MINISTERE DE L'ENVIRONNEMENT ET DES RESSOURCES FORESTIERES SECRETARIAT GENERAL DIRECTION DES RESSOURCES FORESTIERES

REPUBLIQUE TOGOLAISE Travail-Liberté-Patrie

National ivory action plan (NIAP-TOGO) 2018-2023

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ACRONYMS

ANCE: National Alliance of Consumers and the Environment

CHM: Center of Exchange and Information on Biodiversity

CITES: Convention on International Trade in Endangered Species of Wild Fauna and

Flora

EAGLE: Eco Activists for Governance and Law Enforcement

ETIS: Elephant Trade Information System

ICPO-INTERPOL: International Criminal Police Organization

MERF: Ministry of Environment and Forest Resources

NGO: Non-Governmental Organization

NIAP: National Ivory Action Plan

OCRTIDB: Central Office for the Repression of the Illicit Trafficking of Drugs and

Laundering

OK: Oti-Keran

OM: Oti-Mandouri

PA: Protected areas

SPANB: Strategy and National Action Plan for Biodiversity

I. BACKGROUND FOR THE DEVELOPMENT OF THE NIAP FOR TOGO

Togo is a country in West-Africa limited to the East by Benin, to the West by Ghana, to the North by Burkina Faso and to the South by the Atlantic ocean. The country has important classified areas that enable the conservation and the protection of natural resources for the wellbeing of the populations. Those resources which constitute the main source of food, medicines and materials for the survival of human beings, are exploited irrationally causing their rapid exhaustion. The unfortunate situation of the erosion of the biological diversity, in particular of the African elephant, one of the most iconic species on Earth, constitutes one of the biggest concerns in the conservation world and for Togo.

The Togolese government, aware of the threats affecting natural resources has, in its fifth national report on biological diversity, taken measures among which we can note inter alia the collaboration between the services of the Ministry of the Environment and Forest Resources (MERF), and national and international organizations to participate in the fight against wildlife trafficking in Togo; the development of planning documents for the conservation and sustainable use of biodiversity; the improvement of the consultation framework for stakeholders for the management and sustainable use of biodiversity and the improvement of the political, juridical, regulatory and institutional frameworks for the management of biodiversity.

Besides, in order to protect elephants, Togo developed in 2003 its national strategy for the conservation of elephants. The international trade in ivory constitutes is a major concern for the Togolese government. Indeed, Togo, due to its status as a land of hospitality, was used for ivory traffickers as a hub to transit ivory specimens poached from African countries to Asian countries.

This situation may tarnish the country's image on the international scene in terms of its commitments for the conservation of biodiversity. Thus, to deal with this plague, the government has put in place an efficient system of fight against illicit trafficking in fauna and flora. This include setting up a technical ad hoc inter-ministerial committee to fight the illicit trafficking of wildlife specimens and the installation of a mobile scanner at the autonomous port of Lomé. These measures contributed, since 2007, to the seizure of more than 41 tons of ivory tips within and outside the country (Kossi AGBODJI, 2017). This reflects the commitment of the government to contribute, not only to the conservation of the biological diversity of our country, but also to national and international security.

According to the ETIS report (2017), Togo appeared as one of the major warehouse and exporter of ivory since 2012, although it is located in a region with very few elephant populations (AED, 2013). Indeed, the ivory trade in Togo is entirely based on elephants from Central African forests, East African savannas and, to a lesser extent, to the weakening populations still present in other parts of West Africa (Wasser, et al. 2005).

The second most important seizure declared to ETIS, covering more than six tons, had been exported from the autonomous port of Lomé. To cope with this plague, the CITES CoP17, held in Johannesburg in South Africa from 24 September to 5 October 2016, invited Togo to elaborate it national ivory action plan by following the guidelines defined in Resolution Conf. 10.10 (Rev. CoP17).

At its 69th meeting, held in 16 May 2017, the CITES Standing Committee also recommended that Togo elaborate its NIAP, one of the orientations of the Strategy and National Action Plan for Biodiversity of Togo (SPANB 2010-2020).

This ivory action plan is articulated around a vision, a goal, objectives, priority measures, a matrix of priority measures and monitoring and evaluation indicators.

