

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

CONSERVATION OF VICUÑA (*VICUGNA VICUGNA*) AND TRADE
IN ITS FIBRE AND PRODUCTS

1. This document has been submitted by Argentina.*
2. This document was prepared and agreed under the Convention for the Conservation and Management of Vicuña, and is submitted by the Argentine Republic, a signatory to the Convention for the Conservation and Management of Vicuña.
3. The document was drafted taking into account the concepts expressed in CITES Resolution Conf. 11.3 (Rev. CoP17) on Compliance and enforcement, and Resolution 389/2017 of the XXXIII Ordinary Meeting of the Vicuña Convention.
4. Also, in recent years, there have been several cases of illegal trade in vicuña fibre and garments made from vicuña fibre in the countries of origin and in importing countries, apparently as a result of incorrect or inadequate application of the Convention by CITES Management Authorities in the exporting, re-exporting, and importing countries, basically with regard to monitoring, appropriate control of CITES documents issued, and traceability of specimens covered by such documents.
5. Bearing in mind that the Preamble to the CITES Convention recognizes that peoples and States are and should be the best protectors of their own wild fauna and flora, and, in addition, that international co-operation is essential for the protection of certain species of wild fauna and flora against over-exploitation through international trade;
6. Also bearing in mind the establishment of the International Consortium on Combating Wildlife Crime (ICWC), Resolution Conf. 11.3 (Rev. CoP17), and the resolution on Crime prevention and criminal justice responses against Illicit trafficking in endangered species of wild fauna and flora adopted by the United Nations Economic and Social Council in 2011, which expressed its concern about the involvement of organized criminal groups in the illicit trafficking in endangered species of wild fauna and flora, recognized the efforts of the ICWC, urged the Member States of the United Nations to strengthen international, regional and bilateral cooperation, and invited them to consider making illicit trafficking in CITES-listed species a serious crime.
7. We admit with concern the existence of illegal trade in vicuña fibre and garments made with vicuña fibre, possibly the most important project to date relating to the sustainable use of a CITES-listed species; the Convention for the Conservation and Management of Vicuña has repeatedly expressed its concern regarding this illegal trade that seriously compromises the success of pioneer management programmes in South America and the rest of the world.

* *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.*

8. At its last meeting, held in August 2017, in Cusco, the Republic of Peru, it was decided to establish a much more effective synergy with CITES, and to that end, the attached draft resolution will be submitted at the 18th meeting of the Conference of the Parties for consideration and approval by the Parties; otherwise, if the current situation persists, the illegal trade of specimens (fibre and products) of the species *Vicugna vicugna* will greatly harm this important wild resource, seriously undermine the effectiveness of management programmes for the species, affect legal, sustainable trade, and also impinge on the high Andean communities in the five (5) countries in South America where the species occurs (the Argentine Republic, the Plurinational State of Bolivia, the Republic of Chile, the Republic of Ecuador, and the Republic of Peru).

COMMENTS OF THE SECRETARIAT

- A. In principle, the Secretariat supports the adoption of the draft resolution, which aims at establishing more effective synergies between CITES and the Convention for the Conservation and Management of Vicuña to regulate and control the trade in vicuna fibre and prevent its illegal trade. However, the Secretariat would like to suggest some editorial amendments to make it more precise, including the merging of a number of paragraphs in the preamble and the reorganization of the paragraphs under the 'URGES' section. The draft resolution as amended by the Secretariat can be found in Annex 2 to the present document. New text is underlined, deleted text is indicated by ~~strike-through~~. Text moved from one place to another in the draft resolution is indicated by double underline and ~~double strike-through~~.

DRAFT RESOLUTION OF THE CONFERENCE OF THE PARTIES

Conservation of vicuña (*Vicugna vicugna*) and trade in its fibre and products

AWARE of the importance of the vicuña as a successful example of recovering a species on the brink of extinction through the efforts and commitment of its range States;

ACKNOWLEDGING the importance of sustainable use of vicuña, based on the shearing of live animals, for high Andean communities in the range States, and the economic and cultural value of the species for those communities;

RECALLING that vicuña populations have been gradually included in Appendix II since 1987, and that currently all populations of Peru, all populations of the Plurinational State of Bolivia, the population of the First Region of Chile, the populations of Jujuy, Catamarca, and captive populations in the provinces of Jujuy, Salta, Catamarca, La Rioja, and San Juan de Argentina, and the whole population of Ecuador, are listed in Appendix II;

