

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



Eighty-first meeting of the Standing Committee
Geneva (Switzerland), 2-6 November 2026

Illegal trade and enforcement

RHINOCEROSSES (RHINOCEROTIDAE SPP.)

1. This document has been prepared by the Secretariat.
2. At its 20th meeting (CoP20; Samarkand, 2025), the Conference of the Parties retained [Decision 18.116 and adopted Decisions 20.81 to 20.84](#) on Rhinoceroses (Rhinocerotidae spp.).

Implementation of Decisions 18.116, 20.81 and 20.83: Demand reduction and rhinoceros task force outcomes

3. To seek information from Parties on their implementation of Decisions 18.116 and 20.81, the Secretariat issued [Notification to the Parties No. 2026/085](#) of 11 June 2026. Six Parties responded to the Notification: China, Malaysia, South Africa, Thailand, the United States of America and Zimbabwe. This is a very low rate of response, and with only three range States responding. The reply from the United States of America to Notification to the Parties No. 2026/085 is very brief. It states that the United States is not a Party in which illegal markets for rhinoceros horn exist nor a Party affected by rhinoceros poaching and associated trafficking, and therefore, the United States have no information to share that is responsive to the Notification. The responses, in the language and format in which they were received are compiled in an information document for the present meeting.
4. The Secretariat has summarized the information provided by Parties in response to the Notification in paragraphs 5 to 21 below. The information is grouped according to the thematic areas set out in the outcome document of the [CITES Rhinoceros Enforcement Task Force](#) (Task Force) meeting, available on the [Rhinoceroses](#) page on the CITES website.

Strengthening national and regional collaboration

5. China reports on its *Inter-Ministerial Joint Meeting Mechanism on Combating Illegal Trade in Wildlife*. Through this mechanism, consisting of 27 relevant ministries, authorities regularly address key matters such as strengthening laws and regulations, special enforcement actions and international cooperation. In addition, provinces within China established their own inter-departmental joint enforcement mechanisms. Malaysia reports on the Malaysia Border Control and Protection Agency (MCBA) that was operationalized in 2025. The MCBA is a single-border agency established under the Ministry of Home Affairs to streamline the management of border checkpoints and facilitate more effective enforcement against trafficking. Malaysia continues national level collaboration through *Operasi Bersepadu Khazanah* (OBK), a national task force launched in 2019 to combat wildlife crimes, including the trafficking of rhinoceros horns. According to Malaysia, OBK joint operations targeting specific areas are regularly conducted based on available intelligence. The Malaysia Wildlife Enforcement Network (MY-WEN) comprising authorities from 22 agencies serves as a platform to strengthen coordination and collaboration among its national enforcement agencies to address wildlife crime. At regional level, Malaysia collaborates with the Association of Southeast Asian Nations (ASEAN) Member States, relevant partners under the ASEAN Working Group on CITES and Wildlife Enforcement, the ASEAN Senior Officials Meeting on Transnational Crime (SOMTC) and other relevant platforms to address wildlife crime.

