

CONVENTION ON INTERNATIONAL TRADE IN ENDANGERED SPECIES
OF WILD FAUNA AND FLORA

Seventy-seventh meeting of the Standing Committee
Geneva (Switzerland), 6–10 November 2023

Illegal trade and enforcement

JAGUARS (*PANTHERA ONCA*)

1. This document has been prepared by the Secretariat and presents the results and recommendations of the meeting of jaguar range States held in Cuiabá, Brazil, from 18 to 22 September 2023.
2. At its 19th meeting (CoP19; Panama City, 2022), the Conference of the Parties adopted Decisions 19.110 to 19.114 on *Jaguars* (*Panthera onca*), as follows:

Directed to Parties, especially those that are range States of the jaguar, and relevant stakeholders

19.110 *Parties, especially those that are range States of the jaguar, and relevant stakeholders are encouraged to:*

- a) *urgently adopt comprehensive legislation and enforcement controls aimed at eliminating the poaching of jaguars and illegal trade in their parts and derivatives, including online sales of specimens;*
- b) *include the jaguar as a priority species to be targeted as part of enforcement operations, measures and controls deployed to respond to and address wildlife crime;*
- c) *ensure that any illegal domestic and international trade in jaguar specimens detected are included in annual illegal trade reports in accordance with Resolution Conf. 11.17 (Rev. CoP19) on National reports; CoP19);*
- d) *promote the design and implementation of conservation corridors between range countries of the jaguar, strengthening cooperation mechanisms on a local, national and regional level in order to promote good conservation practices; channel investments to the conservation of the species; reduce the threats to the connectivity of its habitats; and strengthen the capacities of the main players involved, including by mobilizing Global Environment Facility (GEF) funding for this purpose;*
- e) *support the development of the proposal for establishing a long-term system for monitoring illegal killing of jaguars, associated illegal trade in their parts and derivatives and other key aspects related to jaguar conservation;*
- f) *raise awareness about the importance of the jaguar and its protection status, its role in the ecosystem and the threats it faces, including illegal trade;*
- g) *participate in the meeting of jaguar range States referred to in paragraph c) of Decision 19.111, and other events as appropriate, in order to share experiences and knowledge about the priority issues identified to combat illegal trade in jaguars;*

- h) *recognize the jaguar as the flagship species of its range countries so that the protection and conservation of the species and its habitat becomes a joint priority due to its ecological significance; and*
- i) *provide information to the Secretariat on the measures and activities they undertook to implement the actions directed to them under this Decision.*

Directed to the Secretariat, in cooperation with the Secretariat of the Convention on Migratory Species and the Coordination Committee for the 2030 Jaguar Conservation Roadmap for the Americas led by the United Nations Development Programme

19.111 *The Secretariat shall, subject to the availability of external funding, cooperate with the Secretariat of the Convention on Migratory Species and the Coordination Committee for the 2030 Jaguar Conservation Roadmap for the Americas led by the United Nations Development Programme with a view to:*

- a) *integrate and align conservation efforts, demand reduction strategies, behaviour change and livelihood alternatives to prevent illegal killing of jaguars and associated illegal trade in jaguar parts and derivatives;*
- b) *develop a proposal for establishing a long-term system for monitoring illegal killing of jaguars, associated illegal trade in their parts and derivatives and other key aspects related to jaguar conservation, including engagement of local communities and indigenous peoples in the monitoring and gender-based approaches as appropriate;*
- c) *convene a meeting of jaguar range States to:*
 - i) *identify opportunities for cross-border collaboration and regional cooperation, joint actions, and resource mobilisation aimed at reducing habitat loss, habitat fragmentation and human-animal conflict, and preventing the illegal killing of and illegal trade in jaguars;*
 - ii) *review options for an intergovernmental platform aimed to support jaguar conservation and combating the poaching and illegal trade in jaguars through a continental action plan;*
 - iii) *review the Secretariat's proposal for establishing a long-term system for monitoring poaching and other key aspects related to jaguar conservation, referred to under paragraph b) of the present Decision; and*
 - iv) *promote the reporting of any illegal domestic and international trade in jaguar specimens in CITES annual illegal trade reports in accordance with Resolution Conf. 11.17 (Rev. CoP19) on National reports.*