CONCERNED that vicuña poaching remains a potential threat to populations of the species in several signatory countries, as can be seen from items in the local press and also from the specific report made by the South American Camelid Specialist Group of the International Union for Conservation of Nature/Species Survival Commission (IUCN SSC GECS);

COMMENDING, at the same time, the measures adopted and the efforts deployed by range States and by non-range States to control and reduce vicuña poaching and the illegal trade of vicuña fibre obtained from dead animals;

ALSO RECALLING that the Seventeenth meeting of the Conference of the Parties, Johannesburg (South Africa), 24 September – 5 October 2016, adopted important decisions concerning the need to effectively engage rural communities (see Decisions 17.28 to 17.30), which would apply to communities managing vicuña, the livelihoods of such communities (see Decisions 17.36 to 17.40), and their food security (see Decisions 17.41 to 17.43), establishing the need to cooperate with these communities with regard to their participation in CITES matters, and technical and financial support;

RECOGNIZING that illegal trade in vicuña fibre is an obstacle to effective enforcement of the law on a global scale, and reaches far beyond range States and traditional consumer countries;

FURTHER RECALLING Resolutions Conf. 11.6 and Conf. 11.6 (Rev. CoP13), adopted by the Conference of the Parties at their eighth, eleventh, and thirteenth meetings respectively, and the relevant decisions adopted by the Conference of the Parties concerning the trade in vicuña fibre and its products;

RECALLING that at the XXXII Ordinary Meeting of the Vicuña Convention (Antofagasta, Republic of Chile, 22–25 September 2015), and the XXXIII Ordinary Meeting of the Vicuña Convention (Cusco, Republic of Peru, 23–25 August 2017), through Resolutions 367/2015 and 389/2017 respectively, concerns were again raised "regarding the alarming surge in vicuña poaching throughout its range in each of the countries, including geographically isolated populations in Chile, which is affecting relict populations with a marginal distribution and making them more vulnerable";

ALSO RECALLING that this issue had been raised previously at the XVII Technical Meeting of the Vicuña Convention that took place on 23 July 2014 in Nuestra Señora de La Paz, Bolivia, where the only item on the agenda was the strong upsurge in vicuña poaching, and the Technical-Administrative Commission of the Vicuña Convention concluded that "It is imperative that we work in coordination with CITES Authorities in the countries that buy vicuña fibre to enable us to verify its traceability and destination"; "it is essential that countries that are Parties to the Convention coordinate and share information on the application of the respective punitive regime (criminal and procedural actions)"; and "a critical review is needed to determine compliance with previous agreements and documents adopted at the technical meetings on poaching and illegal trade of vicuña such as the Minutes of meetings held from 2004 to date";

FURTHER RECALLING that, in accordance with Resolution 371/2015, the signatory countries held the XIX Technical Meeting (Cusco, 22 August 2017) in order to seriously discuss a number of issues, including marketing processes, added value, traceability, difficulties faced in negotiation processes relating to vicuña fibre, and the use of the marks *Vicuña [Country of origin]* and *Vicuña [Country of origin] – Artesanía*, together with CITES Authorities from the five signatory countries and some of the major importing countries;

AWARE that the traceability of vicuña fibre is not satisfactory because throughout the chain of successive re-exports it is turned into fabric and manufactured products, with varying percentages of vicuña fibre content and different forms of identification – in some cases, even losing the identification of its country of origin;

RECOGNIZING the need to rely on the support of the Parties and international cooperation to provide assistance to the five range States and protect vicuña populations, their habitat, and the high Andean communities that benefit from the sustainable use of this important, emblematic species;