6. South Africa reports that the Environmental Enforcement Fusion Centre (EEFC) it established continues to serve as national multi-agency mechanism to facilitate and enhance information sharing, intelligence analysis, operational coordination and support to wildlife crime investigations, including those relating to rhinoceros. The roles and responsibilities of participating EEFC agencies are defined through existing legislation, operational protocols, memoranda of understanding, and inter-agency governance arrangements. South Africa's Command-and-Control Collaborator (CMORE) system serves as central repository for capturing and managing environmental crime-related information, including for crimes involving rhinoceroses. Information captured in CMORE supports trend analysis, monitoring of wildlife crime cases, performance reporting, and the generation of intelligence information to support operational and strategic decision-making. South Africa also elaborates on its National Biodiversity Investigators Forum, the Director of Public Prosecutions (DPP) Environmental Crime Working Group, the South African Anti Money-Laundering Integrated Task Force (SAMLIT) and the Integrated Wildlife Zone (IWZ) initiative. Parties are invited to consult the report from South Africa for more detailed information on these. In addition, at regional level, South Africa participates in structures under the Southern African Development Community (SADC) Law Enforcement and Anti-Poaching (LEAP) Strategy, cross-border wildlife crime initiatives and regional law enforcement engagements. According to the report, this facilitates both formal and informal interactions among officials.
7. Thailand reports on the Thailand Wildlife Enforcement Network (Thailand-WEN) established in 2007 as a national cooperation mechanism to prevent and combat wildlife crime and notes that the different agencies in the network jointly pursue coordination, intelligence sharing, data analysis and support for wildlife crime investigations, while also strengthening cooperation with international networks. Thailand established a Wildlife Crime Intelligence Center (WCC), that supports coordination among intelligence and law enforcement agencies and promotes information exchange with domestic and international agencies and networks. Thailand elaborates in detail on activities it undertakes at regional level through the SOMTC, the SOMTC Working Group on Illicit Trafficking of Wildlife and Timber and the Association of National Police Forces of the ASEAN Region (ASEANAPOL). Parties are invited to consult the report for further information. Zimbabwe reports that it established a national task force to coordinate the activities of different enforcement agencies. In accordance with the CITES Rhinoceros Enforcement Task Force outcomes, Zimbabwe reports having improved data-sharing and cross-border cooperation, but does not elaborate on what this entailed.

Strengthening international collaboration

8. China reports that its law enforcement authorities actively pursue bilateral and multilateral enforcement cooperation with different countries and regions through, *inter alia*, INTERPOL, the World Customs Organization (WCO) and mechanisms associated with the United Nations Convention against Transnational Organized Crime. Malaysia reports on its participation in various operations, meetings and trainings at international level, relevant to addressing wildlife crime, including crimes involving rhinoceros specimens. Malaysia reports on bilateral and case-coordination meetings it held with other Parties, including India, Madagascar and Singapore. South Africa reports on its participation in the Wildlife Inter-Regional Enforcement (WIRE) meetings convened by the United Nations Office on Drugs and Crime (UNODC), Regional Investigative and Analytical Case (RIACM) meetings convened by INTERPOL and other intelligence-exchange initiatives.
9. Thailand reports that, in accordance with the provisions in paragraph 1. e) ii) of Resolution Conf. 9.14 (Rev. CoP20) on *Conservation of and trade in African and Asian rhinoceroses*, it notifies the Secretariat when microchipped rhinoceros horns are seized within its territory, to facilitate coordination with possible countries of origin. Thailand elaborated on its bilateral engagement with the Lao People's Democratic Republic, noting that both countries had designated national focal points to facilitate the exchange of information. Thailand indicated it participated in initiatives such as WIRE meetings and Operation Thunder 2025, elaborating on cases involving rhinoceros horn trafficking that were successfully addressed and presented at an Operation Thunder post-operation meeting held in Qatar, in February 2026. Thailand also participated in an Exchange Coordination Meeting on Transnational Rhino Horn Trafficking Networks held in Viet Nam in June 2026. At this meeting, intelligence and case-related information were exchanged with representatives from the Lao People's Democratic Republic, Singapore, Viet Nam and INTERPOL. Zimbabwe reports that intelligence-led investigations it conducted in cooperation with INTERPOL and regional enforcement networks resulted in several arrests and seizures of rhinoceros horn in 2025 and 2026, but does not elaborate further.

National level actions

10. China reports that its national regulatory measures prohibit the import, export, sale, purchase, transport, carriage and postal dispatch of rhinoceros specimens, as well as the use of rhinoceros horn in pharmaceutical products. China has organized multi-agency joint enforcement operations for six consecutive

years under the code names 'Qingfeng' and 'Wangdun', targeting illegal activities involving wildlife and their derivatives, including rhinoceros specimens. Malaysia reports that its enforcement agencies continue to update wildlife-trafficking risk profiles, noting that this facilitates intelligence-led activities targeting identified high-risk locations and enables targeted syndicate disruption rather than passive detection. In 2025, integrated border control operations were conducted between customs, the wildlife department and airport security. These operations involved intelligence sharing and coordinated inspections to detect and prevent wildlife trafficking associated with the Kuala Lumpur International Airport. Based on a Cabinet Note prepared by its Ministry of Natural Resources and Environmental Sustainability, Malaysia agreed to further strengthen border controls, take firm action against wildlife trafficking and to prioritize addressing it at national level.

