims to stimulate green growth and environmental efficiency.

To this end, there is need to redirect the restructuring of the labour market, lay the groundwork for effective decentralisation and modulate the structuring of social transformations. In practice, the *modus operandi* goes with and improved business climate and governance, stricter environmental protection and fighting against climate change, the quest for competitiveness by consolidating trade and opening up to the outside world.

However, the success of these bold developments requires an efficient support system whose basic levers are predicated on: vitalising the communication style, updating the training offer, promoting a high-performance management consulting and coaching tool.

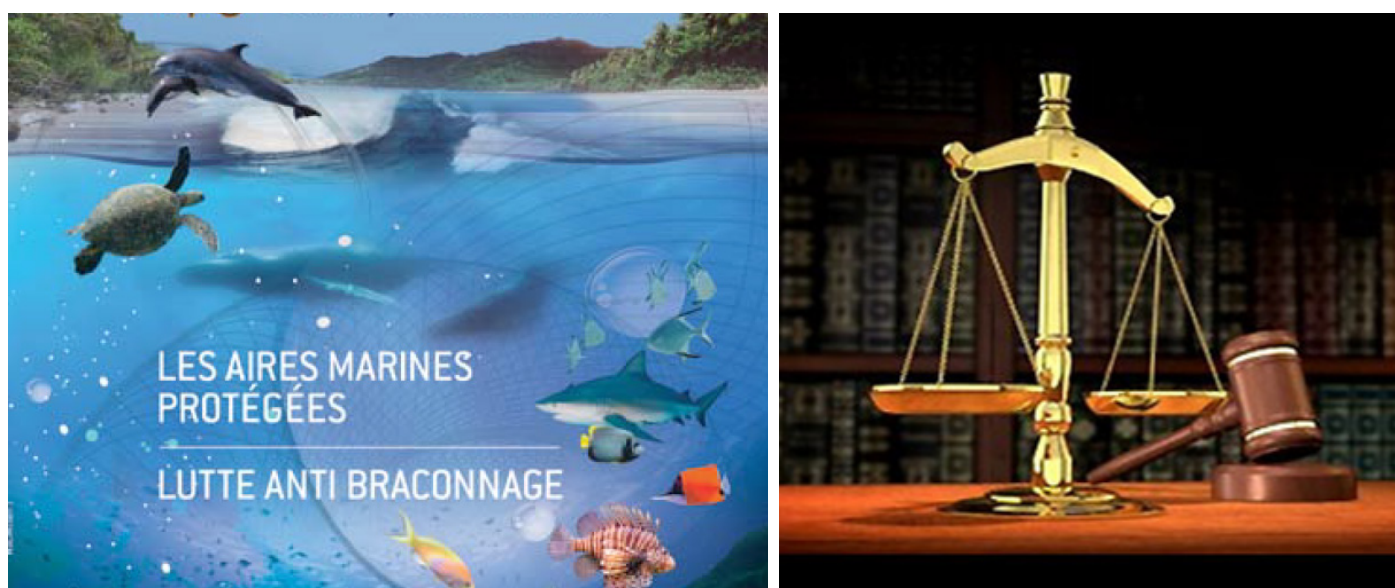


Figure 20 : Law enforcement and AP cannot be limited to the continent. All ecosystems must be considered



6.

CONCLUSION AND RECOMMENDATIONS



6.1. Conclusion

Differences in priorities between the State and conservation partners have favoured the development of conservation programmes with a protection component in some Protected Areas while others are left without significant resources to develop their anti-poaching programme. There is urgent need to act, by developing and implementing this strategy, in an attempt to factor in achievements for the benefit not only of Protected Areas not supported by conservation projects but also those that incorporate the wildlife crime component, coordinated at national level. In this strategy:

- A documentary analysis was carried out, focusing in particular on pressures on conservation areas, but also on demand from other geographical areas of Central Africa or the world to support a national analysis;
- A situation report on relevant achievements was produced and supplemented by an analysis of the strategy currently in force.