THE CONFERENCE OF THE PARTIES TO THE CONVENTION

1. URGES:

- a) All Parties trading in vicuña fibre to identify and record existing volumes (stock) in order to ensure appropriate management and control so as to prevent illegal trade;
- b) All Parties to adopt and apply relevant legislation and extensive controls to ensure effective application of the law, including restrictions and penalties on domestic trade in order to reduce the illegal trade in vicuña fibre;
- c) Vicuña range States to review their legislation and administrative procedures with regard to species management to ensure that effective control and management measures are in place;
- d) Range States to be vigilant in their controls, including the prevention of poaching and illegal offtake, early detection of potential offenders, and the application of appropriate penalties as effective deterrents;
- e) Vicuña range States and importing countries to increase cooperation on enforcement matters through existing mechanisms for the enforcement of international, regional, and national laws;
- f) Re-exporting/importing States, as a matter of priority, to implement strategies aimed at eliminating the use of illegal vicuña fibre by promoting incentives that encourage all groups of users and industries to collaborate to enable these States to submit a report to the CITES Secretariat on progress achieved;
- g) Vicuña range States to strengthen and foster research, capacity-building, and data recording and analysis in order to improve trade control and management of the species;
- h) Vicuña range States to guarantee the sustainable management of populations listed in Appendix II, and to ensure that trade in vicuña fibre and manufactured products benefits the high Andean communities;
- i) All Parties to adopt measures to reduce poaching and illegal trade of vicuña, and to cooperate, where appropriate, with relevant authorities, including Interpol;
- j) All Parties to guarantee the use of labelling on products derived from vicuña fibre sheared from live animals; and
- k) Intergovernmental organizations, relevant government agencies, and non-governmental organizations to cooperate in implementing vicuña conservation activities, particularly initiatives to prevent vicuña poaching, ascertain the conservation status of the species, and address illegal trade in vicuña fibre.

2. INSTRUCTS the Secretariat to:
 - a) provide assistance to Range states in implementing national and regional conservation plans that include measures intended to promote sustainable management of the species and eradicate illegal trade; and
 - b) subject to the availability of external funding, the Secretariat will assist range States of *Vicugna vicugna* in the application of the provisions of this Resolution;
3. URGES vicuña range States, re-exporting/importing States, other Parties and stakeholders to cooperate in compiling data on illegal trade in vicuña to report to the Secretariat;
4. CALLS UPON all governments, intergovernmental organizations, relevant international agencies, and non-governmental organizations to provide funding for the implementation of conservation activities for this species, particularly activities aimed at preventing vicuña poaching and eradicating the illegal trade of vicuña fibre, and to cooperate with the Convention for the Conservation and Management of Vicuña to enable it to provide information to the CITES Secretariat prior to each meeting of the Conference of the Parties;
5. URGES all vicuña range States and main importing countries of vicuña fibre and garments to organize effective and compelling training and awareness-raising campaigns and seminars to put an end to the illegal trade in the species;
6. URGES the constructive engagement of all Parties to the Convention, and synergy with the Convention for the Conservation and Management of Vicuña and the IUCN/SSC South American Camelid Specialist Group in order to achieve the objectives of this resolution.

DRAFT RESOLUTION OF THE CONFERENCE OF THE PARTIES
AS AMENDED BY THE SECRETARIAT

Conservation of vicuña (*Vicugna vicugna*) and trade in its fibre and products

AWARE of the importance of the vicuña as a successful example of recovering a species on the brink of extinction through the coordinated efforts and commitment of its range States, the high Andean communities and international cooperation;

ACKNOWLEDGING the importance of sustainable use of vicuña, based on the shearing of live animals, for high Andean communities in the range States, and the economic and cultural value of the species for those communities;

RECOGNIZING the legal framework provided by and the important role of the Convention for the conservation and management of the vicuña as the regional mechanism for regulating the sustainable use of the species, and, in this regard, WELCOMING the relevant decisions adopted regarding common policies among range States to manage the vicuña populations, including the use of marks and traceability systems, as well as the prevention and combatting of poaching and the related illegal trade in vicuña fibre;

RECALLING that vicuña populations have been gradually ~~included~~ transferred from Appendix I to in Appendix II since 1987, and that currently all populations of Peru, all populations of the Plurinational State of Bolivia, the population of the First Region of Chile, the populations of Jujuy, Catamarca, and captive populations in the provinces of Jujuy, Salta, Catamarca, La Rioja, and San Juan de Argentina, and the whole population of Ecuador, are listed in Appendix II;

EXPRESSING SERIOUS CONCERN over the levels of ~~“CONCERNED that~~ vicuña poaching ~~remains as a~~ potential threat to populations of the species in several signatory countries and RECOGNIZING that illegal trade in vicuña fibre is an obstacle to effective enforcement of the law the conservation and sustainable use of vicuñas on a global scale, and reaches beyond range States and traditional consumer countries;

~~as can be seen from items in the local press and also from the specific report made by the South American Camelid Specialist Group of the International Union for Conservation of Nature/Species Survival Commission (IUCN-SSC-GECS);”~~