11. South Africa reports that it uses a risk-based and intelligence-led approach to combat rhinoceros poaching and rhinoceros horn trafficking, including through the development and application of wildlife trafficking risk profiles targeting high-risk cargo, passengers, luggage, parcels and conveyances moving through known trafficking routes. In rhinoceros range areas, including those covered by the IWZ approach, conservation authorities, law enforcement agencies, protected area managers, and private rhino owners actively engage with local communities and community structures to foster cooperation and facilitate the reporting of suspicious activities. South Africa also reports on its implementation of requirements relating to rhinoceros horn stockpiles as outlined in Resolution Conf. 9.14 (Rev. CoP20). The Rhino DNA Index System ([RhODIS®](#)) is used in the country and the government makes available funding for DNA analysis. South Africa also confirms that, where relevant information is routinely shared with INTERPOL, and that it submits its Annual Illegal Trade Reports (AITR) to the Secretariat, utilizing data obtained from CMORE, law enforcement agencies, customs authorities, conservation institutions, and other relevant stakeholders.
12. Thailand reports that, at a Thailand-WEN meeting convened in April 2026, different authorities jointly developed strategies to prevent and intercept wildlife trafficking. Zimbabwe reports that the rhinoceros is declared as a specially protected animal in the country according to a statutory instrument that makes provision for a mandatory 9-year sentence for possession of rhinoceros' horn. New Intensive Protection Zones (IPZS) were established, and rhinoceroses were relocated from high-risk areas to safer zones. Zimbabwe further reports on dehorning activities to reduce poaching incentives, and that it strengthened patrols in key rhinoceros' habitats, supported by aerial surveillance and community ranger programmes.

Prosecution of rhinoceros-related crimes

13. Malaysia reports that two offenders arrested in 2021 after a seizure of 50 rhinoceros' horns were sentenced to six months' imprisonment each in 2025. This was the first case in related to rhinoceros horn trafficking for which a conviction was secured in Malaysia. A 2022 case involving 16 white rhinoceros' horns was concluded with no court penalty imposed. South Africa reports regular capacity-building, specifically for prosecutors handling environmental cases and that its DPP Environmental Crime Working Group regularly meets to ensure case oversight, discuss specific prosecutor-led focused investigations and associated charges. Thailand reports that, through the Ministry of Justice, a Data Exchange Center (DXC) was established. The DXC contributes to improving the efficiency of investigations, analysis of case linkages, and prosecution of transnational crimes, including wildlife crimes.

Addressing illicit financial flows

14. Malaysia reports that the Malaysian Anti-Corruption Commission (SPRM) conducts financial investigations and that it cooperates with national and international agencies to detect and disrupt illicit financial activities associated with wildlife trafficking. South Africa reports that, at national level, its SAMLIT taskforce brings together the Financial Intelligence Centre, law enforcement agencies, non-governmental organizations and the financial sector to support financial analysis, tracing of illicit financial flows and recovery of criminal proceeds. Thailand reports that investigation and prosecution process related to rhinoceros horn trafficking have been strengthened through coordination with its national Anti-Money Laundering Office.

Sample collection and sharing for forensic analysis

15. Malaysia reports that three of its national laboratories are included in the *CITES Directory of Laboratories that Conduct Wildlife Forensic Testing*, two of which can analyse terrestrial animal specimens, including rhinoceros specimens.
16. In paragraph 36 of the Task Force outcomes, South Africa is requested to identify and implement appropriate protocols to provide feedback to Parties that submit rhinoceros horn samples for forensic comparison against the RhODIS® database. South Africa indicated that discussions are underway to finalize a formal protocol

for providing such feedback to Parties, and that cooperation continues on a case-by-case basis pending its finalization. South Africa is engaging bilaterally with Singapore concerning the exchange of rhinoceros DNA samples and indicates that discussions are ongoing to register the South African Police Service Forensic Science Laboratory in the *CITES Directory of laboratories that conduct wildlife forensic testing*, as anticipated by paragraph 38 in the Task Force outcomes document. South Africa also reports on its designated national focal points for illegal trade in rhinoceros horn as anticipated by paragraph 39 in the Task Force outcomes document.

