

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

Seventeenth meeting of the Conference of the Parties
Johannesburg (South Africa), 24 September - 5 October 2016

Species specific matters

PANGOLINS (*MANIS. SPP.*)

1. This document is submitted by the Standing Committee.*
2. At its 16th meeting (CoP16, Bangkok, March 2013), the Conference of the Parties adopted Decisions 16.41 and 16.42 on *Pangolins* (*Manis spp.*), as follows:

Directed to the range States

16.41 *All range States for Asian pangolin species are requested to compile information on the conservation of and illegal trade in Asian pangolins, and their efforts to address such trade, and to report at the 65th meeting of Standing Committee, subject to available resources for the purpose.*

Directed to the Standing Committee

16.42 *The Standing Committee, at its 65th meeting, shall review the information provided by Asian pangolin range States and develop recommendations, as appropriate, to address the illegal trade in pangolin species and report at the 17th meeting of the Conference of the Parties.*

3. At the 65th meeting of the Standing Committee (SC65, Geneva, July 2014), the Secretariat reported, in document [SC65 Doc 27.1](#), paragraphs 16 to 22, that illegal trade in pangolin specimens was a growing international problem, affecting not only Asian pangolin range States, but also African range States, as reflected by data that show an increasing number of seizures of illegal consignments of pangolin specimens from Africa. The Secretariat also made available to the Committee reports received in response to Notification to the Parties [No. 2013/059](#) of 18 December 2013, issued in response to Decision 16.41, which invited range States of Asian pangolin species to report on the conservation of and illegal trade in Asian pangolins, and their efforts to address such trade.
4. The Standing Committee at SC65 reviewed the information provided, and established an intersessional Working Group on Pangolins with the European Union as Chair, and with the following membership: Cameroon, China, India, Indonesia, Kenya, Malaysia, Namibia, the Philippines, South Africa, Uganda, the United States of America, Zimbabwe, Animal Welfare Institute, Annamiticus, Born Free Foundation, Chinese Association of Traditional Chinese Medicine, Conservation International, Humane Society International, International Fund for Animal Welfare, IUCN, Lewis and Clark College, Species Survival Network, TRAFFIC, Wildlife Conservation Society, Wildlife Protection Society of India, WWF and the Zoological Society of London. Following the meeting, the Chair decided, upon request, to add Italy as a member. The Committee endorsed the mandate of the intersessional working group on pangolins, as presented in document [SC65 Com. 8](#).

* *The geographical designations employed in this document do not imply the expression of any opinion whatsoever on the part of the CITES Secretariat (or the United Nations Environment Programme) concerning the legal status of any country, territory, or area, or concerning the delimitation of its frontiers or boundaries. The responsibility for the contents of the document rests exclusively with its author.*