II. <u>VISION</u>

By 2023, the illicit trafficking of ivory is eradiated over the entire national territory.

III. GOAL

Continue Togo's efforts in terms of fighting against ivory smuggling through the strengthening of legal and institutional frameworks, the development of a synergy of collegial actions from the different stakeholders as well as the regular monitoring of actions and inter-State cooperation.

IV. OBJECTIVES OF THE NIAP

1. General objective

Togo is determined to discourage illicit ivory trafficking over its territory.

2. Specific objectives

- Strengthen law enforcement in terms of crime against elephants and the illicit trafficking of their ivory.
- Improve the intervention capacities of the actors involved in the fight against ivory trafficking.
- Improve intelligence gathering, sharing and analysis of existing information on ivory trafficking.
- Develop a national institutional synergy and the international cooperation

V. CONSULTATIONS WITH THE RELEVANT STAKEHOLDERS

In the same way that ivory traffickers are organized in networks, it is necessary that the institutions and NGOs concerned collaborate for an overall effective fight against ivory trafficking. It is therefore clear that all the relevant stakeholders affected by this plague define

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in a synergistic and coherent way, the actions to be taken together to eradicate ivory trafficking, and consequently, elephant poaching.

To this end, the Ministry of Environment and Forest Resources (MERF), which is the lead in the process for the development and implementation of the NIAP, invited each of the other institutions and stakeholders concerned, to choose and communicate the names and contact of at least two representatives who worked during an organized meeting. The invitation letters were accompanied by an improved version of the first NIAP project taking into account the observations and recommendations of the CITES Secretariat. This meeting was held on 9 February 2018 in the MERF meeting room and enabled to review the objectives, the goal and the vision of the NIAP, to identify all possible actions related to the five pillars of this NIAP and discuss its implementation. The priority actions selected were broken down into milestones with deadlines and the cost for each action was agreed upon for effective implementation. This overall work resulted in the release of the new NIAP document which was submitted for approval and for the signature by the competent authority.

The stakeholders invited to the elaboration of this NIAP are the ones that participated in the meetings of the ad hoc inter-ministerial committee in charge of the management of ivory trafficking cases in Togo. These stakeholders are the representatives of the Ministries of Justice, Territorial Administration, Security, National Defence (Navy), Finance (Customs), Foreign Affairs and Cooperation, specific services like the OCRTIDB and INTERPOL.

Also, the participation of NGOs such as ANCE-Togo, EAGLE, Agbo-Zegue and managers of livestock farms as well as the CITES Scientific Authority in Togo was necessary in view of their activities in the domain of biodiversity conservation and fight against the trafficking in wildlife specimens.

VI. MATRIX OF THE ACTIONS TO CONDUCT

Pillar	Action	Baselines (B) & Indicators (I)	Milestones	Responsible national agency	Cost, funding availability and needs in USD
Legislation and regulations	Revise the Forest Code and the Framework Law on the Environment by improving wildlife provisions to prevent ivory trafficking and the illegal wildlife	B: The sanction for the trafficking in wild specimens is low, not exceeding a one-year imprisonment maximum. Besides, elephant poaching and ivory trafficking are not yet considered as crimes. I: Elephant poaching and ivory trafficking are considered as serious crimes and the sanctions are in line with the provisions of the United Nations Convention against Transnational Organized Crime.	M1: 05/2018 First drafts of the revised laws ready M2: 06/2018 Review and validation workshop with the stakeholders M3: 07/2018 Final drafts of the revised laws are ready for approval M4: 02/2019 Revised legislation adopted by the Parliament	MERF and Ministry of Justice	Cost: 25,000 Need for funds: ⊠ A request for financial support will be submitted to the PALCC project Not applicable: □
	Elaborate revised wildlife enforcement legislation	B: The laws to be revised do not have implementing texts. I: Implementing texts available on wildlife for a better enforcement of the revised laws.	M1: 08/2018 First draft of the implementation texts ready for examination M2: 11/2018 Validation workshop with the relevant stakeholders M3: 03/2019 Final drafts of the implementation texts ready for adoption	MERF and Ministry of Justice	Cost: 8,000 Need for funds: ⊠ A request for financial support will be submitted to the PALCC Not applicable: □

