

56th Meeting of the Standing Committee

Bonn, Germany, 25 – 27 March 2025

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CMS JAGUAR INITIATIVE

(As Prepared by the Secretariat)

Summary:

This document reports on the implementation of Resolution 14.14 *CMS Jaguar Initiative* and Decisions 14.173 – 14.178 *CMS Jaguar Initiative*. Furthermore, it seeks to provide clarification on the cooperative work on jaguar between CMS and CITES laying out suggestions for aligning CITES and CMS mandates and avoiding overlap.

CMS JAGUAR INITIATIVE

Background

1. Jaguars are among the most iconic mammal species in Latin America, with an historic range that extends from the Southwestern USA all the way to Argentina. Currently, 18 countries are considered Range States of the Jaguar. The conservation of the Jaguar is extremely important to all Range States as well as former Range States, such as Uruguay, which is highly engaged in CMS discussions on Jaguar.
2. Jaguars face many threats. The greatest threats, according to the [listing proposal](#) submitted by six Range States (Costa Rica, Argentina, Bolivia, Paraguay, Peru, Uruguay) to CMS COP in 2020, are habitat destruction, fragmentation and loss of connected habitat and migratory corridors, and poaching. Addressing these threats goes beyond the objectives of one Convention. Given the respective mandates of CMS and CITES, cooperation is essential.
3. The joint [work programme](#) of the Secretariats of CITES and CMS, which was approved by the Standing Committees of both Conventions in 2021, specifically includes cooperation on the Jaguar (B10. “*Collaborate on the conservation of jaguar, taking into account existing mandates, and ongoing efforts and initiatives in the region*”). The need for cooperation was also agreed by CITES Parties through [Decision 19.111](#) and by CMS Parties through [Resolution 14.14](#) (para. 3.) and [Decision 14.178](#).
4. An informal mapping exercise and interviews with Range States in 2021 ([UNEP/CMS/COP14/Inf.29.6.1](#)) helped to capture the numerous ongoing activities to conserve the Jaguar. Among those are the activities of the Jaguar 2030 Roadmap Coordination Committee, including UNDP, UNEP, Panthera, WWF, WCS and others, as well as a number of GEF projects benefiting Jaguar conservation, as well as an important range of activities carried out at the national level through local NGOs. All of these entities have been engaged in the discussions on Jaguar taking place at CMS and CITES meetings.
5. Cooperation is also essential in order to avoid duplication of work by the two Conventions. This was made clear at the Range State meeting in Brazil, where participants highlighted the need to avoid duplication and strengthen the means to ensure the synergistic implementation of international commitments related to the Jaguar ([SC77, Doc.43, para 9](#)).

2023 Range State Meeting in Brazil

6. A meeting was hosted by Brazil in September 2023 in accordance with CITES [Decision 19.111](#), which directs the CITES Secretariat, in cooperation with the CMS Secretariat, to convene a Range State meeting to 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 and to 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.

7. Within separate sessions, the meeting discussed: 1) the collaboration, integration and alignment of actions; 2) a long-term system for monitoring illegal killing, illegal trade and conservation of jaguars; 3) an intergovernmental platform (and action plan or working programme); 4) criteria for the selection of landscapes; and 5) sustainable financial mechanisms ([SC77 Doc. 43](#)).
8. With regards to the intergovernmental platform “aimed to support jaguar conservation and combating the poaching and illegal trade in jaguars through a continental action plan” ([CITES Decision 19.111\(c\)\(ii\)](#)), Costa Rica introduced the proposal of a CITES-CMS ‘Jaguar Initiative’, which together with Argentina, Brazil, Ecuador, Panama, Peru and Paraguay it had submitted as a draft Resolution to CMS COP14 ([UNEP/CMS/COP14/Doc.29.6.2/Rev.1](#), now adopted as [Resolution 14.14 CMS Jaguar Initiative](#)). It is intended to provide a governance framework for the work of the two Conventions on the Jaguar, similar to the Joint CITES-CMS African Carnivores Initiative, under which a comprehensive approach for the conservation of the Jaguar can take place. As part of this proposal, just like in the Joint CITES-CMS African Carnivores Initiative, a joint working programme is to provide the conservation measures to be implemented by the Range States (with the support of partners, such as the Jaguar 2030 Roadmap Coordination Committee and local NGOs). The term ‘intergovernmental platform’ had been used in the CITES Decision to accommodate discussions on a governance framework that would include deliberations on this Initiative.
9. At the Brazil meeting, Colombia and Mexico raised concerns with regards to accepting the ‘CMS Jaguar Initiative’ as *the* Intergovernmental Platform as they are not Parties to CMS and would, therefore, not be able to commit to implementing CMS obligations. At the same time, they recognized the importance for all Range States to work together in the long-term. Therefore, the meeting agreed to develop a CITES-CMS Joint Working Programme for range-wide cooperation which would be approved by the Standing Committees of CITES and CMS. The development of this Joint Working Programme was included in the recommendations of the CITES SC77 and AC33 and draft Terms of Reference (ToRs) for the CITES consultancy, which was to be commissioned to prepare all the outcomes from the Brazil meeting ([CITES SC77 SR – p. 81, bullet d](#)) and AC33 ([AC33 SR](#)).
10. The proposal of considering the CMS Jaguar Initiative as an option for the intergovernmental platform, was also included in the ToRs for the CITES consultancy (see para c) of [SC77 SR – p. 82](#)).