5. The Working Group on Pangolins worked with the Secretariat, to prepare a questionnaire to assist Parties in compiling information on the conservation of and trade in African and Asian pangolin species. At the request of the Working Group the Secretariat issued Notification to the Parties [No. 2014/059](#), of 8 December 2014, making the questionnaire available as an Annex to the Notification.
6. In response to Notification to the Parties No. 2014/059, the Secretariat received reports from: Austria, Bangladesh, Bhutan, Botswana, Brunei Darussalam, Cameroon, Chad, China, Côte d'Ivoire, Finland, Gabon, Ghana, Greece, India, Indonesia, Italy, Kenya, Latvia, Malaysia, Myanmar, Namibia, Nepal, the Netherlands, Pakistan, the Philippines, Senegal, Singapore, Slovakia, South Africa, Thailand, Togo, Uganda, United Arab Emirates, United Republic of Tanzania, United States of America, Viet Nam, Zambia and Zimbabwe. These reports were subsequently submitted to the Chair of the Working Group on Pangolins for review by the Working Group in accordance with its mandate. In addition to these reports, the Secretariat received reports submitted by Benin, the Central African Republic, Liberia, and Nigeria, submitted to the organizers of the First Pangolin Range States Meeting held in Da Nang, Viet Nam, via the organizers of that meeting. The Secretariat also shared these reports with the Chair of the Working Group on Pangolins.
7. [The First Pangolin Range States Meeting](#), was held in Viet Nam from 24 to 26 June 2015, co-hosted by the governments of Viet Nam and the United States of America and organized and facilitated by Humane Society International. The meeting brought together delegates from 29 African and Asian pangolin range States, the CITES Secretariat, one non-range State, pangolin experts and non-governmental organizations. The organizers shared the recommendations from the workshop with the Working Group on Pangolins.
8. At its 27th meeting (Veracruz, May 2014), the Animals Committee, under the Review of Significant Trade, selected the giant pangolin (*Manis gigantea*) and the three-crested pangolin (*Manis tricuspis*) as species of priority concern in accordance with [Resolution Conf. 12.8 \(Rev. CoP13\)](#). As a follow-up to this meeting, the Secretariat notified all range States[†] of the two species about this selection and requested comments regarding possible problems relating to implementation of Article IV of the Convention. During its 28th meeting (Tel Aviv, August 2015), the Animals Committee noted that the United Republic of Tanzania was the only range State that had provided a response to the Secretariat, which was reviewed by the Animals Committee. Considering that the United Republic of Tanzania prohibits trade in these two species, the Animals Committee decided to remove this range State from the review. The Animals Committee also noted concerns raised at the First Pangolin Range States Meeting about the lack of robust biological information on African pangolins and about increasing levels of international trade in these species. The Animals Committee decided therefore to retain in the review all other range States for *Manis gigantea* and *Manis tricuspis* that do not fully protect these species through national legislation prohibiting their export. To assist this selection process, the Animals Committee recommended that the Secretariat consult with UNEP-WCMC and the IUCN SSC Pangolin Specialist Group to identify those range States that do not prohibit trade through national legislation and may therefore require a more detailed review. The Secretariat was then requested to finalize the selection of range States in consultation with the Animals Committee, after which the Secretariat would proceed with the compilation of information regarding the species concerned for review by the Animals Committee at its 29th meeting, and adoption of recommendations as appropriate.
9. The Working Group on Pangolins, in document SC66 Doc. 50.1 (paragraphs 8 to 17), prepared for the 66th meeting of the Standing Committee (SC66, Geneva, January 2016), provided a summary of key findings derived from the replies to the questionnaire described in paragraph 5 of the present document. The working group also developed [recommendations, a draft resolution and draft decisions](#) for consideration by the Committee at SC66, to be forwarded for consideration by the Conference of the Parties.
10. At SC66, the Committee agreed to submit to the present meeting the draft resolution on *Conservation of and trade in pangolins* as presented in Annex 1 of the present document, and draft decisions 17.A and 17.B, as presented in Annex 2, for consideration.

[†] Angola, Benin, Burkina Faso, Burundi, Cameroon, Central African Republic, Chad, Congo, Côte d'Ivoire, Democratic Republic of the Congo, Equatorial Guinea, Gabon, Gambia, Ghana, Guinea, Guinea Bissau, Kenya, Liberia, Mali, Mauritania, Niger, Nigeria, Rwanda, Senegal, Sierra Leone, South Sudan, Togo, Uganda, United Republic of Tanzania, Zambia

Recommendations

11. The Standing Committee invites the Conference of the Parties to adopt the draft resolution in Annex 1, and the draft decisions 17.A and 17.B in Annex 2 of the present document.

COMMENTS FROM THE SECRETARIAT

- A. The Secretariat recommends that the Conference of the Parties adopt the draft resolution in Annex 1, and draft decisions 17.A and 17.B in Annex 2 of the present document, with minor amendments to clarify the intent.

Regarding the reference to the biennial report in draft Decision 17.A, subparagraph b) ii), it should be noted that the Standing Committee, at SC66, adopted a new implementation report format, formerly known as the biennial report, and a new annual illegal trade report format. The first annual illegal trade report covering data from 2016 is due on 31 October 2017, and the new implementation report covering the period 2015-2017 is due on 31 October 2018. The Secretariat believes that a special reporting requirement relating to pangolins will be needed, to gather information from Parties to be reported to SC69, as suggested in draft Decision 17.A, subparagraph b). The data from the new implementation report will not be available to include in the reporting to SC69.

- B. Implementation of the draft decisions in Annex 2 will have budgetary and workload implications for the Secretariat.

