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Like other forms of illicit trade, wildlife trafficking undermines security across nations. Well-armed, well-equipped, and well-organized networks of criminals and corrupt officials exploit porous borders and weak institutions to profit from trading in poached wildlife. Record high demand for wildlife products, coupled with inadequate preventative measures and weak institutions has resulted in an explosion of illicit trade in wildlife in recent years.

That trade is decimating iconic animal populations. Today, because of the actions of poachers, species like elephants and rhinoceroses face the risk of significant decline or even extinction. But it does not have to be that way. We can take action to stop these illicit networks and ensure that our children have the chance to grow up in a world with and experience for themselves the wildlife we know and love.

Addressing these challenges requires a U.S. strategy that is proactive, recognizes immediate imperatives, and balances our strengths and expertise to address challenges comprehensively over the long term. This is a global challenge requiring global solutions. So we will work with foreign governments, international organizations, nongovernmental organizations, and the private sector to maximize our impacts together. Our efforts will aim to strengthen enforcement, reduce demand, and increase cooperation to address these challenges.

The entire world has a stake in protecting the world’s iconic animals, and the United States is strongly committed to meeting its obligation to help preserve the Earth’s natural beauty for future generations.
National Strategy for Combating Wildlife Trafficking

Executive Summary

The National Strategy for Combating Wildlife Trafficking establishes guiding principles and strategic priorities for U.S. efforts to stem illegal trade in wildlife. This Strategy positions the United States to exercise leadership in addressing a serious and urgent conservation and global security threat. It calls for strengthening the enforcement of laws and international agreements that protect wildlife while reducing demand for illegal wildlife and wildlife products. It affirms our Nation’s resolve to work in partnership with governments, local communities, nongovernmental organizations, the private sector, and others to strengthen commitment to combating wildlife trafficking.

The United States will advance three strategic priorities to combat wildlife trafficking.

1. **Strengthen Enforcement**—We will improve efforts in the United States to stop illegal trade in wildlife and to enforce laws prohibiting wildlife trafficking. We will use administrative tools to address the dramatic increase in illegal elephant ivory and rhino horn trade. We will improve coordination and prioritize wildlife trafficking across enforcement, regulatory, and intelligence agencies. We will integrate wildlife trafficking, where appropriate, with other U.S. efforts to combat transnational organized crime. We will also help improve global enforcement efforts by supporting partner countries to build enforcement capacity. We will provide assistance for field-level wildlife and protected area management and enforcement, and also assist and participate in multinational enforcement operations targeting illegal trade in wildlife. We will work to dismantle trafficking networks and prevent others from assuming their illegal activities.

2. **Reduce Demand for Illegally Traded Wildlife**—We will raise public awareness of the harms done by wildlife trafficking through outreach in the United States and public diplomacy abroad to dissuade consumers from purchasing illegally traded wildlife. Criminals will continue to kill wildlife and traffic in contraband as long as the potential profits remain so high. We must enlist individual consumers in our country and other nations in this fight by educating them about the impacts of wildlife trafficking, on people as well as wildlife, and encouraging them to examine their purchasing patterns.

3. **Expand International Cooperation and Commitment**—Through our diplomacy, we will mobilize global support for, and encourage partners to actively participate in, the fight against wildlife trafficking. We will strengthen implementation of international agreements and arrangements that protect wildlife. We will build partnerships with governments, intergovernmental organizations, nongovernmental organizations, local communities, and the private sector to address this issue to develop and implement innovative and effective approaches to combating wildlife trafficking.

Advancing these strategic priorities will require a whole-of-government approach that marshals and strategically applies Federal resources. It demands innovative and science-based analytical tools and inclusive information sharing. And, it requires strengthening relationships and partnership to develop and implement strategies for dealing with all aspects of wildlife trafficking. Now is the time for effective solutions to combat wildlife trafficking.
Introduction

In the past decade, wildlife trafficking—the poaching or other taking of protected or managed species and the illegal trade in wildlife and their related parts and products—has escalated into an international crisis. Wildlife trafficking is both a critical conservation concern and a threat to global security with significant effects on the national interests of the United States and the interests of our partners around the world.