Pillar	Action	Baselines (B) & Indicators (I)	Milestones	Responsible national agency	Cost, funding availability and needs in USD
Legislation and regulations	3. Elaborate a specific law on the implementation of CITES in Togo	B: The order n°002/MERF of 25 March 2004 define the terms of the enforcement of CITES in Togo. I: A specific law on CITES species taking sufficient account of crimes against elephants and ivory trafficking is adopted.	M1: 08/2018 An analysis study taking stock of the situation of CITES regulations is carried out with a proposal of a CITES draft law by the consultant M2: 09/2018 Draft law examined and improved by the Committee on legal texts M3: 02/2019 Draft law validated in a national workshop M4: 03/2019 Draft law submitted for adoption to the Cabinet M5: 08/2019 Draft law adopted by the Parliament	MERF and Ministry of Justice	Cost: 24,000 Need for funds: ⊠ A request for financial support will be submitted to the CITES Not applicable: □
	4. Elaborate implementation texts of the CITES law	B: The order n°002/MERF of 25 March 2004 define the terms of the enforcement of CITES in Togo. I: The implementation texts of the new CITES law are adopted	M1: 11/2018 Drafts of the implementation texts ready for examination and validation M2: 12/2018 Drafts texts validated in a workshop with relevant stakeholders M3: 06/2019 Final drafts texts adopted by the Parliament	MERF and Ministry of Justice	Cost: 14,000 Need for funds: ⊠ A request for financial support will be submitted to the CITES Not applicable: □

Pillar	Action	Baselines (B) & Indicators (I)	Milestones	Responsible national agency	Cost, funding availability and needs in USD
	5. Strengthen the capacities of forest agents in judicial procedure and intelligence techniques	B: Legal proceedings have failed due to poorly drafted minutes, collection of inaccurate information and improper court proceedings. I: 100% of the legal proceedings succeeded.	M1: 11/2018 Training workshop of 50 forest agents in judicial procedure and intelligence technique	MERF, Ministries of Justice and Security	Cost: 24,000 Need for funds: ⊠ A request for financial support will be submitted to the PALCC Not applicable: □
Legislation and regulations	6. Strengthen the capacities of judges from the five economic regions of Togo on the implementation of the law on ivory trafficking	B: The law regarding environmental crime is not well known by judges. I: At least 25 judges have been trained on law enforcement of illicit trafficking of wildlife specimens.	M1: 11/2018 Training workshop of the judges	MERF, Ministry of Justice	Cost: 14,000 Need for funds: ⊠ A request for financial support will be submitted to the PALCC Not applicable: □
National level enforcement action and inter- agency collaboration	Establish a formal mechanism for inter-sectoral collaboration to combat trafficking in wild specimens, and in particular ivory trafficking	B: A non-formal collaboration exists between the State services and the NGOs. I: The collaboration between services is formalized and strengthen and all the services involved in the fight against ivory trafficking are at the same level of information	M1: 06/2018 Inter-ministerial meeting extended to other stakeholders on the formalization of existing collaboration M2: 07/2018 The existing mechanism is formalized by an interministerial order	MERF, Ministry of Security	Cost: - Need for funds: □ Not applicable: ⊠

Pillar	Action	Baselines (B) & Indicators (I)	Milestones	Responsible national agency	Cost, funding availability and needs in USD
National level	2. Strengthen the system of land and sea control of illicit ivory trafficking and other species, in the ports, airports, border control posts, craft and fetishes markets, jewellery through the strengthening of technical and operational capacities of the services involved in the fight against this traffic	B: The existing control system is not adequate enough to expose all the networks, means of transport, concealment and processing of ivory. I: All the networks, means of transport, concealment and processing of ivory are known and ivory trafficking is eradicated.	M1: 10/2018 Preparation of a national training workshop for stakeholders involved in the fight against ivory trafficking in search techniques for vehicles and transport engines, intelligence and recognition of ivory products. M2: 01/2019 Training workshop of stakeholders involved completed	MERF, Ministries of Security and of Transports	Cost: 40,000 Need for funds: ⊠ This activity will be reflected in the investment and equipment budget for the Forestry Development Fund Not applicable: □
enforcement action and inter- agency collaboration	3. Build a secure store for ivory storage and ivory and products of ivory packaging	B: Absence of a unique structure of storage and management of seized ivory. I: A storage and management store for seized ivory is built and operational.	M1: 06/2018 Consultation meeting with stakeholders on the need to build a unique storage and management structure for seized ivory and ivory products M2: 08/2018 A inter-ministerial order is taken for the construction of a storage and management store for seized ivory M3: 05/2019 A storage and management store for seized ivory and ivory products is built and operational	MERF, Ministry of Security	Cost: 80,000 Need for funds: ⊠ This activity will be reflected in the investment and equipment budget for the Forestry Development Fund Not applicable: □