This national strategy concludes with the chapter on strategy which contains important elements of a roadmap for DFAP in the fight against crime. Human potential is a crucial factor in improving performance in Protected Area management in general, and wildlife crime in particular. Much of the value of this potential lies in building human resource capacity.

6.2. Recommendations

Several major recommendations emerge from this strategy:

- That the management of the human resources involved in AP and WC actions take into account the technical skills of the staff of each protected area;
- That the capacity building is necessary for Protected Area staff and programme : coordination
- That a financial assessment of the cost of implementing an AP functional unit in a Protected Area is required.

Setting up of a coordination structure or unit at central level for all Protected Areas is a requirement to lend impetus to Protected Areas not supported by conservation projects.

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Appendix 1 : Logical framework

Intervention logic	Indicators	Means of verification	Assumptions/ Risks
Overall objective : Reduce the risk of species extinction to maintain ecosystem health and human well-being	<ul style="list-style-type: none"> List of species on the verge of extinction is known and stabilized during the monitoring period (no new extinctions) Reduce by at least 50% the poaching benchmark on flagship species between 2020 and 2030 	<ul style="list-style-type: none"> Periodic reports of technical studies (every 3 years) Validation Acts of the Ministerial Poaching Benchmark 	<i>Optimizing the implementation of this strategy is simultaneously based on a clearly stated political commitment, in line with GESP requirements, and strong support from national (up to the highest level of State) and local authorities.</i>
Strategic Objectives			
Obj.1.1. Muscle up the legal and institutional framework to respond effectively to wildlife crime challenges	<ul style="list-style-type: none"> Evolving statistics of legislative and regulatory reforms towards the criminalization of forestry law offences and the linking of related offences to law enforcement 	<ul style="list-style-type: none"> Reviewed Order of the National AP Committee Proposal to update the organic framework of MINFOP Reports of the Regional AP Committees and Specialized Units Periodic tables for follow up of list of convictions 	<i>In practice, the success of AP interventions is largely dependent on the initiation of bold security, structural and legal reforms</i>
R111 : The legal corpus considers wildlife crime related aspects in all dimensions	<ul style="list-style-type: none"> New version of the law taking into account wildlife crime drafted and tabled. Adoption process underway 	<ul style="list-style-type: none"> Draft bill Sector texts updated Resolutions of the operational coordination platforms 	Updating laws
R112 : Effective wildlife crime control structures are set up and commissioned at national and regional levels, as well as poaching and wildlife crime hotspots	<ul style="list-style-type: none"> At least one AP structure in each region trained on wildlife crime Statistics on inclusion of UN measures and African strategies in national sector policy instruments 	<ul style="list-style-type: none"> List of trained structures 	<i>Reforms are underway to include criminal aspects in anti-poaching practices at all levels</i>
Obj.2.1. Tighten the national poaching and wildlife crime protection, monitoring and enforcement apparatus	<ul style="list-style-type: none"> Statistics of associated control posts in the network of AP efforts Frequency of animating community practice areas on the field of operations Statistics of technical and technological equipment purchased Effort to secure "hot spots". Efficiency in mastery of the products transit chain and tracking of suspects Statistics of joint or mixed patrols conducted Statistics of the list of convictions Statistics on sanctioned dishonest personnel 	<ul style="list-style-type: none"> Restructuring acts of the control front Follow-up investigation reports (demand, traceability of products and suspects) Patrol reports Reports of joint or combined operations Checkpoint incident books Offence report Minutes of the meeting of the operational coordination officials 	<i>Restructuring of the control front should at the same time consider:</i> <ul style="list-style-type: none"> <i>Stratification of the landscape according to ecological zones</i> <i>Emergence of operational and functional units on one hand, and specialized technical skills on the other</i> <i>An informed management style and strong leadership, both steering: the operational strategic and coordination strategy with decision-making bodies</i>