As President Obama said in Tanzania in July 2013, on issuing a new Executive Order to better organize United States Government efforts in the fight against wildlife trafficking, wildlife is inseparable from the identity and prosperity of the world as we know it. We need to act now to reverse the effects of wildlife trafficking on animal populations before we lose the opportunity to prevent the extinction of iconic animals like elephants and rhinoceroses. Like other forms of illicit trade, wildlife trafficking undermines security across nations. Well-armed networks of poachers, criminals, and corrupt officials exploit porous borders and weak institutions to profit from trading in illegally taken wildlife.

We know that the United States is among the world’s major markets for wildlife and wildlife products, both legal and illegal. In Asia, increased demand for ivory and rhino horn stems from a rapidly expanding wealthy class that views these commodities as luxury goods that enhance social status. As a result, we have seen an increase in ready buyers within Africa who serve as dealers to clients in Asia. Increased demand for elephant ivory and rhino horn has triggered dramatic and rapid upticks in poaching in Africa. Criminal elements of all kinds, including some terrorist entities and rogue security personnel—often in collusion with government officials in source countries—are involved in poaching and transporting ivory and rhino horn across Africa. We assess with high confidence that traffickers use sophisticated networks and take advantage of jurisdictions where public officials are complicit in order to move elephant ivory and rhino horn from remote areas to markets and ports, perpetuating corruption and border insecurity, particularly in key eastern, central, and southern African states. Some of these networks are likely the same or overlap with those that also deal in other illicit goods such as drugs and weapons.

Poaching presents significant security challenges for militaries and police forces in African nations, which are often outgunned by poachers and their criminal and extremist allies. Moreover, wildlife trafficking corrodes democratic institutions and undermines transparency. Corruption and lack of sufficient penal and financial deterrents are hampering these governments’ abilities to reduce poaching and trafficking. Material and training, legal, and diplomatic support could have a significant impact on the trajectory of the illicit rhino horn and ivory trades, and would also represent a relatively cost-effective way to gain new insights into the behavior of implicated criminal groups and associated trafficking networks. However, the widespread complicity of military and government officials in the trade hinders potential partnerships.
Why Now?

The scale and scope of wildlife trafficking continue to grow at an alarming rate, reversing decades of conservation gains. Wildlife trafficking threatens an increasing variety of terrestrial, freshwater, and marine species, including but not limited to: elephants, rhinos, tigers, sharks, tuna, sea turtles, land tortoises, great apes, exotic birds, pangolins, sturgeon, coral, iguanas, chameleons, and tarantulas. Wildlife trafficking is facilitated and exacerbated by illegal harvest and trade in plants and trees, which destroys needed habitat and opens access to previously remote populations of highly endangered wildlife, such as tigers. In addition, illegal trafficking of fisheries products, among others, threatens food supplies and food security. Many species decimated by illegal trade and other threats, such as habitat loss, are now in danger of extinction. Wildlife trafficking jeopardizes the survival of iconic species such as elephants and rhinos. Now is the time for greater action, before such losses become irreversible.

The United States has long placed great value and importance on conserving wildlife resources within and beyond our borders. Federal law has protected some of this Nation’s species from poaching and illegal commercialization for more than a century. As the first Nation to ratify the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) in 1974, the United States has consistently stood with countries around the world in combating wildlife trafficking and protecting natural resources.

Conservation efforts to protect biodiversity and preserve functioning ecosystems are critical to secure economic prosperity, regional stability, and human health around the world. Wildlife trafficking now threatens not only national and global wildlife resources but also national and global security. This reality requires that we strengthen our efforts at home and abroad and ensure that the agencies tasked with this work have adequate resources, appropriate authorities, and the necessary partnerships to do it well.

This strategy sets forth a broad and time-sensitive course of action. This crisis must be addressed aggressively and quickly, or it will be too late.
U.S. Strategic Priorities

We have identified three strategic priorities to respond to the global wildlife trafficking crisis and address related threats to U.S. national interests:

1. Strengthen enforcement;
2. Reduce demand for illegally traded wildlife; and
3. Build international cooperation, commitment, and public-private partnerships.

To meet these strategic goals, we will expand United States Government leadership guided by the following principles.

- **Marshal Federal Resources for Combating Wildlife Trafficking** by elevating this issue as a core mission of all relevant executive branch agencies and departments and ensuring effective coordination across our government.