Pillar	Action	Baselines (B) & Indicators (I)	Milestones	Responsible national agency	Cost, funding availability and needs in USD
National level	4. Strengthen the forest checkpoints at entry points with logistical and IT (motorcycles, computers and accessories, cameras)	B: The logistics is inadequate and unsuited to the threat I: Checkpoints are strengthen in logistics against ivory trafficking	M1: 06/2019 Acquisition and provision of the logistical equipment	MERF	Cost: 120,000 Need for funds: ⊠ This activity will be reflected in the investment and equipment budget for the Forestry Development Fund Not applicable: □
National level enforcement action and inter- agency collaboration	5. Strengthen the capacities of forest agents, policemen, customs officers and gendarmerie officers as well as of the navy on CITES and in particular on the fight against ivory trafficking	B: Policemen, forest agents, gendarmerie and customs officers intervene in the fight against ivory trafficking but don't master the different concealment methods. I: At least 50 agents from the customs, forest services and police at the borders and other checkpoints are trained.	<u>M1: 11/2018</u> Training workshop	MERF, Ministry of Security	Cost: 14,000 Need for funds: ⊠ Activity reflected in the national budget Not applicable: □

Pillar	Action	Baselines (B) & Indicators (I)	Milestones	Responsible national agency	Cost, funding availability and needs in USD
National level enforcement action and inter- agency collaboration	6. Elaborate risk specific profiles at the national level and indicators to fight against wildlife trafficking and in particular ivory trafficking	B: There is no risk specific profile for the country or indicators to fight against wildlife crime and ivory trafficking. I: A set of risk specific profiles and indicators to fight against wildlife crime and ivory trafficking is in place and regularly updated, as needed.	M1: 07/2018 Consultation for the elaboration of a set of risk profiles and indicators at the national level and focused on wildlife trafficking and in particular ivory trafficking M2: 09/2018 Draft risk profiles and indicators at the national level ready to be validated at a workshop M3: 10/2018 Draft risk profiles and indicators at the national level validated and used	MERF, Ministry of Economy and Finance	Cost: 20,000 Need for funds: ⊠ Mobilization of own funds Not applicable: □
International and regional enforcement collaboration	Organize patrols and transborder investigations with Benin, Burkina Faso and Ghana	B: No patrol or joint investigation on land or sea has been organized to date with neighbouring countries to end ivory trafficking. I: At least one joint patrol mission and investigation with the neighbouring countries is organized and networks of traffickers are intercepted with ivory and ivory products.	M1: 10/2018 Organization of a trans-border meeting to harmonize patrol and investigation techniques on ivory trafficking, for the competent stakeholders M2: 11/2018 Joint patrol raking and investigation mission on ivory trafficking completed M3: 12/2018 Report of the joint mission ready	MERF, Ministry of Foreign Affairs and Cooperation	Cost: 100,000 by operation Need for funds: ⊠ A request for assistance through the FEM mechanism and the CITES Not applicable: □

Pillar	Action	Baselines (B) & Indicators (I)	Milestones	Responsible national agency	Cost, funding availability and needs in USD
International and regional enforcement collaboration	2. Strengthen the collaboration through the implementation of a system to exchange information between intelligence and coordination services and other specialized agencies	B: There is a CITES platform that does not specifically deals with ivory issues. I: The platform established by the CITES is strengthened specifically for ivory issues.	M1: 10/2018 Training workshop of the ivory focal points from services involved in neighbouring countries (Togo, Benin, Ghana, Burkina Faso) on the CHM M2: 11/2018 Start of the posting of information linked with illicit trafficking of ivory on the CHM by the focal points for each service involved in the fight against ivory trafficking in each of the neighbouring country	MERF, Ministry of Interior, Ministry of Foreign Affairs and Cooperation	Cost: 180,000 Need for funds: ⊠ A request for assistance through the FEM mechanism and the CITES Not applicable: □