R211 : Added protection of conservation or wildlife exploitation hotspots and high-value sites	<ul style="list-style-type: none"> - Each conservation Hotspot or area has a protection unit equipped with means of intervention - Surveillance operations are organized on a regular basis 	<ul style="list-style-type: none"> - Statistics on AP operational units - Patrol report 	
R2.1.2. A well-structured ecological monitoring apparatus is developed and implemented, particularly on high-value sites, for real-time knowledge of the state of the wildlife resource	<ul style="list-style-type: none"> - The paper on tools for the implementation of an ecological monitoring system for Protected Areas in Cameroon is updated and applied in as many conservation sites as possible; - Statistics on tip-offs by human are regularly compiled and documented; - Statistics on technological information (video surveillance, satellite imagery, mobile scanners, etc.) are regularly compiled and documented. - Cybercrime Intelligence and Technology Watch Statistics - Zoonosis monitoring statistics are regularly collected and documented. 	<ul style="list-style-type: none"> - Ecological monitoring reports - Patrol reports - Technology data exploitation reports - Strategic and tactical intelligence compilation reports - Reports of the National Centre for Centralization and Factoring in of Technical Data 	<p><i>To maximize the efficiency AP interventions would require:</i></p> <ul style="list-style-type: none"> • A substantial effort to test innovative Solutions for interaction and inclusion among services and parties involved, • A firm commitment to upgrade technological capacity, <p><i>a demonstrated capacity for Specialization and professionalization of trades</i></p>
Obj. 3.1. Improve the coordination mechanism for the sustainable mobilization of resources and expertise for wildlife crime efforts at all levels	<ul style="list-style-type: none"> - The typology of coordination platforms is operational at national level; - The level of efficiency of border controls is enhanced; - Transboundary Agreements are more effective at as many sites as possible 	<ul style="list-style-type: none"> - Acts to formalize multi-actor areas of interaction and inclusion; - Periodic performance evaluation reports ; - Skills assessment study reports. 	<p><i>Promoting the culture of teamwork and work by objectives, following a cross-cutting and transnational approach, may be a focal coordination lever</i></p>
R3.1.1. Relations between the various links in the wildlife crime enforcement chain are improved/consolidated at national level	<ul style="list-style-type: none"> - The conditions and methods for pooling strategic and technical skills are boosted by integrating the crime dimension; - There is an endeavour to involve non-state operators to boost law enforcement relationships; - Level of resource mobilization in the sector for AP is increasing 	<ul style="list-style-type: none"> - Recruitment statistics for technical assistants in AP initiatives and pilot projects - Statistics on incentives for specialized talent in various segments of intervention - Technical assistance contracts - Sundry consulting contracts 	<p><i>The complexity of the intervention processes requires a sustained effort of tactical vigilance and multi-actor mobilization</i></p>
R3.1.2. Cross-border cooperation to combat wildlife crime is consolidated at cross-border areas (TRIDOM, TNS, BSB Yamoussa, etc.)	<ul style="list-style-type: none"> - The crisis or emergency management grid around wildlife trafficking issues is strengthened at the level of key landscapes 	<ul style="list-style-type: none"> - Summary table of crisis or emergency situations (by ecological zone) - Inventory of prevention efforts - Statistics on remedial initiatives ; - Technical Assistance Contracts - Sundry consulting contracts - Acts of formal commitments by non-state operators 	<p><i>In the absence of a prevention strategy, it is difficult to have an optimized approach to crisis and emergency management</i></p>