- **Use Resources Strategically** by identifying common priorities and strategic approaches and by coordinating and harmonizing funding and programs across agencies to maximize strategic impact and minimize duplication of efforts.

- **Improve the Quality of Available Information** by developing and using innovative and science-based tools to gather and appropriately share the information needed to fight wildlife trafficking and to assess and improve our and our partners’ efforts.

- **Consider All Links of the Illegal Trade Chain** in developing and evaluating strategies to establish strong and effective long-term solutions that address all aspects of wildlife trafficking, from poaching and transit through consumer use.

- **Strengthen Relationships and Partnerships** with the many public and private partners who share our commitment and our belief that continued coordination among nations, as well as with nongovernmental organizations and the private sector, are key to stopping wildlife trafficking.
I. Strengthen Enforcement

To fight wildlife trafficking, all countries must have the investigative, enforcement, and judicial capabilities to respond to these crimes and disrupt wildlife trafficking networks.

U.S. Domestic Enforcement

Wildlife trafficking occurs across and within our borders. The United States is among the world’s major markets for wildlife and wildlife products, both legal and illegal. Our country also serves as a transit point for trafficked wildlife moving from range (or source) countries to other markets around the globe and as a source for illegally taken wildlife entering the global trade. We will treat wildlife trafficking as the serious crime it is and work to ensure that our enforcement efforts adequately protect wildlife resources.

To accomplish this goal, the United States Government will:

- **Assess and Strengthen Legal Authorities**—We will analyze and assess the laws, regulations, and enforcement tools that the United States can use against wildlife trafficking to determine which are most effective and which need strengthening to better deter wildlife trafficking and foster successful investigation and prosecution of wildlife traffickers. We will work with the Congress to seek legislation that recognizes wildlife trafficking crimes as predicate offenses for money laundering, thus placing wildlife trafficking on an equal footing with other serious crimes.

- **Use Administrative Tools to Quickly Address Current Poaching Crisis**—We propose to immediately pursue a series of administrative actions to establish a U.S. ban with limited exceptions on elephant ivory and rhino horn trade in response to unparalleled and escalating threats to these species. We will strengthen controls on the commercial import of African elephant ivory by eliminating broad administrative exceptions to the 1989 African Elephant Conservation Act moratorium. We will ensure that African elephants receive the same protections as other threatened or endangered species by revoking the regulatory exemption that allows African elephant ivory to be traded in ways that would otherwise be prohibited by the Endangered Species Act. We will limit the number of elephant sport-hunting trophies that an individual can import, adopting the same rule that now exists for leopard trophies. We will improve the protections that the Endangered Species Act provides for all species listed as threatened or endangered by clarifying the regulations that implement the statute’s exemptions for commercial trade of 100-year old antiques. We will also improve our ability to protect elephants, rhinos, and other CITES-listed wildlife by finalizing a proposed rule that will reaffirm and improve public understanding of the “use after import” provisions in U.S. CITES regulations, which strictly limit sales, including intrastate sales, of wildlife that was imported for noncommercial purposes.

- **Strengthen Interdiction and Investigative Efforts**—We will enhance efforts to curb the illegal flow of wildlife products across and within U.S. borders. We will strengthen Federal wildlife import/export regulations as needed and optimize the wildlife inspection presence at U.S. ports of entry. We will target wildlife trafficking and distribution networks within the United States by conducting criminal investigations, identifying weak international trade controls, and disrupting illicit finance tied to wildlife traffickers. We will pursue prosecutions in the United States to remove key leaders and operatives and to break up syndicates.
• **Prioritize Wildlife Trafficking Across U.S. Enforcement Agencies**—We will work to improve interagency cooperation to detect, interdict, and investigate wildlife trafficking. We will assess ways to augment the law enforcement capacities of the U.S. Fish and Wildlife Service and the National Oceanic and Atmospheric Administration with other law enforcement agencies. Recognizing that state and tribal law protects many key species that are subject to illegal exploitation, we will strengthen and sustain Federal partnerships with states, local and territorial governments, and tribes to protect domestic resources from poaching and illegal trade.

• **Enhance Coordination Among and Between Enforcement and Intelligence Agencies**—We will assess ways to increase coordination among law enforcement and intelligence agencies to enhance the effectiveness of Federal efforts to combat wildlife trafficking. For example, we will seek to establish and institutionalize appropriate pathways for conveying intelligence gathered on transnational organizations involved in wildlife trafficking to the enforcement agencies charged with investigating such crimes.

