

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

Eighteenth meeting of the Conference of the Parties  
Colombo (Sri Lanka), 23 May – 3 June 2019

Species-specific matters

Jaguar (*Panthera onca*)

JAGUAR TRADE

1. This document has been submitted by Costa Rica and Mexico.\*

Background

2. The Jaguar (*Panthera onca*) is listed in CITES Appendix I since 1975, and is classified as Near Threatened (NT) under IUCN Red List of Threatened Species; however, updated information suggests that in the near future, the species could qualify as Vulnerable (VU) (Quigley et al. 2018). In a recent assessment de la Torre et al. (2017) found that all of the subpopulations outside of Amazonia were ranked as Endangered or Critically Endangered due to a variety of threats that require immediate conservation action from many fronts, as described ahead.
3. The jaguar historically ranged from the southwestern United States through the Amazon Basin to the Rio Negro in Argentina. However, it has been virtually eliminated from much of the drier northern parts of its range—Arizona and New Mexico in the United States – and extreme northern Sonora State in Mexico as well as northern Brazil, the pampas scrub grasslands of Argentina and throughout Uruguay (Quigley et al. 2018). It has been recently estimated that jaguar range may have decreased by 55% in the last century. Brazil contains more than half of the Amazon basin, the single largest contiguous block of remaining jaguar habitat. Besides large jaguar subpopulations in the Amazon, the Pantanal, and the Chaco, virtually all other jaguar subpopulations are threatened because of human encroaching and high human population density enhancing threats such as habitat loss, direct persecution, human-wildlife conflict, small population size, isolation, and deficient law enforcement (De la Torre et al. 2017).
4. In addition to the pressures cited above, in recent years there has been increasing evidence that illegal trade in jaguar parts in Latin America may be on the rise, which could jeopardize the conservation advances of the past four decades, in addition to potentially driving population declines and local extinctions (Reuter et al. 2018).
5. In 2010, reports began surfacing of jaguars killed in the Guianas, reportedly to satisfy Asian demand of parts for jewellery, meat, and medicinal purposes (Kerman and Felix 2010). From August 2014 to February 2015, eight mail shipments from Santa Cruz and Cochabamba, Bolivia, to destinations in China were intercepted and confiscated by the Bolivian Police of Forestry of Environment (POFOMA) and the Postal Company of Bolivia ECOBOL (Aliaga and Nuñez 2017). The exporter of one of these parcels was a Bolivian citizen; Chinese citizens residing in Bolivia were responsible for the other seven shipments. The packages contained a total of 186 jaguar canines, implying the poaching of at least 93 jaguars.

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\* 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.

6. A recent report conducted by the Wildlife Conservation Society (WCS; Reuter et al, 2018) on the illegal jaguar trade in Mesoamerica, highlights that jaguar trafficking may be increasing in Belize, Honduras, Costa Rica, and Panama, where there is concern that a structured national and international illegal trade may be emerging, with anecdotal though largely unconfirmed claims of potential links to Asian markets. This WCS report shows that jaguars are mainly killed due to conflict with humans including livestock losses, which may create informal local markets for jaguar parts and incentivize increased retaliatory killings and targeted jaguar poaching. Notwithstanding the anecdotal nature of the expert-based information within this report, it provides a perspective on the current situation of jaguar illegal trade and highlights the need to collect more data to fully understand the growing threat posed to this species by illegal trafficking.
7. Indicative of the international's community concern on this grim scenario, and within the framework of the 14th meeting of the Conference of the Parties of CBD (Sharm El-Sheikh; 2018), in an unprecedented global commitment to saving the jaguar, 14 range states joined together to launch the "Jaguar 2030 Conservation Roadmap for the Americas". Furthermore, the United Nations Development Programme (UNDP), World Wildlife Fund (WWF), Wildlife Conservation Society (WCS), Panthera and government representatives also announced the creation of the first-ever International Jaguar Day, to be celebrated annually on November 29th to raise awareness about threats facing the jaguar, conservation efforts ensuring its survival and the role of the jaguar as keystone species of healthy ecosystems.

### Recommendations

8. Bearing in mind that CITES Parties and the wider CITES community can significantly contribute in monitoring the trafficking in jaguar specimens and analyse the implications of this illegal trade on the conservation of populations of jaguar in the wild.
9. The Conference of the Parties is invited to consider and adopt the draft Decisions on illegal trade in jaguars (*Panthera onca*) included in Annex 1 to this document, in order to: assess the scale of the risk as well as to ascertain the key points for source and demand in the trade chain, through an externally-funded study; and, in close collaboration with Parties, relevant stakeholders, the Animals Committee and the Standing Committee, to develop recommendations to take immediate action in tackling jaguar's illegal trade throughout its range.