Obj.4.1. Improve stakeholders' knowledge of wildlife crime issues and challenges, as well as the related legal framework	<ul style="list-style-type: none"> - Statistics and effects of communication campaigns - Statistics on the implementation of the thematic capacity-building modules - Statistics on media coverage of achievements and results - Compilation of the dynamics on sharing of experience and technology transfer (by pilot sites) - Statistics on areas of consultation with authorities (local, regional, national and transnational) 	<ul style="list-style-type: none"> - Campaign reports - Training Reports - Report on the compilation of operational coordination forums - Reports of the National Centre for Centralization and Factoring in of Technical Data 	<i>Human and knowledge development must be the foundation for methodical establishment of creative and positive communication</i>
R4.1.1. The various actors (local communities, administration, customs, police, justice, gendarmerie, army, forestry, and civil society organizations) have better knowledge of anti-poaching laws and regulations	<ul style="list-style-type: none"> - Existing anti-poaching legislation is popularized in all sectors of activity; - Awareness-raising workshops on AP texts are organized; - An analysis of the texts is carried out to propose amendments that could help take into account wildlife crime aspects. 	<ul style="list-style-type: none"> - Text published in an easy to share format - Brochures and leaflets summarizing or illustrating the strong points - Workshop reports 	
Obj.4.2. Showcase the infrastructure of the control front and actions to fight wildlife crime	<ul style="list-style-type: none"> - A systematic count of the physical communication material is available; - A production inventory of magnetic media is made; - The inventory of thematic and promotional events is engaged; - Visitor traffic statistics are available at the wildlife crime themes portal 	<ul style="list-style-type: none"> - Delivery slips for produced materials; - Letter of confirmation of participation in organized events; - Cyber portal traffic reports 	<i>Building a winning and reassuring brand image is certainly a guarantee of credibility and exposure</i>
R4.2.1. Showcasing the geographical distribution of the control front infrastructure over the whole territory	<ul style="list-style-type: none"> - A creative approach to positive communication is developed in good time; - Village hunting pilot actions are counted in the sites; - Inventories of development plans and hotspot enhancement at the level of geographic regions 	<ul style="list-style-type: none"> - Periodic monitoring and evaluation reports - Technical investigation reports - Achievements exploitation reports and lessons learned - Periodic risk assessment and resource infringement reports 	Ressources are mobilized

Obj.5.1. Make locals and other stakeholders to effectively participate in the wildlife management process	<ul style="list-style-type: none"> - An inventory of shared governance mechanisms is made within a reasonable period of time. - Statistics on the number of jobs generated by community initiatives are available; - Statistics on the economic spin-offs of ecotourism projects in partnership with private promoters are available in as many projects as possible. - The volume of infrastructure development actions contiguous to the vicinity of "hotspots" is increasing; - Statistics on reforestation and landscape rehabilitation projects are produced 	<ul style="list-style-type: none"> - Status of shared governance; - Periodic activity reports - Technical investigation reports - Reports on the exploitation of achievements and lessons learned 	<ul style="list-style-type: none"> - Political will - Shared governance
R5.1.1. Community, private or public development and income-generating initiatives are developed and implemented in the hotspots as an alternative to poaching	<ul style="list-style-type: none"> - Harnessing of socio-institutional contributions that should contribute to improving governance and good practices is promoted in Cameroon. - Community project initiatives relevant to PPP are promoted ; - Efforts to resolve AP-related social conflicts are increasing; - The number of environmental protection associations supporting legal proceedings is growing 	<ul style="list-style-type: none"> - Listing of formalized commitments to promote good practices - Statistics on social and generation contracts in PAs - Frequency of mobilization of groups of parliamentarians in lobbying operations - Periodic activity reports - Technical investigation reports - Reports on the exploitation of achievements and lessons learned 	Community participation
R5.1.2. Ecotourism promotion tools developed and implemented	<ul style="list-style-type: none"> - At least one tourist circuit connecting biodiversity sites with cultural sites is promoted per ecological zone 	<ul style="list-style-type: none"> - List of circuits including conservation sites 	Consolidating partnership between the Ministry in charge of Wildlife and the Ministry of Tourism
Obj.6.1. Update initial training offer and pedagogic approaches in national education systems to include aspects related to wildlife crime	<ul style="list-style-type: none"> - Adjustment Points of the Conventional Training Offer are effective in good time; - Proposals for customized training modules are made in a timely manner; - A grid of certification and labelling of products of "Cameroon" origin is made; - An effort is made to extend the number of specialized operational or associate professions; - An effort is made to enhance the experience acquired 	<ul style="list-style-type: none"> - Skills check consultation report; - Technical investigation reports; - Reports on the use of achievements and lessons learned ; - Periodic risk assessment and resource infringement reports ; - Product certification and labelling licences;. - Acts of validation of reference of professions 	Technical and specialization capacity