• **Take the Profit Out of Wildlife Trafficking**—We must target the assets of wildlife trafficking networks to make wildlife trafficking less profitable. We will seize the financial gains of wildlife traffickers in prosecutions, using all appropriate tools: fines and penalties, both criminal and civil, forfeiture of assets and instrumentalities, and restitution for those victimized by wildlife crimes. Where possible, we will ensure that funds generated through prosecutions are directed back to conservation efforts or to combating wildlife trafficking. We will work with the Congress to provide language to allow for investing funds generated through wildlife trafficking prosecutions into conservation efforts or to combating wildlife trafficking, as well as to ensure adequate authority to forfeit all proceeds of wildlife trafficking and to assess whether current fine and penalty provisions provide adequate deterrence.

**Global Enforcement**

We will continue to help range, transit, and consumer countries identify gaps and build capacity for investigating and prosecuting wildlife trafficking. We will also continue to work directly with other countries to pursue and to provide operational support for multinational wildlife trafficking enforcement operations. To accomplish this goal, the United States Government will:

• **Support Governments in Building Capacity**—We will continue to collaborate with foreign government partners in building their capacity to stop poaching and illegal wildlife trade and to develop and effectively enforce wildlife trafficking laws. These efforts will focus on building the capacity to fight wildlife trafficking at all critical stages of enforcement: crafting strong laws, stopping poachers, protecting borders, investigating traffickers, fighting trafficking-related corruption, improving professionalism, strengthening judicial and prosecutorial effectiveness, building and bringing strong cases, and obtaining penalties adequate to deter others.

• **Support Community-Based Wildlife Conservation**—We will support efforts to work with local communities to protect wildlife and prevent wildlife trafficking. Local communities are essential partners on the ground and can be a powerful force in support of wildlife conservation and a frontline defense against poaching. We will support efforts to help create alternative livelihoods to poaching (when applicable) and encourage local community members to participate directly
in wildlife protection activities, including intelligence networks and developing channels for the public to report crimes.

- **Support Development and Use of Effective Technologies and Analytical Tools**—We will emphasize the importance of developing and disseminating cost-effective and accurate tools to support wildlife trafficking investigations and prosecutions, including technology that can be used to develop admissible evidence on species’ identity and the geographic origin of wildlife parts and products. We will support analytic tools and technological solutions that can assist with identifying poaching hotspots or addressing the wildlife trafficking supply chain. We will also seek to further develop law enforcement tools and techniques to address cyber activities related to the selling and purchasing of illegal wildlife products on the Internet.

- **Enhance Information Sharing**—We will seek to ensure that intelligence activities are appropriately integrated in our international enforcement efforts. We will share information, as appropriate, on transnational criminal organizations, terrorist entities and rogue security personnel and the corrupt officials, individuals, and entities that facilitate these enterprises. Consistent with established priorities and resources, we will focus on financial networks linking source, transit, and demand countries, particularly those networks that pose the greatest threat to U.S. national security interests. We will also work with our partner countries by helping them build their capacity to collect and analyze information, particularly for intelligence, forensic, investigative, and prosecutorial purposes.

- **Participate in Multinational Enforcement Operations**—We will build on the enforcement success that the United States has had in working with the international community by increasing the advice and assistance we provide for multinational wildlife trafficking enforcement operations and by supporting and engaging in joint operations with enforcement authorities of other nations or multinational and intergovernmental bodies.

- **Seek to Develop an Effective Worldwide Wildlife Enforcement Networks (WENS)**—We will continue to support regional WENs and encourage greater cooperation between the WENs that are already operating in a number of regions. We will support the development of additional regional WENs where appropriate, with the ultimate objective of developing a strong and effective worldwide network of WENs.

- **Address Wildlife Trafficking in Fighting Other Transnational Organized Crime**—We will increase coordination among the agencies that lead our efforts to combat wildlife trafficking and those that lead our efforts to stop transnational organized crime so that wildlife trafficking issues are addressed, as appropriate, through the implementation of the *Strategy to Combat Transnational Organized Crime* (July 19, 2011).