Draft decision 17. A, paragraph a), and draft decision 17.B

The Secretariat believes that the work required to implement draft decision 17.A, paragraph a), and draft decision 17.B could be accommodated within the regular work programme of the Secretariat.

Draft decision 17.A, paragraph b)

Implementation of draft decision 17.A, paragraph b), would be subject to the provision of external funds and would not therefore require the use of core funds. Supervision of the work would require some time from the Secretariat, but should be a core part of the Secretariat's work and accommodated within its regular work programme

- C. Decisions 16.41 and 16.42 have been implemented and the Secretariat recommends that they be deleted.

Draft resolution for consideration at CoP17

(changes proposed by the Secretariat to the version agreed by the Standing Committee at its 66th meeting are shown in strikethrough [deleted text] or underlined [proposed new text])

The Conference of the Parties is invited to adopt the draft resolution as follows:

CONSERVATION OF AND TRADE IN PANGOLINS

CONCERNED that all eight species of pangolins, family Manidae, are considered critically endangered, endangered or vulnerable, by the combined effects of habitat degradation, overexploitation and illegal trade;

RECALLING that the Conference of the Parties decided, in 1994, to include all species of pangolins, Manidae spp., in Appendix II, and to amend this listing in 2000 with the annotation, "a zero annual export quota has been established for *Manis crassicaudata*, *M. culionensis*, *M. javanica* and *M. pentadactyla* for specimens removed from the wild and traded for primarily commercial purposes";

MINDFUL that the trade in specimens, parts and derivatives of Manidae of wild origin has been the subject of the Review of Significant Trade, in compliance with Resolution Conf. 12.8 (Rev. CoP13);

CONCERNED that these measures have not prevented declines of pangolin populations as a result of ~~due to~~ illegal and ~~or~~ unsustainable trade;

COMMENDING the efforts made by some range States and Parties to address the illegal and unsustainable trade in pangolins and their parts and derivatives;

ENCOURAGING all stakeholders to take note of the recommendations of the final report of the First Pangolin Range States Meeting, held from 24 to 26 June 2015 in Da Nang, Viet Nam;

RECOGNIZING that pangolin populations in the wild are difficult to research, manage and monitor, and that more comprehensive data on the population size and conservation status of pangolin species are ~~is~~ needed;

RECOGNIZING also that pangolin populations are vulnerable to over-exploitation because of ~~due to~~ their low reproduction rates and ease of capture;

RECOGNIZING further that, ~~in recent years~~, the illegal trade in pangolin specimens and parts and derivatives has increased significantly to meet international demand;

RECALLING also that, in Resolution Conf. 10.7 (Rev. CoP15) on the *Disposal of confiscated live specimens of species included in the Appendices*, the Conference of the Parties urges Management Authorities, in consultation with Scientific Authorities and other bodies concerned, to develop action plans to deal with seized and confiscated live specimens, and RECALLING the importance for Parties to develop such plans for pangolins;

RECALLING that, in accordance with the ~~in~~ provisions of Resolution 10.16 (Rev.) on *Specimens of animal species bred in captivity*, pangolin breeding facilities should be able to demonstrate the legal origin of any founder stock and ability to successfully breed pangolins to at least the F2 generation in a controlled environment;

RECALLING further that, in Resolution Conf. 10.19 (Rev. CoP14) on *Traditional mMedicines*, the Conference of the Parties recommends that Parties ~~to~~ work closely with groups of traditional-medicine practitioners and consumers in developing public education and awareness programmes to work towards the elimination of illegal use of endangered species, and developing awareness of the need to avoid over-exploitation;

THE CONFERENCE OF THE PARTIES TO THE CONVENTION

URGES all Parties to:

- a) adopt and implement comprehensive national legislation or, where applicable, review existing legislation, that makes provision for deterrent penalties to address illegal trade in specimens of native and non-native pangolin species ~~specimens~~;
- b) ensure strict enforcement controls to address illegal trade in pangolin specimens;
- c) further strengthen national interagency cooperation and international cooperation and to enhance collective efforts as range, transit and destination States, to ~~deliver~~ coordinated activities and law enforcement responses to combat illegal trade in pangolin specimens;
- d) carry out capacity-building activities with a particular focus on:
 - i) methods and techniques to detect and identify illegally traded pangolins, including specimens from alleged captive-breeding operations;
 - ii) best practice protocols for safe handling, care and rehabilitation, and release back into the wild of live confiscated pangolins ~~specimens~~; and
 - iii) promoting the understanding of legal provisions concerning trade in and use of pangolins; and
- e) promote the development of techniques, including the application of forensic science, for identifying parts and derivatives of pangolins in trade;