R6.1.1. Training offers are updated and encompass the principles of sustainable wildlife management and wildlife crime	<ul style="list-style-type: none"> - Training modules including wildlife crime and sustainable wildlife management in Cameroon are presented in a compendium 	<ul style="list-style-type: none"> - Training modules 	Technical capacity developed in relation with specialized training institutions
Obj.7.1. Develop a sustainable funding mechanism for wildlife management	<ul style="list-style-type: none"> - The source and volume allocated financial resources are regularly increased; - A Public-Private Partnership Model is chosen officially and implemented; - A "Special Fund" is created as a "Trust Fund". 	<ul style="list-style-type: none"> - Periodic financial reports - Partnership agreements with independent operators 	Sustainable security of financing
R7.1.1. A sustainable funding mechanism for wildlife management and wildlife crime control is developed and functional	<ul style="list-style-type: none"> - Bold institutional reforms are being made to step up AP efforts; - An effort is made to promote the creation of NPAB with specific missions on AP - An effort is being made to stimulate a review of operational bodies and functional units. - An inventory of communications operations with diplomatic missions and segments of the supply chain is made 	<ul style="list-style-type: none"> - Texts to set up an operational coordination agency, - Various committees and specialized intervention units - Technical and financial audit reports 	

Appendix 2 : Study of seizure cases in the TRIDOM landscapre area

Observation points	Case of the seizure of 216 tusks	Case of seizure of 106 tusks	Case of seizure of 8 tusks	Case of seizure of pangolin scales
Poached species	elephant	elephant	elephant	pangolin
Method of Triggering Action	Human intelligence by tip-off	Human intelligence by tip-off	Human intelligence	Human intelligence by tip-off
Main offender	High-ranking officer of the gendarmerie	Buyer: ALIOUM Soulé + 2 accomplices	Officer of the army	Was supported and covered by the officers of the police
Network of complicity and influence		Co-accused (driver and transporter) + 1 observation network - information relay for offenders (poorly controlled by control officers)	Officers of the police station	Officers of the police station
Transit material	Military vehicle	Passenger vehicle	Passenger vehicle	Motorbike + Truck
Intervention structure	3 teams from the South Branch of the RBD with financial and logistical support of local agencies (WWF and ZSL) Systematic control of vehicles in transit	3 teams from the South Branch of the RBD with financial and logistical support of local agencies (WWF and ZSL) Systematic control of vehicles in transit	Officers of the LELE customs post	Coalition of 3 officers of the NGOYLA Wildlife Reserve and NKI NP
Total seizures	500 kg of products including 216 elephant tusks	2 co-offenders questioned + 1 stock of 106 elephant tusks	8 tusks 4 kg pangolin scales	12 kg of pangolin scales
Follow up of litigations	Auxiliary mobilized by WWF + support from LAGA	Auxiliary mobilized by WWF	unknown	unknown
Product transit circuit	MINTOM-DJOUM road	MINTOM-DJOUM road	LELE-MINTOM-DJOUM road	NTAM-LELE-DJOUM road
Collection area	unknown	MEBAN	From NTAM	Probably from CONGO
Final destination of products		DJOUM prior to repackaging	unknown	International circuits
Destination of seized products	Products Transferred to DFAP with support from the Divisional Delegation and the DJOUM Forestry Control Post	Transferred to DFAP	Products transferred to the MINTOM Forestry Control Post	Products transferred to NGOYLA - Conservation Service NKI NP