Pillar	Action	Baselines (B) & Indicators (I)	Milestones	Responsible national agency	Cost, funding availability and needs in USD
	3. Strengthen the current mechanism of collaboration between origin, transit and destination countries in the fight against wildlife crime and in particular ivory trafficking, in order to guarantee the proper exchange of information and promote follow-up investigations throughout the illegal trade chain	B: The current mechanism of collaboration does not allow a regular exchange of all the information on illicit ivory trafficking and environmental crime for a better support to investigations I: The exchanges of information are regular and follow-up investigations in the origin, transit and destination countries and beyond national borders are facilitated	M1: 12/2018 Organization of a workshop on exchange and implementation of synergistic actions to fight against illicit trafficking in ivory M2: 03/2019 Networking of the focal points to facilitate the rapid sharing of information	MERF, Ministry of Foreign Affairs and Cooperation	Cost: 40,000 Need for funds: ⊠ A request for technical and financial assistance will be submitted to the CITES Not applicable: □
Outreach, public awareness and education	Elaborate and implement an IEC plan about illegal trade in ivory and other for target audiences for reduction of the trafficking	B: There is no communication plan for the reduction of ivory trafficking yet. I: A communication plan for the reduction of ivory trafficking is developed.	M1:06/2018 Consultation with the stakeholders for the elaboration of the IEC plan on ivory M2: 09/2018 IEC plan ready for review and validation M3: 10/2018 IEC plan validated	MERF	Cost: 20,000 Need for funds: This activity will be reflected in the investment and equipment budget for the Forestry Development Fund Not applicable:

Pillar	Action	Baselines (B) & Indicators (I)	Milestones	Responsible national agency	Cost, funding availability and needs in USD
	2. Conduct a national awareness campaign on illicit ivory trafficking with key consumer groups including fishermen, fishing port officials and jewellers	B: There has not been any national public awareness campaign on ivory trafficking. I: At least one national awareness campaign is conducted communicating specific messages to target audiences.	M1: 06/2018 List the national public targets and prepare the ToR for the launch of the awareness campaign to reduce demand M2: 12/2018 Launch of the awareness campaign	MERF	Cost: 24,000 Need for funds: This activity will be reflected in the investment and equipment budget for the Forestry Development Fund Not applicable:
Outreach, public awareness and education	3. Produce movies and documentaries on elephant poaching and illicit trafficking of ivory using current communication tools	B: There is broadcasting of movies or documentaries to raise public awareness on poaching and ivory trafficking. I: Regular broadcast of movies and documentaries to raise public awareness on poaching and ivory trafficking.	M1: 06/2018 Production of at least one movie and one documentary on elephant poaching and illicit trafficking of ivory M2: 09/2018 Broadcast of the movie and documentary on elephant poaching and illicit trafficking of ivory	MERF	Cost: 16,000 Need for funds: ⊠ A request for assistance through the FEM Not applicable: □

Pillar	Action	Baselines (B) & Indicators (I)	Milestones	Responsible national agency	Cost, funding availability and needs in USD
	4. Organize a meeting to raise awareness with members of Parliament as part of the adoption of the CITES law	B: Absence of a CITES law. I: A CITES law is adopted.	M1: 05/2018 The members of Parliament are sensitized and in favour of the adoption of a CITES law	MERF	Cost: 1,000 Need for funds: ⊠ This activity will be reflected in the investment and equipment budget for the Forestry Development Fund Not applicable: □
		B: There is no complete	M1: 11/2018		Tvot applicable.
Reporting	1. Carry out an audit and inventory with the marking of ivory stockpiles seized within the country using an appropriate inventory protocol, to facilitate reporting of ivory stocks in accordance with the provisions of Resolution Conf. 10.10 (Rev. CoP17) paragraph 6 e)	inventory of seized ivory stockpiles. I: Ivory stockpile management and inventory practices are in place and reports are prepared, in accordance with the provisions of Resolution Conf. 10.10 (Rev. CoP17), paragraph 6 e), on an annual basis.	Collaborate with the Ministries of Security and Finance, and OCRTIDB to support an audit and carry out an inventory of national ivory stockpiles M2: 01/2019 The audit and the inventory are finished M3: 02/2019 The reports on ivory stockpiles are submitted to the CITES Secretariat	MERF	Cost: 20,000 Need for funds: ⊠ A request to the CITES will be made Not applicable: □