COMMENDING, at the same time, the measures adopted, and the efforts deployed by range States and by non-range States to control and reduce vicuña poaching and the illegal trade of vicuña fibre obtained from dead animals;

ALSO RECALLING ~~that the Seventeenth meeting of the Conference of the Parties, Johannesburg (South Africa), 24 September – 5 October 2016, adopted important decisions~~ Resolution Conf. 16.6 (Rev. CoP17) on CITES and livelihoods concerning the need to effectively empower and engage rural communities ~~(see Decisions 17.28 to 17.30), which would apply to communities managing vicuña populations, maximizing the livelihoods of such communities (see Decisions 17.36 to 17.40), and their food security (see Decisions 17.44 to 17.43), establishing the need to cooperate with these communities with regard to their participation in CITES matters, and technical and financial support;~~

~~RECOGNIZING that illegal trade in vicuña fibre is an obstacle to effective enforcement of the law on a global scale, and reaches far beyond range States and traditional consumer countries;~~

FURTHER RECALLING ~~Resolutions Conf. 11.6 and Conf. 11.6 (Rev. CoP13), adopted by the Conference of the Parties at their eighth, eleventh, and thirteenth meetings respectively, and the relevant decisions adopted by the Conference of the Parties concerning the trade in vicuña fibre and its products;~~

RECALLING RECOGNIZING ~~that at the XXXII Ordinary Meeting of the Vicuña Convention (Antofagasta, Republic of Chile, 22–25 September 2015), and the XXXIII Ordinary Meeting of the Vicuña Convention (Cusco, Republic of Peru, 23–25 August 2017), through Resolutions 367/2015 and 389/2017 respectively, concerns were again raised “regarding the alarming surge in vicuña poaching throughout its range in each of the~~

countries, including geographically isolated populations in Chile, which is affecting relict populations with a marginal distribution and making them more vulnerable";

~~ALSO RECALLING that this issue had been raised previously at the XVII Technical Meeting of the Vicuña Convention that took place on 23 July 2014 in Nuestra Señora de La Paz, Bolivia, where the only item on the agenda was the strong upsurge in vicuña poaching, and the Technical-Administrative Commission of the Vicuña Convention concluded that "It is imperative that we work in coordination with CITES Authorities in the countries that buy vicuña fibre to enable us to verify its traceability and destination"; "it is essential that countries that are Parties to the Convention coordinate and share information on the application of the respective punitive regime (criminal and procedural actions)"; and "a critical review is needed to determine compliance with previous agreements and documents adopted at the technical meetings on poaching and illegal trade of vicuña such as the Minutes of meetings held from 2004 to date";~~

~~FURTHER RECALLING RECOGNIZING that, in accordance with Resolution 371/2015, the signatory countries held the XIX Technical Meeting (Cusco, 22 August 2017) in order the need to discuss a number of issues related to the implementation of annotation 1, including marketing processes, added value, traceability, difficulties faced in negotiation processes relating to vicuña fibre, and the use of the marks *Vicuña [Country of origin]* and *Vicuña [Country of origin] – Artesanía*, together with CITES Authorities from the five signatory countries and some of the major importing countries;~~

~~AWARE that the traceability of vicuña fibre is not satisfactory occurring throughout the entire value chain because throughout the chain of the successive re-exports that it is turn fibre ed into fabric and manufactured products, with varying percentages of vicuña fibre content and different forms of identification – in some cases, even losing the identification of its country of origin;~~

~~RECOGNIZING the need to rely on the support of the Parties and international cooperation to provide assistance to the five range States and protect vicuña populations, their habitat, and the high Andean communities that benefit from the sustainable use of this important, emblematic species;~~

THE CONFERENCE OF THE PARTIES TO THE CONVENTION

1. URGES:

Range States

- ~~a) All Parties trading in vicuña fibre to identify and record existing volumes (stock) in order to ensure appropriate management and control so as to prevent illegal trade;~~
- ~~b) All Parties to adopt and apply relevant legislation and extensive controls to ensure effective application of the law, including restrictions and penalties on domestic trade in order to reduce the illegal trade in vicuña fibre;~~
- a) Vicuña range States to review update their legislation and administrative procedures with regard to species management the implementation of annotation 1 to ensure that effective control trade and management measures are in place;
- b) Range States to be vigilant in their controls, including the prevention of poaching and illegal offtake, early detection of potential offenders, and the application of appropriate penalties as effective deterrents;
- ~~c) Vicuña range States and importing countries to increase cooperation on enforcement matters through existing mechanisms for the enforcement of international, regional, and national laws;~~
- c) Vicuña range States to strengthen and foster research, capacity-building, and data recording and analysis in order to improve trade control and management of the species;
- d) Vicuña range States to guarantee the sustainable management of populations listed in Appendix II, and to ensure that trade in vicuña fibre and manufactured products benefits the high Andean communities;