19.112 *The Secretariat shall:*

- a) *support Parties in their implementation of Decision 19.110;*
- b) *issue a Notification to the Parties requesting the information specified in Decision 19.110; and*
- c) *report on the implementation of the Decisions 19.110 and 19.111 to the Standing Committee and the Conference of the Parties with recommendations as appropriate.*

Directed to the Standing Committee

19.113 *The Standing Committee shall establish an intersessional working group on jaguars (Panthera onca), with the following terms of reference:*

- a) *based on the Secretariat's analysis in document SC74 Doc. 75, to assess whether a specific draft resolution on jaguars would be appropriate, also taking into consideration the conclusions of the meeting of jaguar range States mentioned in Decision 19.111, paragraph c), where applicable;*

- b) *to make recommendations to range States, and transit and destination countries, as appropriate: and*
- c) *to report its conclusions and recommendations at the next meeting of the Standing Committee.*

19.114 The Standing Committee shall review the implementation of Decision 19.111, as well as the report and recommendations of the Secretariat under Decision 19.112 and the results of the intersessional working group, and make recommendations to range States, transit and destination countries, as appropriate and to the Secretariat for inclusion in the Secretariat's report to the Conference of the Parties under Decision 19.112.

Implementation of Decisions 19.111 and 19.112 directed to the Secretariat

3. In accordance with Decision 19.111, paragraph c), and Decision 19.112, paragraph b), the Secretariat issued Notification to the Parties No. 2023/073, convening a Meeting of jaguar range States to be held in Cuiabá, Brazil, from 18 to 22 September 2023. Parties were asked to provide information to the CITES Secretariat on the measures and activities they had undertaken to implement the actions directed to them under Decision 19.110. Later, the Secretariat sent a questionnaire requesting range States to provide relevant information together with the invitations for two online preparatory meetings.
4. The Meeting of jaguar range States was hosted by Brazil on the dates and at the place that had been announced and was organized in cooperation with the Secretariat of the Convention on Migratory Species (CMS) and the Coordination Committee for the 2030 Jaguar Conservation Roadmap for the Americas led by the United Nations Development Programme (UNDP). A Steering Committee was established to cooperate in the planning and organization of the meeting. It was chaired by Brazil and composed of the CITES and CMS Secretariats, UNDP and other members of the Coordination Committee for the 2030 Jaguar Conservation Roadmap. The Permanent Secretariat of the Amazon Cooperation Treaty Organization provided technical and logistical support in the organization of the meeting.
5. Representatives of 16 jaguar range States participated in the meeting: Argentina, Belize, Bolivia (Plurinational State of), Brazil, Colombia, Costa Rica, Ecuador, Guatemala, Honduras, Mexico, Nicaragua, Panama, Paraguay, Peru, Suriname and Venezuela (Bolivarian Republic of). The meeting was also attended by a representative of the United States of America, as well as representatives of specialized agencies of the United Nations, non-governmental organizations (NGOs), representatives of academia and the police of Colombia and Panama, and independent experts. Each country gave a 10-minute presentation on progress in the management of jaguars using a standardized PowerPoint presentation format. Presentations were made by Argentina, Belize, the Plurinational State of Bolivia, Brazil, Colombia, Costa Rica, Ecuador, Guatemala, Honduras, Mexico, Nicaragua, Panama, Paraguay, Peru, Suriname and the Bolivarian Republic of Venezuela. The CITES Secretariat asked each Party to present its progress regarding the distribution and population of the jaguar, its conservation status and habitat, management and conservation measures, enforcement actions, the system for monitoring illegal killing and illegal trade of jaguars, projects, resources, funds and financial mechanisms for the species. The agenda of the meeting, list of participants, presentations, responses to the questionnaire and some photos and short videos of the meeting and the field trip are available on www.thejaguarhub.com, the microsite created for the occasion.
6. The Secretariat expresses its gratitude to Brazil for hosting the meeting and offering the opportunity to conduct a field trip. It also expresses its ongoing gratitude to Switzerland and the United Kingdom of Great Britain and Northern Ireland for their financial support to organize the meeting.