- **Focus on Corruption and Illicit Financial Flows**—We will increase our efforts with our partner countries to target the corrupt public officials who make wildlife trafficking possible by linking technical assistance with anticorruption cooperation and efforts. We will coordinate with international partners to target the assets and impede the financial efforts of wildlife traffickers. We will also work to identify corrupt foreign officials, entities, or individuals who work with wildlife traffickers, and target their assets for forfeiture and repatriation to affected governments as appropriate.
II. Reduce Demand for Illegally Traded Wildlife

Increasing antipoaching and antitrafficking enforcement efforts will have only limited effect unless we work simultaneously to address the persistent market demand that drives this trade.

Criminals will continue to kill wildlife and traffic in contraband as long as the potential profits outweigh the risks. We must enlist individual consumers in our country and other nations in this fight by educating them about the impacts of wildlife trafficking, on people as well as wildlife, and encouraging them to examine their purchasing patterns in a context broader than personal desire or cultural tradition. At the same time, we recognize that markets for illegally traded wildlife exist for different reasons around the world and that approaches that work well in the United States may find less success elsewhere. To accomplish this goal, the United States Government will:

- **Raise Public Awareness and Change Behavior**— We will work to raise public awareness and recognition of wildlife trafficking and its negative impacts on species, the environment, security, food supplies, the economy, and human health. We will work with public and private partners to communicate the details and hard truths about these activities. By reproposing the retailing of the Save Vanishing Species Semi-Postal Stamp, we can provide the public an avenue to participate in financing antitrafficking efforts. It is not enough to increase public awareness; we will also target consumption patterns and look for opportunities to promote public engagement more directly. Applying the lessons learned from past campaigns, we will craft our messages and structure our efforts with the assistance of those with expertise and experience in developing, implementing, evaluating, and refining effective public communication strategies and educational tools.

- **Build Partnerships to Reduce Domestic Demand**— We will work with partners across the United States, including nongovernmental organizations and diaspora communities, to reduce domestic demand for illegally traded wildlife and wildlife products. We must team more effectively with the transportation industry, the tourism sector, restaurant and hotel associations, those in the exotic pet industry, companies operating internet marketplaces, and other private sector entities in this effort. We will strengthen our partnerships with nongovernmental organizations, civil society groups, private donors, the media, and academia that focus on research and building political will to stop wildlife trafficking and combat the organized criminal networks that conduct or facilitate it.

- **Promote Demand Reduction Efforts Globally**— We will encourage, support, and collaborate with all other interested governments to launch public information campaigns to discourage the sale and purchase of illegally traded wildlife. We will implement a public diplomacy strategy that uses local voices and partners with communities and international nongovernmental organizations to reduce the demand for illegally traded wildlife products in key markets. We will respect cultural and national sensitivities even as we ask communities to reconsider longstanding traditions that might incentivize or contribute to wildlife trafficking.
III. Build International Cooperation, Commitment, and Public-Private Partnerships

Combating wildlife trafficking requires the engagement of governments in source, transit, and consumer countries throughout the world. We look to promote commitments to conservation and wildlife crime-fighting not only within countries that face this challenge but to facilitate cooperation across borders, among regions, and globally. We recognize that our efforts to engage the world in addressing wildlife trafficking must reach beyond governments and must recruit, embrace, and empower partners old and new—partners that range from nonprofit conservation groups to grass-roots activists, and from industries related to both legal and illegal wildlife trade to the media who report on them. And effective change requires political support, commitment and participation at all levels. To accomplish this goal, the United States Government will:

- **Use Diplomacy to Catalyze Political Will**—We will actively build on our successful efforts in the G-8, Asia-Pacific Economic Cooperation (APEC), and the U.N. Crime Commission to secure commitments from governments to take action and to treat wildlife trafficking as a serious crime. We will seek to work through other international fora, including the G-20, the Organization of American States, and the Organization for Economic Cooperation and Development, and the African Union, its subsidiaries, and African subregional bodies, to focus on wildlife trafficking and further strengthen international cooperation. We will continue to build support through regional and bilateral efforts, such as the bilateral dialogue on wildlife trafficking we launched as part of the United States-China Strategic and Economic Dialogue in July 2013.