### COMMENTS OF THE SECRETARIAT

- A. Two documents on the jaguar (*Panthera onca*), were submitted for the present meeting. These are documents CoP18 Doc. 77.1 on *Jaguar trade* submitted by Costa Rica and Mexico, and CoP18 Doc. 77.2 on *Illegal trade in jaguar* submitted by Peru. The Secretariat comments below apply to both documents.
- B. The Secretariat notes that the documents partly overlap. For example, an externally funded study on illegal trade in jaguars is proposed in both draft decision 18.AA in Annex 1 to document CoP18 Doc. 77.1, and in paragraph 2 b) of the proposed draft resolution on *Conservation and control of trade in jaguars (Panthera onca)* in Annex 1 to document CoP18 Doc. 77.2. To facilitate discussions at the present meeting, the submitting Parties may wish to consider merging the two documents taking into consideration the comments of the Secretariat. An agreed consolidated version in the form of an in-session document could be presented for consideration by the Conference of the Parties at the beginning of the meeting of the Conference of the Parties.
- C. The Secretariat supports, in principle, the draft decisions in Annex 1 to document CoP18 Doc. 77.1, however, it recommends that they be amended as proposed in paragraph G for the reasons specified below in paragraph F i) to iii).
- D. Regarding the draft resolution proposed in Annex 1 to document CoP18 Doc. 77.2, the Secretariat considers that this is premature, and that it would be more appropriate to first conduct a study on illegal trade in jaguars. The Secretariat notes that information currently available suggests that multiple threats might be affecting jaguar populations, and that there is scarce reliable data currently available on illegal trade. The Secretariat elaborates on the matter of demand for big cat specimens in Asia that might be contributing to an escalation of illegal trade in South American big cat species, such as *Panthera onca*, in paragraphs 47 and 48 of document CoP18 Doc. 71.1 on *Asian big cats (Felidae spp.)*. The Secretariat considers that it is important to gain a better understanding of the matter before consideration is given to a resolution. The Secretariat

further notes that paragraph 2 e) i) of Resolution Conf. 4.6 (Rev. CoP17) on *Submission of draft resolutions, draft decisions and other documents for meetings of the Conference of the Parties*, recommends that draft resolutions do not include instructions or requests to committees, working groups or the Secretariat, unless they are part of a long-term procedure. Paragraph 2 e) iii) of Resolution Conf. 4.6 (Rev. CoP17) further recommends that draft resolutions not include recommendations (or other forms of decision) that will be implemented soon after their adoption and will then be obsolete. Several provisions contained in the draft resolution proposed in Annex 1 to document CoP18 Doc. 77.2, such as those in paragraph 2 for example, would seem to be more suitable to address thorough short-term activities such as those proposed by the draft decisions presented in paragraph G below. Further, paragraph 5 of Resolution Conf. 4.6 (Rev. CoP17) states that any draft resolutions or decisions submitted for consideration at a meeting of the Conference of the Parties which have budgetary and workload implications for the Secretariat or permanent committees, must contain or be accompanied by a budget for the work involved and an indication of the source of funding. The tasks outlined in paragraph 2 of the draft resolution will have both budgetary and workload implications, and the Secretariat notes that document CoP18 Doc. 77.2 does not include any tentative budget or source of funding for the implementation of the proposed draft resolution. Due to these reasons, the Secretariat does not support the adoption of the draft resolution proposed in Annex 1 to document CoP18 Doc. 77.2.

- E. The Secretariat commends the 2018 launch of the *Jaguar 2030 Conservation Roadmap for the Americas*, involving 14 jaguar range States, aiming to strengthen the Jaguar corridor, ranging from Mexico to Argentina, through securing 30 priority jaguar conservation landscapes by the year 2030. Considering that loss of habitat, a reduction of natural prey and human-wildlife conflict are all known matters that have significant negative impacts on jaguar populations, this undertaking seems essential. Further, considering that there might be a link between demand for big cat specimens in Asia and illegal trade in South American big cat species, the Secretariat believes that this matter can also be addressed through the activities to be conducted by the Big Cat Task Force, as proposed in document CoP18 Doc.76.1 on African lion (*Panthera leo*).
- F. As noted in paragraph C above, the Secretariat supports, in principle, the draft decisions in Annex 1 to document CoP18 Doc. 77.1, but recommends that they be amended for the reasons specified below:
- i) Draft decision 18.AA, paragraph a), sub-paragraph vi), in Annex 1 to document CoP18 Doc. 77.1, proposes the development of “a standardized database on georeferenced jaguar poaching/illegal trade cases to aid identification of trade routes and trend analysis”. The Secretariat considers that the management and analyses of data collected through the annual illegal trade reports submitted by Parties in accordance with paragraph 3 in Resolution Conf. 11.17 (Rev CoP17) on *National reports*, and the activities anticipated by paragraph 4 in the Resolution, would address this matter. Therefore, the Secretariat does not support the adoption of draft decision 18.AA, paragraph a) vi).
  - ii) Regarding draft decision 18.AA, paragraph d), in Annex 1 to document CoP18 Doc. 77.1, on seeking “external funding to support the study, as appropriate”. The Secretariat considers that draft decision 18.CC proposed in Annex 2 to document CoP18 Doc. 7.5 on *Access to funding, including GEF funding*, sufficiently addresses this matter. The Secretariat believes, therefore, that draft decision 18.AA, paragraph d), is not needed.
  - iii) Draft decision 18.AA proposes a study of illegal trade in jaguars, and the Secretariat suggests that it would be more appropriate for the Standing Committee to consider the findings of the study first. If needed, the Standing Committee can request the Animals Committee to consider specific matters identified. In the light of this, the Secretariat considers that draft decision 18.CC directed to the Animals Committee is not needed. The Secretariat will explore the most appropriate way to conduct the study.
- G. In light of the above, the Secretariat proposes that the Conference of the Parties adopt the draft decisions in Annex 1 to document CoP18 Doc. 77.1, as amended below (text to be deleted is in ~~strike through~~; proposed new text is underlined):