17. Thailand reports that, whenever rhinoceros specimens are seized, where feasible, samples are taken for DNA analysis in its Wildlife Forensic Science Center, to determine the species and geographic origin. Zimbabwe reports on its national capacity for DNA testing and sequencing to identify individual rhinoceroses and trace horn origins, noting that the scientific evidence this generates strengthens prosecutions.

Addressing corruption

18. Malaysia reports that the Royal Malaysian Customs Department established an Organizational Anti-Corruption Strategic Plan 2026–2028, designed to strengthen integrity, transparency, and accountability across its enforcement and administrative functions. South Africa adopted a multi-agency approach to prevent, detect, investigate and prosecute corruption-related offences linked to wildlife trafficking, and uses established national anti-corruption mechanisms, laws and its National Anti-Corruption Strategy to address corruption risks. South Africa further implemented a range of measures and integrity policies, including codes of conduct, vetting, disciplinary frameworks, integrity-management initiatives, corruption-risk assessments, confidential reporting mechanisms and communication of significant arrests, prosecutions and convictions. Parties are invited to consult South Africa's report for more information.

Stakeholder engagement

19. Malaysia reports that its Ministry of Natural Resources and Environmental Sustainability, in collaboration with TRAFFIC, successfully implemented *Project CATALYSE* to improve detection and interdiction of illegal wildlife specimens. Through this project, training was provided to law enforcement officers, logistics-sector representatives and other industry stakeholders at airports, seaports and land-border checkpoints, during 2025 and 2026.

Demand reduction

20. China pursued public awareness campaigns through its *Inter-Ministerial Joint Meeting Mechanism on Combating Illegal Trade in Wildlife*. Malaysia's enforcement agencies cooperate with the Malaysian Communications and Multimedia Commission to monitor and take action against illegal wildlife trade conducted through e-commerce platforms and social media, and in this manner reduce demand. Thailand has undertaken demand reduction activities through a combination of enforcement measures and public-awareness campaigns. These included a "Stop Illegal Wildlife Trade" awareness campaign at Suvarnabhumi Airport, activities on World Wildlife Day 2025 and the dissemination of public awareness materials through social media and for example at airports and tourist destinations.
21. Zimbabwe launched a nationwide campaign in 2025, aimed at reducing demand for rhinoceros' horn. The campaign specifically targeted traditional medicine practitioners and consumer groups through radio, television, printed materials, billboards and community outreach. Conservation modules were introduced in school curricula and awareness events were organized at universities. Zimbabwe carried out enforcement activities across different regions in the country to identify and dismantle illegal markets dealing in rhinoceros' horn. These operations involved close coordination between law enforcement agencies, customs officials and community rangers. Continuous monitoring systems have been established to prevent the re-emergence of such markets. Zimbabwe strengthened partnerships with non-governmental organizations, conservation organizations and international agencies to share best practices regarding demand reduction and to convene joint workshops and training sessions, highlighting that these collaborations enhanced Zimbabwe's ability to implement effective demand reduction programmes.

Implementation of the Task Force Outcomes: Conclusions of the Secretariat

22. As noted above, the response rate to Notification to the Parties No. 2026/085 was very low. Of the six Parties that submitted reports, only three are range States. While the responses received indicate that reporting Parties are implementing a broad range of the strategies and proposed actions contained in the Task Force outcome document, the small and potentially non-representative sample does not provide a sufficient basis

to assess with confidence and draw robust conclusions about the extent of implementation of the outcome document's recommendations across Parties and range States affected by rhinoceros poaching and associated trafficking.