- **Strengthen International Arrangements that Protect Wildlife**—We will expand our role to strengthen and ensure effective implementation of international agreements and other arrangements, particularly CITES, the principal international agreement that specifically addresses unsustainable and illegal wildlife, timber, and plant trade. We will work with the CITES Secretariat and other parties to adopt appropriate measures in response to accelerated or new threats and to improve global implementation of, and compliance with, the Treaty’s requirements. We will support regional fishery management organizations to better detect and suppress Illegal, Unreported, and Unregulated (IUU) fishing and work with other international organizations to improve compliance and enforcement to protect wildlife and the habitats upon which wildlife depends.

- **Use Existing and Future Trade Agreements and Initiatives to Protect Wildlife**—We will engage trading partner countries on a regional and bilateral basis under existing and future U.S. free trade agreements, environmental cooperation mechanisms, and other trade-related initiatives to take measures to combat wildlife trafficking and to integrate wildlife trafficking and resource protection as priority areas for information exchange, cooperation, and capacity building.

- **Incorporate Provisions to Protect Wildlife in Other International Agreements**—We will seek opportunities to ensure wildlife trafficking is appropriately covered under relevant international agreements. We will seek provisions that ensure wildlife trafficking and related offenses are
extraditable offenses under extradition treaties where appropriate. We will also seek to ensure wildlife trafficking and related offenses are covered in mutual legal assistance treaties, including with respect to assistance in freezing and seizing the illicit proceeds of wildlife trafficking, where appropriate.

- **Cooperate with Other Governments** — We will cooperate with and assist wildlife range countries to strengthen their capacity to tackle poachers and wildlife traffickers by providing technical assistance, training, and support, as well as by facilitating information sharing. We will help to secure key wildlife populations and habitats; provide information on the status of targeted species and of groups involved in poaching and trafficking; help to enhance governance for the conservation and sustainable use of wildlife and other natural resources; and leverage wildlife trafficking with efforts in other areas, such as conservation of forest habitat, to develop synergies. We will engage key transit countries and encourage them to control goods passing through their territory. We will also seek to work with like-minded consumer countries in these efforts as well, as in efforts to reduce demand.

- **Promote Effective Partnerships** — We will promote joint efforts by governments, intergovernmental organizations, the private sector, nongovernmental organizations, media, academia, and individuals to address wildlife trafficking. We will work on the ground with and through local communities and conservation groups to develop and sustain antipoaching efforts, stimulate alternative livelihoods, and create support for community-based economically-viable wildlife conservation and antipoaching efforts. We will continue to support and coordinate with international groups and coalitions that target wildlife trafficking and will invite other governments and organizations to join us to take collective action, leverage resources, maximize impact, and minimize duplication of efforts. We will build partnerships with the private sector to share and implement best practices that will support sustainable supply chains and avoid contribution to illegal wildlife trade. We will also work with partners in industries, including those that deal with live wildlife or use legally traded wildlife, to promote mechanisms that reduce the risk of illegal products entering the supply chain and assure consumers that the products they purchase were obtained legally and sustainably.

- **Encourage Development of Innovative Approaches** — We will leverage the United States technological expertise and our convening power to promote creative ideas, innovative solutions, and strategic partnerships to address forensic, financial, and other key issues to increase our sophistication ahead of the criminals involved in this illegal trade chain. We will challenge the private sector, the nongovernmental organizations and academic communities, and partner countries to think beyond business as usual.
Conclusion

This *Strategy* recognizes that we must redouble our efforts to address wildlife trafficking now if we are to preserve species and promote global peace and economic stability. The actions needed to disrupt and deter wildlife trafficking are clear, as are the consequences of failing to act both quickly and strategically in response to this multidimensional threat. The United States must curtail its own role in the illegal trade in wildlife and must lead in addressing this issue on the global stage. By working across Federal departments and agencies, the Presidential Task Force on Wildlife Trafficking, in consultation with the Advisory Council, will implement this strategy and collaborate where appropriate with the nongovernmental organizations and the private sector to ensure success. We can strengthen and expand enforcement and demand reduction efforts and promote and secure global commitment and cooperation in combating wildlife trafficking. In all of our endeavors, we must foster and strengthen partnerships with other governments, the nonprofit conservation community, and the private sector. No one country can tackle these issues on its own. This is a global challenge that requires global solutions. It is only by working together that we can develop effective solutions to combat wildlife trafficking and protect our natural resources for future generations.
National Strategy for Combating Wildlife Trafficking