CMS 14th Meeting of the Conference of the Parties

11. The 14th Meeting of the Conference of the Parties (COP14) adopted Resolution 14.14, by which it established the *CMS Jaguar Initiative* as the framework to foster coordination and cooperation between all CMS Jaguar Range States, in order to enable joint action for conservation of the species and its habitat. Through the same Resolution it agreed that the Initiative shall be implemented through a Programme of Work considering concrete actions framed by clear objectives and quantifiable goals.

12. Decisions 14.173 – 14.178 provide further details on how the Programme of Work should be developed.

Decision 14.178 directs the Secretariat, subject to funding availability, to:

- a) *prepare, in close collaboration with the CITES Secretariat and the 2030 Jaguar Roadmap's Coordination Committee, along with the Jaguar Range State Parties, and other relevant actors, a draft Joint CITES-CMS Programme of Work, aligned with the 2030 Jaguar Roadmap and all National Jaguar Action Plans;*

Decision 14.176 directs the Standing Committee to:

- a) *review and approve the Joint CITES-CMS Programme of Work submitted by the Secretariat; and*
- b) *report to the Conference of the Parties at its 15th meeting on progress toward implementing this Decision.*

With the adoption of the above decisions, the COP responded to the call of Range States at the Brazil meeting to develop a Joint Working Programme, although in the CMS context it was called 'Joint CITES-CMS Programme of Work'.

Implementation of CMS and CITES mandates

13. In May 2024, the CITES Secretariat informed the CMS Secretariat that funding was made available by the Government of Switzerland for a consultant to implement the CITES SC77 recommendations mentioned above. The CITES and CMS Secretariats subsequently cooperated in drafting Terms of Reference for that consultancy, as set out in CITES Document [AC33 Doc. 37](#) and submitted them to the 33rd meeting of the CITES Animals Committee (AC33).
14. In the meantime, the Government of Germany provided funds for the development of the Joint Working Programme, which was requested by the Range States at the Brazil meeting and recommended by both the CITES Standing and Animals Committee as well as CMS COP14. The Secretariats of CMS and CITES agreed that CMS would use the German funds to prepare the Joint Working Programme and therefore removed it from the ToRs of the CITES consultancy.
15. Commissioned by the CMS Secretariat, a first draft Joint Working Programme has been developed, addressing the five thematic and seven working areas identified by the Brazil meeting. In accordance with CMS Decisions 14.178(a) and the CITES Standing Committee recommendations the draft will be consulted with the Jaguar Range States, the Jaguar 2030 Roadmap Coordination Committee, the CBD Secretariat and other relevant actors, prior to being submitted to the CMS and CITES Standing Committees for approval and review. Consultations with Range States have been held off due to the wishes of the CITES Secretariat and the confusion about terminologies.
16. The CITES Secretariat included the draft Joint Working Programme in [Annex 3 of CITES SC78 Doc.44.2](#), inviting the Committee to “advise if the draft “Programme of Work for a range-wide Jaguar initiative” contained in Annex 3 to the present document could serve as a building block for the development of an Intergovernmental Platform foreseen by the CoP19 Decisions”.
17. The timing of the consultations with the various stakeholders on the draft Joint Working Programme will depend on the clarification of overlaps and duplication of efforts at the 78th Meeting of the CITES Standing Committee, taking place from 3-8 February 2025.

Challenges and confusion

18. *Terminology*: Multiple similar terms have been used in CITES documents, perpetuating confusion about the products to be created, by whom, and their intended purpose. While CITES Decision 19.111 calls for the development of a “continental action plan under an intergovernmental platform”, CITES SC77 recommended the development of a “working programme under the intergovernmental platform.” In addition to the working programme under the intergovernmental platform, CITES SC77 recommended the development of a Joint CITES-CMS Working Programme (see paragraph 9 above) and delegated the development of a continental action plan to its Intersessional Working Group on Jaguar ([para. 23 SC77 Doc. 43](#)).
19. *Scope of Joint CITES-CMS Working Programme*: While the CMS Secretariat in alignment with the mandates of CMS COP14 considers the Joint CITES-CMS Programme of Work to be a programme for the Range States to provide the conservation measures implemented under the intergovernmental platform, a separate working programme was requested for the intergovernmental platform by CITES bodies.

Suggestions for aligning CITES and CMS mandates and avoiding overlap

20. Given the Parties’ call for cooperation, as well as the desire of Range States to avoid duplication and, given the urgent need for an agreed range-wide approach to set priorities, enable fundraising and implement conservation measures on the ground, the CMS Secretariat suggests the following:
 - The “Joint CITES-CMS Working Programme” should be considered the “Working Programme of the Intergovernmental Platform”.
 - The CMS Jaguar Initiative established by CMS COP14 with the aim of serving as a joint CITES-CMS Initiative, should be agreed to constitute the ‘Intergovernmental Platform’. This platform could work similarly to the Joint CITES-CMS African Carnivores Initiative, which was established by Resolution under CMS (Resolution 13.4) and has a joint programme of work for CMS and CITES Parties, approved by both Conventions’ Standing Committees.
 - Include the recommendations arising from the CITES SC Intersessional Working Group on Jaguar into the Joint Working Programme instead of developing a separate Continental Action Plan. Develop a CITES Resolution on Jaguars, as recommended by the IWG, to establish the Joint CITES-CMS Jaguar Initiative under CITES COP.

Recommended actions

21. The Standing Committee is invited to discuss the recommendations of this report taking into consideration the outcomes of the CITES Standing Committee with a few to make further relevant recommendations.