23. While some of the reported measures and activities respond directly to the strategies and proposed actions outlined in the Task Force outcome document, others are being implemented as part of broader responses to address wildlife crime. These broader initiatives do contribute significantly to the objectives of the Task Force and align with the recommendations set out in its outcome document.
24. Despite the difficulty in assessing the challenges of implementation of the recommendations of the Outcome document due to the limited responses, the Secretariat encourages Parties to continue their implementation. The Committee should reflect on other methods through which enough information could be collected to more robustly determine which aspects in the Task Force outcome document require further strengthening or should be more specifically pursued. This is especially important for rhinoceros range States and Parties affected by rhinoceros poaching and associated trafficking.
25. Resolution Conf. 9.14 (Rev. CoP20) and the Task Force outcomes place strong emphasis on the need for legislation that provides penalties sufficiently strict to deter rhinoceroses poaching and associated illegal trade. The reports received indicate that, while some Parties have such legislation in place, further attention may be required in others to ensure that penalties are commensurate with the seriousness of these offences. Malaysia for example reports that two offenders arrested in 2021 after a seizure of 50 rhinoceros' horns were sentenced to six months' imprisonment each. Given the large number of horns involved and their significant value, the penalty imposed does not seem commensurate with the seriousness of the offence. The Party may therefore wish to review its national legislation to ensure that it makes provision for penalties as anticipated by paragraph 6 of Resolution Conf. 11.3 (Rev. CoP20) on *Compliance and enforcement*.
26. The Task Force outcome document recognizes the importance of the RhODIS® database maintained by South Africa that contains the most extensive records for African rhinoceros available in the world. Therefore, the ongoing development of a formal protocol for communicating RhODIS® comparison results to Parties that submitted samples to South Africa is essential. South Africa is encouraged to finalize the protocol as soon as possible. The Secretariat welcomes the engagement of Thailand by notifying the Secretariat when seizures of microchipped rhinoceros horns are made within its territory. This fully aligns with the Task Force outcomes. It helps in connecting poaching cases in rhinoceros range States to seized horns and allows further follow-up actions between the Parties concerned. This should be replicated in other Parties affected by rhino trafficking. Regarding demand reduction, the Secretariat welcomes the report from Zimbabwe which indicates strengthened engagement and partnerships with non-governmental organizations, conservation organizations and international agencies to share best practices regarding demand reduction and which enhanced Zimbabwe's ability to implement effective demand reduction programmes. This approach aligns with the provisions of Decision 18.116 and the Task Force outcomes and should be replicated by other affected Parties.
27. Parties affected by rhinoceros poaching and associated trafficking are reminded to inform the Secretariat when the details of their identified focal points should be updated in the [CITES Directory of illegal trade in rhinoceros horn focal points](#), available on the [Enforcement focal points](#) page on the CITES website. The Secretariat also take this opportunity to draw attention to paragraph 45 of the Task Force outcome document, which encourage Parties, intergovernmental and non-governmental organizations, donors and other entities to support Parties affected by rhinoceros poaching and trafficking with the implementation of the strategies and proposed actions outlined in the outcome document and to take them into consideration in the development of their work programmes and activities.

Implementation of Decisions 20.82 and 20.83: Report from Indonesia:

28. The report from Indonesia on its implementation of Decision 20.82 is available in the Annex to the present document. The report is structured in accordance with three main headings, namely, conservation status and population; threats; and monitoring and protection measures. The Secretariat briefly summarizes below, key elements from the report relevant to Decision 20.82.

Conservation status and population

29. Indonesia highlights that the Javan rhinoceroses (*Rhinoceros sondaicus*) population in its Ujung Kulon National Park (UKNP) is the only surviving population of the species in the world. The species is protected under Indonesian law and treated as a national priority species requiring intensive, adaptive and multi-

agency management. It is reported that based on camera-trap photo-identification, it was estimated that the population consisted of 80 individuals in 2023. It is however also noted in the report that this figure should not be interpreted directly, because the historic camera-trap photo-identification method used at the time to determine population status, accumulated individual records and did not fully account for undetected mortality, variable detection probability and uncertainty. It is reported that the UKNP is transitioning from the camera-trap photo-identification approach to a more systematic analytical framework combining individual photo-identification, detection histories, spatial capture-recapture and spatially explicit count modelling. The objective of this is to estimate abundance and distribution while explicitly accounting for detection probability and spatial variation. It is reported that the current population estimate using this new approach is under assessment.