URGES Parties in whose territory there are ~~with~~ pangolin breeding facilities to ensure that such facilities have in place effective management practices and controls to prevent parts and derivatives from entering illegal trade, including through the registration of breeding facilities, and regular monitoring and control;

ENCOURAGES Parties on whose territories stocks of parts and derivatives of pangolins exist, to ensure that adequate control measures are in place to secure these stocks, and to ensure strict application of these measures;

STRONGLY ENCOURAGES consumer, transit and range States to raise awareness among the law enforcement community including the judiciary, local communities, relevant business sectors such as courier companies, and consumers about the conservation status of pangolins and the threats posed to their survival by illegal trade;

ENCOURAGES range States to work with local communities to develop non-consumptive livelihood programmes and educational programmes and material to assist local communities in sustainably managing pangolin populations;

ENCOURAGES consumer States to conduct research on the uses of pangolin specimens, and on consumers and their motivations for consumption of pangolin parts and derivatives, to implement measures to reduce the demand for illegal pangolin specimens on the basis of the results of such research, and to initiate targeted communication campaigns;

CALLS UPON range States to work with appropriate bodies to develop and implement *in situ* pangolin management and conservation programmes, which include the making of non-detriment findings for trade in the species, population assessments, monitoring, and management and conservation measures; and

CALLS UPON all governments, intergovernmental organizations, international aid agencies and non-governmental organizations to support the efforts of range, transit and consumer States concerned with the illegal trade in pangolin specimens, including parts and derivatives, ~~in fighting-tackling it-this trade~~, including through the provision of capacity-building interventions, technical assistance, operational support, funding support, educational interventions, and law enforcement support and cooperation, as may be needed.

DRAFT DECISIONS TO BE CONSIDERED AT CoP17

(changes proposed by the Secretariat to the versions agreed by the Standing Committee at its 66th meeting are shown in strikethrough [deleted text] or underlined [proposed new text])

The Conference of the Parties is invited to adopt the draft decisions as follows:

Directed to the Secretariat

17.A The Secretariat shall:

- a) liaise with the International Consortium on Combating Wildlife Crime (ICWC) partner agencies and regional enforcement networks, such as the Lusaka Agreement Task Force (LATF), the South Asia Wildlife Enforcement Network (SAWEN) and the Association of Southeast Asian Nations' Wildlife Enforcement Network (ASEAN-WEN), and other relevant enforcement networks to convey the concerns expressed in Resolution Conf. 17.XX about the illegal trade in pangolin specimens, including parts and derivatives, and to request them to take these into account when developing work programmes;
- b) Subject to external funding, prepare in cooperation with relevant organisations, and in consultation with range and implicated States, at least two months before the 69th meeting of the Standing Committee (SC69), a report on:
 - i) the national and global conservation status of African and Asian pangolin species;
 - ii) available information about levels of legal and illegal trade, ~~including data from Parties' biennial reports~~;
 - iii) relevant information on enforcement actions taken, including seizures, forensic analysis of seized specimens, arrests, prosecutions and judgments relating to illegal trade in pangolins as well as ~~disposal~~ disposition of seized specimens;
 - iv) ~~inventories~~ inventories of current captive pangolin populations, including breeding data and mortality rates, in zoos, rehabilitation centres and other captive facilities and new developments on captive-breeding activities; and
 - v) new developments regarding specific demand management, education and awareness-raising measures concerning pangolins.

17.B The Secretariat shall distribute the report in draft to range and implicated States for any comments. The final report shall be made available to the Standing Committee at SC69. On the basis of the report and the comments received from the range and implicated States, the Secretariat shall formulate recommendations for consideration at ~~by~~ SC69, as well as draft decisions for consideration by the Standing Committee and the Conference of the Parties, as appropriate.