Re-exporting/importing States and other Parties

- ef) re-exporting/importing States, as a matter of priority, to implement strategies aimed at eliminating the use of illegal vicuña fibre by promoting incentives that encourage the collaboration amongst all groups of users and industries ~~to collaborate to enable these States to submit a report to the CITES Secretariat on progress achieved;~~
 - fa) all Parties trading in vicuña fibre to identify and record existing volumes of vicuña fibre (stock) in order to ensure appropriate management, traceability and control of the fibre, so as to and prevent illegal specimens to enter legal markets trade;
 - b) ~~All Parties to adopt and apply relevant legislation and extensive controls to ensure effective application of the law, including restrictions and penalties on domestic trade in order to reduce the illegal trade in vicuña fibre;~~
 - gj) all Parties to guarantee the use of mandatory labelling required by annotation 1 on products derived from vicuña fibre sheared from live animals; and
 - ~~g) Vicuña range States to strengthen and foster research, capacity building, and data recording and analysis in order to improve trade control and management of the species;~~
 - ~~h) Vicuña range States to guarantee the sustainable management of populations listed in Appendix II, and to ensure that trade in vicuña fibre and manufactured products benefits the high Andean communities;~~
 - hi) all Parties to adopt measures to help range States reduce poaching and their illegal trade of in vicuña fibre, and to cooperate, where appropriate, with relevant enforcement authorities, including Interpol;
 - ie) vicuña range States and importing countries to increase cooperation on enforcement matters through existing mechanisms for the enforcement of international, regional, and national laws;
 - j) ~~All Parties to guarantee the use of labelling on products derived from vicuña fibre sheared from live animals; and~~
 - k) ~~Intergovernmental organizations, relevant government agencies, and non-governmental organizations to cooperate in implementing vicuña conservation activities, particularly initiatives to prevent vicuña poaching, ascertain the conservation status of the species, and address illegal trade in vicuña fibre.~~
2. INSTRUCTS the Secretariat, subject to the availability of external funding, to:
- a) provide assistance to range States in developing and implementing national and regional conservation plans that include measures intended to promote sustainable management of the species and eradicate illegal trade; and
 - b) ~~subject to the availability of external funding, the Secretariat will assist range States of *Vicugna vicugna* in the application of the provisions of this Resolution;~~
3. URGES vicuña range States, re-exporting/importing States, other Parties and stakeholders to cooperate in compiling data on illegal trade in vicuña to ~~report~~ submit under the annual illegal trade report to the Secretariat;
4. CALLS UPON all governments, intergovernmental organizations, relevant international agencies, and non-governmental organizations to provide funding for the implementation of conservation activities for this species, particularly activities aimed at conserving the vicuña populations, engaging high Andean communities, strengthening marking and traceability systems, preventing vicuña poaching and eradicating the illegal trade of vicuña fibre, ~~and to cooperate with the Convention for the Conservation and Management of Vicuña to enable it to provide information to the CITES Secretariat prior to each meeting of the Conference of the Parties;~~

5. URGES all vicuña range States and main importing countries of vicuña fibre and garments to organize effective and compelling training and awareness-raising campaigns and seminars to put an end to the illegal trade in the species; and
6. URGES the constructive engagement of all Parties to the Convention, and synergies with the Convention for the Conservation and Management of Vicuña ~~and the IUCN/SSC South American Camelid Specialist Group~~ in order to achieve the objectives of this Resolution.

**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 Secretariat considers that the implementation of the draft resolution will have implications for the work load of the Secretariat and the Standing Committee. The Secretariat proposes the following tentative budget for conducting the work related to the implementation of the proposed Resolution.

Activity	Budget
Assistance to range States in developing national and regional conservation plans	USD 100,000
Assistance to range States in the application of the provisions of this Resolution	USD 100,000
Total	USD 200,000