Objectives of the meeting

7. In accordance with the mandate given by the Conference of the Parties, the Meeting of jaguar range States had five main objectives, namely:
 - a) present the study on illegal trade in jaguars to participants;
 - b) identify opportunities for cross-border collaboration and regional cooperation, joint actions and resource mobilization aimed at:
 - i) reducing the loss and fragmentation of jaguar habitat;
 - ii) mitigating and preventing negative interactions between humans and jaguars; and

- iii) preventing the illegal killing and illegal trade of jaguars;
- c) align conservation efforts, strategies to reduce the demand for illegally traded products, behaviour change, promotion of coexistence and livelihood alternatives to prevent illegal killing of jaguars and associated illegal trade in their parts and derivatives;
- d) review existing options for creating an intergovernmental platform aimed to support States and their authorities to follow up on measures for jaguar conservation, promotion of coexistence, prevention and combating illegal killing of jaguars and illegal trade in their parts and derivatives through a continental action plan;
- e) develop a proposal for establishing a system for monitoring illegal killing of jaguars, associated illegal trade in their parts and derivatives and other key aspects related to jaguar conservation, including engagement of enforcement authorities, local communities and indigenous peoples in the monitoring and gender-based approaches as appropriate. The proposal should include the structure, governance and all the components of the monitoring system building on existing experiences such as the MIKE (Monitoring the Illegal Killing of Elephants) programme and the other measures taken for the conservation of African elephants.

Summary of the outstanding results of the meeting

Session on collaboration, integration and alignment (joint tasks).

8. This session was chaired by the CITES and CMS Secretariats and a member of the Coordination Committee for the 2030 Roadmap. To enable participants to identify the synergies and possibilities of joint work, a matrix was presented showing the characteristics of each of the Conventions to the 2030 Roadmap. During the meeting, at the request of the CITES Secretariat, Mexico presented the targets of the Kunming-Montreal Global Biodiversity Framework and its monitoring framework. As a cooperation mechanism, ACTO (the Amazon Cooperation Treaty Organization) was also invited to identify possibilities for joint work at a subregional level.
9. During the analysis of complementarity between CITES, the CMS and the 2030 Jaguar Conservation Roadmap, participants highlighted the need to avoid duplication and strengthen the means to ensure the synergistic implementation of international commitments related to the jaguar, including the identification of jaguar conservation units, jaguar corridors, sustainable funding opportunities, reduction of the demand of illegal jaguar products, monitoring and information systems and options for an intergovernmental platform and a continental working programme to prevent the illegal killing of jaguars and associated illegal trade in their parts and derivatives.
10. Participants identified synergies regarding the common overall objective of conserving the jaguar and recommended including them in National Biodiversity Strategies and Action Plans (NBSAPs), taking into consideration the CITES Strategic Vision, the Sustainable Development Goals (targets 13, 15, 16 and 17) and the Kunming-Montreal Global Biodiversity Framework (GBF).
11. Participants identified seven areas of work that could be considered in the continental action plan, as well as relevant players potentially willing to provide support to jaguar range States for the implementation of the most relevant activities:
 - a) *Fulfilment of international commitments to CITES, the CMS and the CBD*
(players potentially willing to provide support, to be defined later: UNDP, UNEP, UNODC, FAO, ACTO, WWF, WCS, HSI, Defenders of Wildlife, Panthera, local NGOs, etc.).
 - b) *Cross-border conservation activities*
(players potentially willing to provide support, to be defined later: WWF, WCS, HSI, Defenders of Wildlife, Panthera, local NGOs, academia, research institutes, etc.).
 - c) *Combating illegal cross-border trade*
(players potentially willing to provide support, to be defined later: UNODC, ACTO, CAWEN, WWF, WCS, HSI, Defenders of Wildlife; Panthera, local NGOs, etc.).

- d) *Information sharing – communication network*
(players potentially willing to provide support, to be defined later: FAO, ACTO, RED JAGUAR, SIG JAGUAR, WWF, WCS, Panthera, etc.).
- e) *Raising of joint funds for regional and cross-border activities:*
(players potentially willing to provide support, to be defined later: UNDP, UNEP, UNODC, FAO, etc.).
- f) *Awareness-raising and education (this item should include consideration of the demand reduction component in local markets, transit countries and consumer countries).*
(players potentially willing to provide support, to be defined later: UNDP, ACTO, WWF, WCS, HSI, Defenders of Wildlife, Panthera, local NGOs, UNESCO – suggested by Costa Rica –, etc.).
- g) *Legislation*
(players potentially willing to provide support, to be defined later: FAO, UNEP, UNODC, WWF, WCS, HSI, Defenders of Wildlife, Panthera, etc.).