#### **18.AA Directed to the Secretariat**

The Secretariat shall:

- a) subject to the availability of external funding, ~~contract a consultancy to undertake~~ commission the following study on illegal trade in jaguars (*Panthera onca*) to:

- i) map the illegal trade in jaguar throughout its range, including poaching, trade pathways and networks, and main markets that are driving this trade;
- ii) analyse the ~~extent and~~ uses of jaguar specimens both within range Sstates, as well as in international markets; and
- ~~iii) analyse the extent to which extent illegally-sourced jaguar products are entering international trade;~~
- ~~iiiv) analyse the modus operandi associated with illegal trade in jaguar specimens and possible mechanisms of the supply chain, as well as drivers of the this illegal trade; and~~
- iv) characterize the overall impact of the illegal trade on jaguar populations throughout its range;
- ~~vi) develop a standardized database on georeferenced jaguar poaching/illegal trade cases to aid identification of trade routes and trend analysis; and~~
- ~~bvii) based on present the findings ~~above~~ of the study referred to in Decision 18.AA, paragraph a), to the Standing Committee together with ~~develop any recommendations it may have for Parties and relevant stakeholders to tackle the illegal trade of jaguar, including synergies with other organizations such as the United Nations Development Programme (UNDP); and~~~~
- bc) issue a Notification seeking input from Parties, in particular exporting, re-exporting and importing countries affected by illegal trade in jaguar (*Panthera onca*) specimens, and relevant stakeholders to provide information to the Secretariat ~~to share with the consultant for the purposes of completing the study outlined under in Decision 18.AA, paragraph a) above.~~
- ~~c) report on progress with the implementation of this Decision to the Animals Committee and the Standing Committee, as appropriate; and~~
- ~~d) seek external funding to support the study, as appropriate.~~

**18.BB *Directed to Parties, especially those that are range States of jaguars (*Panthera onca*), and relevant stakeholders***

Parties, especially those that are range States for jaguar (*Panthera onca*) and relevant stakeholders, are encouraged to collaborate by ~~along the following lines:~~

- a) supporting the work of the ~~consultancy~~ referred to under paragraph a) of Decision 18.AA, ~~including seeking external funding;~~
- b) responding to the Notification as described in paragraph bc) of Decision 18.AA;
- c) raising awareness on jaguar importance, status and threats, including illegal trade of jaguar specimens; and
- d) strengthening capacity building and information exchange regarding jaguar conservation, legal and illegal trade.

**~~18.CC *Directed to the Animals Committee*~~**

~~The Animals Committee shall:~~

- ~~a) consider the progress reported by the Secretariat and make recommendations regarding the study referred to under Decision 18.AA; and~~
- ~~b) make recommendations to the Standing Committee and the 19th meeting of the Conference of the Parties, as appropriate.~~

**18.DD CC *Directed to the Standing Committee***

The Standing Committee shall: ~~a) consider the findings of the study referred to in any report prepared in response to Decision 18.AA, and the report and recommendations of the Secretariat by range States and the Animals Committee in accordance with Decisions 18.BB and 18.CC, and make formulate recommendations as appropriate including to the 19th meeting of the Conference of the Parties.~~

- H. The implementation of draft decision 18.AA is subject to the provision of external funds, and does not require core funds. The authors of document CoP18 Doc. 77.1 propose a budget of USD 80,000 for the study proposed in draft decision 18.AA. The cost implications for the implementation of draft decision 18.AA, as amended in paragraph G, are estimated by the Secretariat to be USD 40,000. Supervision of the work will require some time from the Secretariat, but it can be accommodated within its regular work programme. The tasks allocated to the Standing Committee in draft decision 18.CC do not have any budgetary implications and the activities can be accommodated within the regular work programme of the Committee.