Pillar	Action	Baselines (B) & Indicators (I)	Milestones	Responsible national agency	Cost, funding availability and needs in USD
Reporting	2. Improve the seizure reporting mechanism to ensure quick reports of all ivory seizures to ETIS, as requested in Resolution Conf. 10.10 (Rev. CoP17), annex 1, paragraph 4	B: Between 2012 and 2017, the ivory seizures were not, in general, reported to ETIS on time. I: 100% reports to ETIS on ivory seizures.	M1: 12/2018 Meeting with the national stakeholders involved to discuss the improvement of the national recording and transferring of data mechanism on ivory seizures M2: 12/2018 Shared recommendations to improve the national recording mechanism of ivory seizures and related data transfer M3: 02/2019 National mechanism improved and used to record ivory seizures M4: 04/2019 All past and current ivory seizures are reported on time to ETIS	-	Cost: Need for funds: □ Not applicable: ⊠

VII. <u>IMPLEMENTATION OF THE NIAP</u>

The implementation of this ivory action plan requires diverse skills and areas such as the justice, territorial administration, security, national defence (navy), specific services such as the OCRTIDB, INTERPOL and NGOs like ANCE-Togo, EAGLE, ABGO-ZEGUE, etc. To do this, the adoption of a systematic and integrated approach will enable to develop a synergy of the different actors to reduce and thwart the actions of the supply chain in ivory trafficking and poaching. The MERF through the Direction of the Forest Resources is the coordinating body of these actions.

1. Principal tasks of main stakeholders

The MERF through the Direction of the Forest Resources, which is the CITES Management Authority, will perform the following tasks:

- Invite and organize meetings with the other ministries
- Elaborate texts and get them adopted
- Publish and disseminate the new texts
- Coordinate and implement field actions especially regarding the fight against poaching, the fight against ivory trafficking, the fight against corruption, the collaboration with other ministries and the cross-border collaboration with the agencies along the ivory trafficking supply chain (from Africa to Asia).
- Follow-up the implementation of all the NIAP process.

2. Partners from the civil society

Fraud act as a brake on the socio-economic development of a country. As such, the civil society through NGOs, will be strongly involved to boost good practices. In the implementation of this ivory action plan, the civil society will get involved in the following areas:

- Participate in the lobbying of members of Parliament to pass laws prohibiting ivory trafficking
- Execute agreement protocols
- Raise awareness among the population
- Technically support the different actors

3. Other governmental organizations

Several institutions are involved indirectly in the issue of ivory. This plan for the fight against ivory trafficking seeks to bring together all the synergies to offer the best possible combat against the illicit exploitation of ivory. The Ministries of Security, Justice, Territorial Administration, Finances, Trade and the maritime prefecture are institutions that will collaborate through the use of their skills and services to eradicate ivory trafficking in Togo.

VIII. FOLLOW UP ON THE IMPLEMENTATION OF THE NIAP

Mid-term technical assessments will be prepared by the MERF which is the entity responsible of the implementation of the NIAP. An periodic report will be prepared annually.

IX. APPROVAL OF THE NIAP

This NIAP has been approved by us, in accordance with the dispositions in paragraph a) 3. Iii) of the step 2 of the Guidelines on the process regarding national ivory action plans, at the Annex 3 in Resolution Conf. 10.10 (Rev. CoP17), on trade in elephant specimens, adopted by the Conference of the Parties to the Convention on International Trade in Endangered Species of Wild Fauna and Flora.

Ministry of Environment and Forest Resources
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