Session on the long-term system for monitoring illegal killing, illegal trade and conservation of jaguars

12. This session focused on the elements of a proposal for establishing a long-term system for monitoring illegal killing of jaguars, associated illegal trade in their parts and derivatives and other key aspects related to jaguar conservation, including engagement of local communities and indigenous peoples in the monitoring and gender-based approaches.
13. The session was chaired by Colombia and was conducted in collaboration with UNEP, UNODC (illegal crops and organized crime) and FAO (repository of legislation). UNEP presented the MIKE (Monitoring the Illegal Killing of Elephants) system and shared its knowledge as a former coordinator of the programme. This clarified the conceptual basis and background of the creation of a monitoring system and responded to the following basic questions: What is the purpose of monitoring? What should be monitored? What coverage? How to measure and with what? and provided an understanding of related factors (i.e., poverty, governance and demand). Next, UNODC gave a presentation on how to monitor environmental crimes and explained the principles of the operation of a system for the monitoring of illegal crops (SIMCI).
14. Regarding a system for monitoring illegal killing and illegal trade of jaguars, participants underlined the need to respond to the question: For what purpose is a system needed?. The answer to that question is the basis upon which a monitoring model can be built. As happened in the presentation about MIKE, UNODC highlighted the importance of how, where and which players should be involved, considering both institutional players and those involved in the crimes. The police of Colombia and Panama and the representative of PROFEPA, the Mexican CITES law enforcement authority, participated in a panel session on illegal trade and presented some of their strategies to prevent and combat illegal trade.
15. Jaguar range States recommend developing a proposal for establishing a system for monitoring illegal killing of jaguars, illegal trade in their parts and derivatives and other aspects related to conservation that should include at least three modules: illegal killing, illegal trade, and conservation aspects (e.g., cross-border corridors), gradually shifting the perspective from the local to the global context. On this point, FAO offered its support to standardize legislative terms related to illegal killing and illegal trade, including issues such as illegal possession.
16. The meeting recommended that the Standing Committee request the Secretariat to prepare terms of reference for the creation of a system for monitoring illegal killing of jaguars, illegal trade in their parts and derivatives and other aspects of jaguar conservation considering the inputs from the meeting in Cuiabá and submit them to the consideration of the next meetings of the Animals Committee (AC33) and the Standing Committee (SC78). Among other things, this monitoring system should contribute to the generation of the necessary information for drafting annual illegal trade reports and could produce a periodic report on the status of the jaguar in range States for submission to each meeting of the Conference of the Parties.

Session on the Intergovernmental Platform (and action plan or working programme)

17. The session on the Intergovernmental Platform, cochaired by Brazil and Mexico with the support of the CITES and CMS Secretariats and the 2030 Roadmap, explored the options for a platform to support jaguar conservation and combat illegal killing and illegal trade of jaguars by means of a continental action plan.