## References

- De La Torre, J.A., J. González-Maya, H. Zarza, G. Ceballos, and R.A. Medellín. 2017. "The Jaguar's Spots Are Darker than They Appear: Assessing the Global Conservation Status of the Jaguar *Panthera onca*." *Fauna & Flora International*. <https://doi.org/10.1017/S0030605316001046>.
- Kerman, Irvin, and Marie-louise Felix. 2010. "Exploitation of the Jaguar, *Panthera onca* and Other Large Forest Cats in Suriname. Commissioned by WWF Guianas under its Wildlife Management Conservation.
- Núñez, A., and E. Aliaga-Rosell. 2017. Jaguar fangs trafficking by Chinese in Bolivia. *CATnews*. "N° 65:51-52.
- Reuter, Adrian, Leonardo Maffei, John Polisar, and Jeremy Radachowsky. 2018. "Jaguar Hunting and Trafficking in Mesoamerica, recent observations." WCS.
- Quigley, H., Foster, R., Petracca, L., Payan, E., Salom, R. & Harmsen, B. 2017. *Panthera onca* (errata version published in 2018). The IUCN Red List of Threatened Species 2017: e.T15953A123791436. <http://dx.doi.org/10.2305/IUCN.UK.2017-3.RLTS.T15953A50658693.en>. Downloaded on 05 December 2018.

DRAFT DECISIONS ON ILLEGAL TRADE IN JAGUARS (*PANTHERA ONCA*)

18.AA ***Directed to the Secretariat***

The Secretariat shall:

- a) subject to the availability of external funding, contract a consultancy to undertake the following study on illegal trade in jaguars (*Panthera onca*):
  - i) map the illegal trade in jaguar throughout its range, including poaching, trade pathways and networks, and main markets that are driving this trade;
  - ii) analyse the extent and uses of jaguar specimens both within range states, as well as in international markets;
  - iii) analyse the extent to which illegally-sourced jaguar products are entering international trade;
  - iv) analyse the mechanisms of the supply chain, as well as drivers of the trade;
  - v) characterize the overall impact of the illegal trade on jaguar populations throughout its range;
  - vi) develop a standardized database on georeferenced jaguar poaching/illegal trade cases to aid identification of trade routes and trend analysis; and
  - vii) based on the findings above, develop recommendations for Parties and relevant stakeholders to tackle the illegal trade of jaguar, including synergies with other organizations such as the United Nations Development Programme (UNDP);
- b) issue a Notification seeking input from Parties, in particular exporting, re-exporting and importing countries, and relevant stakeholders to provide information to the Secretariat to share with the consultant for the purposes of completing the study outlined under a) above;
- c) report on progress with the implementation of this Decision to the Animals Committee and the Standing Committee, as appropriate; and
- d) seek external funding to support the study, as appropriate.

18.BB ***Directed Parties, especially those that are range States of jaguars (Panthera onca), and relevant stakeholders***

Parties, especially those that are range States for Jaguar (*Panthera onca*) and relevant stakeholders, are encouraged to collaborate along the following lines:

- a) support the work of the consultancy referred to under paragraph a) of Decision 18.AA, including seeking external funding;
- b) respond to the Notification as described in paragraph b) of Decision 18.AA;
- c) raise awareness on jaguar importance, status and threats, including illegal trade of jaguar specimens; and
- d) strengthen capacity building and information exchange regarding jaguar conservation, legal and illegal trade.

18.CC ***Directed to the Animals Committee***

The Animals Committee shall:

- a) consider the progress reported by the Secretariat and make recommendations regarding the study referred to under Decision 18.AA; and
- b) make recommendations to the Standing Committee and the 19th meeting of the Conference of the Parties, as appropriate.

18.DD ***Directed to the Standing Committee***

The Standing Committee shall:

- a) consider any report prepared in response to Decision 18.AA, and by range States and the Animals Committee in accordance with Decisions 18.BB and 18.CC, and formulate recommendations as appropriate.



TENTATIVE BUDGET AND SOURCE OF FUNDING  
FOR THE IMPLEMENTATION OF DRAFT RESOLUTIONS OR DECISIONS

According to Resolution Conf. 4.6 (Rev. CoP16) on *Submission of draft resolutions, draft decisions and other documents for meetings of the Conference of the Parties*, the Conference of the Parties decided that any draft resolutions or decisions submitted for consideration at a meeting of the Conference of the Parties that have budgetary and workload implications for the Secretariat or permanent committees must contain or be accompanied by a budget for the work involved and an indication of the source of funding.

The authors of this document propose a tentative budget of \$80,000 USD for this study, and source of funding.