18. Among the menu of options, the following were considered: the 2030 Jaguar Roadmap as a strategic framework that could contribute to the development of a continental action plan, the CMS Jaguar Initiative, and the Jaguar Hub developed by the CITES Secretariat in cooperation with UNOCD. Participants also mentioned subregional platforms such as that of ACTO and the platforms of wildlife enforcement networks such as SUD-WEN. The discussion revolved around the following questions: What does the region want for the jaguar? Can it be a digital platform or a cooperation mechanism? Are both needed? What is most feasible to develop in the short term? Which would be the objectives of the platform? How would the governance of the platform take place? Do all the countries agree on having a platform?
19. The discussion took place in two stages and it should be noted that eight jaguar range States are not members of the Convention on Migratory Species (CMS), namely Belize, Colombia, Guatemala, Guyana, Mexico, Nicaragua, Suriname and the Bolivarian Republic of Venezuela. In this regard, some of these Parties stated that they had no mandate to make decisions about an Intergovernmental Platform and a working framework under the CMS Jaguar Initiative.
20. The representative of Costa Rica presented the CMS Jaguar Initiative (UNEP/CMS/COP14/Doc.29.6.2) on behalf of the following proponent jaguar range States: Argentina, Brazil, Costa Rica, Ecuador, Panama, Paraguay and Peru. This initiative is proposed for adoption by the 14th Meeting of the Conference of the Parties of the CMS, which will take place from 12 to 17 February 2024 in Uzbekistan. The objective is to establish a joint CITES-CMS jaguar initiative. It aims to promote regional cooperation for the integral conservation of the jaguar throughout its range. The development of a working programme for jaguar conservation is at the core of the proposal.
21. Jaguar range States and observers that attended the meeting recommended that the Standing Committee request the CITES Secretariat to prepare terms of reference for the creation of an intergovernmental platform based on the existing options. The CMS initiative could be considered as a complementary option and the Jaguar Hub microsite created for the meeting (www.thejaguarhub.com) could be the digital portal for sharing information and experiences. The terms of reference should include an intergovernmental cooperation mechanism, its governance and a budget, as well as a glossary and an inventory of existing national platforms. The terms of reference should be presented to the next meeting of the Standing Committee (SC78).
22. The CITES Secretariat, subject to the availability of funds, could develop a proposal for the platform with the two components mentioned above: a digital platform for information sharing that resembles a clearing house, and a cooperation mechanism. The platform should include a working programme with five thematic areas: (i) habitat/conservation; (ii) promotion of coexistence; (iii) prevention (this may include strategies to reduce the demand of illegal jaguar products, livelihood alternatives, cooperation mechanisms, education, etc.); (iv) enforcement (i.e., combating illegal killing of jaguars and illegal trade in their parts and derivatives); and (v) funding mechanisms. Participants suggested continuing to use the hub (www.thejaguarhub.com) while the proposed platform is developed. The hub would be the portal where all the information is uploaded and the Standing Committee intersessional working group on jaguars would be the workspace to continue the discussions.
23. The meeting considered that the development of a continental action plan falls within the broad terms of reference established by Decision 19.113, paragraph b), which state that the Standing Committee intersessional working group on jaguars can make recommendations to range States and transit and destination countries, as appropriate. These recommendations can take the form of a continental action plan. Brazil, as Chair of the intersessional working group, has been asked to mention this consideration to the Standing Committee so that it is informed that the discussions of the meeting of jaguar range States will be included under paragraph b) of the terms of reference of the working group.
24. The meeting recommended the following to the Standing Committee, in alignment with activity B10 of the CMS-CITES Joint Work Programme 2021-2025 (Annex 2, SC73 Doc. 13), which establishes that the Secretariats of both Conventions should "Collaborate on the conservation of the jaguar, taking into account existing mandates and ongoing efforts and initiatives in the region": both Secretariats should jointly develop, in close consultation with jaguar range States and inviting contributions from the CBD and other relevant organizations, a joint working programme that sets specific priorities for jaguar conservation throughout the region, activities to promote coexistence, and necessary actions for preventing and combating illegal killing and illegal trade of jaguars, their parts and derivatives for consideration by the 33rd meeting of the Animals Committee and the 78th meeting of the Standing Committee. It was also suggested that, subject to external funding, both Secretariats should jointly organize a second meeting of jaguar range States to discuss the implementation of the joint working programme for jaguar conservation with the support of relevant partner organizations.

Session on criteria for the selection of landscapes:

25. In this session, cochaired by members of the 2030 Roadmap and an expert from Mexico, participants discussed the minimum criteria for the characterization of national and cross-border territories to enable priority setting if the States consider it necessary. The exercise was based on the territories proposed in the 2030 Jaguar Roadmap: close to 80 landscapes. Participants defined the following criteria, which should be used to assess the landscapes in which conservation actions are implemented and to establish future priorities according to various needs:
- a) conservation status: presence/absence, population size, population density, population trends, habitat quality (land cover, prey, connectivity);
 - b) threats: killing of jaguars due to conflicts with humans, opportunism and livelihoods and illegal trade, habitat loss (i.e., expansion of agricultural practices, wildfires, infrastructures, etc.), decrease of prey availability; and
 - c) conservation efforts: effective management of protected areas and corridors, management of negative human-jaguar interactions, landscape restoration, jaguar-friendly productive practices, enforcement, engagement and environmental awareness of indigenous peoples and local communities, and behaviour change.
26. Other indirect factors to consider in relation with the three criteria mentioned in the previous paragraph include mining, migration, fake news on social media, collisions with vehicles, existence of other effective area-based conservation measures (OECMs) and subnational protected areas, indigenous peoples and local communities, financial mechanisms, climate change, and property regimes.
27. It should be noted that it is not possible to apply the criteria uniformly to all countries, but an initial consensus was reached on the minimum necessary criteria that apply to all countries, considering that the threats are rather similar.

Session on sustainable financial mechanisms

28. The last session was coordinated by UNDP and allowed participants to learn first-hand about some financial instruments available. Presentations were given on the assistance provided to the region by UNDP, the Global Environment Facility (GEF) and the Biodiversity Finance Initiative (BIOFIN) and opportunities for innovative funding as well as an action plan to improve national funding for biodiversity, a financial plan for the biodiversity of Yucatán (Mexico) and action plans for the management of protected areas. Over 68 financial instruments available were identified.
29. Innovative large-scale financial instruments were also presented, with an explanation of how they can be adapted to target countries. The Inter-American Development Bank (IDB) shared its initiative to support Latin American countries in nature conservation. This includes an available and open species count analysis; Amazon GRID – satellite monitoring of species, which will be launched in December 2023; and promising financial mechanisms such as the *Bono jaguar* (jaguar bond) of the IDB. In addition, the World Bank presented the Wildlife Conservation Bond. Finally, the Swedish International Development Cooperation Agency presented financial instruments that could be used to support nature conservation actions in Latin America at a continental scale.
30. The meeting made three recommendations to the Standing Committee regarding sustainable financial mechanisms: i) to establish a working subgroup on financial opportunities for the jaguar; ii) to provide ongoing training to CITES authorities on financial sustainability; and iii) to consider the possibility of creating a continental common fund for jaguar conservation. UNDP expressed interest in supporting jaguar range States in the process of identifying funds for jaguar conservation.

Recommendations

31. The Standing Committee is invited to:
- a) take note of the main results and conclusions of the meeting of jaguar range States;
 - b) request the Secretariat to prepare terms of reference for the creation of a modular system for monitoring illegal killing of jaguars, illegal trade in their parts and derivatives and other aspects related to

conservation, for consideration by the 33rd meeting of the Animals Committee and the 78th meeting of the Standing Committee;

- c) request the CITES Secretariat to prepare terms of reference for the creation of an intergovernmental platform as specified in paragraph 21 of the present document. The terms of reference should be presented to the next meeting of the Standing Committee (SC78);
- d) in line with activity B10 of the CMS-CITES Joint Work Programme 2021-2025 (Annex 2, SC73 Doc. 13), which establishes that the Secretariats of both Conventions should “Collaborate on the conservation of the jaguar, taking into account existing mandates and ongoing efforts and initiatives in the region”, recommend that both Secretariats jointly develop, in close consultation with jaguar range States and inviting contributions from the CBD and other relevant organizations, a joint working programme establishing specific priorities for jaguar conservation throughout the region, activities to promote coexistence, and necessary actions for preventing and combating illegal killing and illegal trade of jaguars, their parts and derivatives for consideration by the 33rd meeting of the Animals Committee and the 78th meeting of the Standing Committee;
- e) recommend that both Secretariats, subject to the availability of external funding, jointly organize a second meeting of jaguar range States to discuss the implementation of the joint working programme for jaguar conservation with the support of relevant partner organizations;
- f) create, within the Standing Committee working group on jaguars, a working subgroup on financial opportunities for the jaguar that should consider the possibility of creating a regional common fund for jaguar conservation; and
- g) request the CITES Secretariat to follow up on the agreements related to paragraph 11 on the seven joint working areas and the players involved and paragraphs 25 to 27 on criteria/prioritization of landscapes through a Notification to the Parties requiring regular updates to the jaguar questionnaire.