Threats

30. Indonesia reports that the concentration of all remaining individuals in the UKNP provides a clear management focus, but creates high vulnerability to catastrophic events, disease, habitat change and illegal activity.
31. In document CoP20 Doc. 84, it is reported that as many as 26 Javan rhinoceroses were killed by two poaching groups in UKNP between 2019 and 2023. In its report to the present meeting, Indonesia indicates that this number is likely lower and that a consolidated review by UKNP of final court judgments and facts established in court proceedings identifies 10 Javan rhinoceros as poached across the prosecuted cases. Indonesia notes that case-level descriptions in individual judgments refer to overlapping group events and therefore those figures should not be added together without consolidation. Enforcement operations related to these cases resulted in the arrest of 13 perpetrators, including hunters, intermediaries and buyers. Convictions have been secured for nine offenders and these include imprisonment of up to 12 years and fines of IDR 100 million (approximately USD 5,500) per case. A detailed summary of and links to the judgments are provided in Annex 2 to the report from Indonesia. Legal and investigative follow-up regarding the remaining offenders continue.

Monitoring and protection measures

32. Indonesia reports that local socio-economic conditions, traditional firearm ownership, access to natural resources and public trust influence the effectiveness of conservation measures. Indonesia recognizes that long-term protection requires community support, and therefore UKNP applies a five-layer community resilience approach that combines economic, cultural, educational, social and livelihood measures around the park. Activities amongst others include conservation education, engagement with religious and cultural leaders, support for community health and social needs and dialogue with community groups. These measures are intended to build trust, reduce incentives for illegal activities and make communities active partners in protection. A weapons-surrender initiative resulted in the voluntary surrender of 345 locally made firearms from four subdistricts around the UKNP, reducing the availability of weapons that could be used for wildlife crime.
33. Indonesia reports that the incidents of poaching that occurred have exposed weaknesses in access control, information security and detection systems, which have since been addressed through institutional and operational reform. Since 2024, Indonesia has strengthened its Fully Protected Area system for the core Javan rhinoceros' habitat. The UKNP protection system combines ranger patrols with support from the Indonesian National Police, the Indonesian National Armed Forces and conservation partners. Measures include strict access control, continuous guarding and patrols, physical barriers at five river or coastal entry points that were previously vulnerable to unauthorized access, K9 support, drone-assisted surveillance and tighter administrative control of personnel and visitors. An integrated operations room supports communication, incident reporting and situational awareness through digital radio and satellite or internet connectivity. The UKNP has put in place standardized core protection procedures implemented through standard operating procedures. These are reviewed as part of adaptive security management activities. Indonesia also provides an overview of priority actions that will be undertaken in the period 2026 to 2028 in its report.
34. Indonesia reiterates in its report that the poaching incidents revealed serious vulnerabilities, but that they also resulted in unprecedented enforcement action, institutional reform and a strengthened protection system. The Secretariat encourages the Party to continue to review regularly, the measures and activities it is implementing to ensure that they remain effective and are adapted when needed.

Recommendations

35. The Standing Committee is invited to:

- a) note the information contained in the present document and in the information document compiling the reports submitted by Parties in response to Notification to the Parties No. 2026/085;
- b) welcome the broad range of measures and activities implemented by Parties that respond to the strategies and proposed actions outlined in the *CITES Rhinoceros Enforcement Task Force* meeting outcome document, and encourage range States and Parties affected by rhinoceros poaching and associated trafficking to actively consider which aspects in the Task Force outcome document relevant to them may require further strengthening or should be more specifically pursued;
- c) welcome the first conviction for rhinoceros related crimes secured in Malaysia, and encourage the Party to review its national legislation to ensure that it makes provision for penalties are sufficiently deterrent to address rhinoceros specimen trafficking;
- d) encourage South Africa to finalize and implement, as soon as possible, the formal protocol for communicating RhODIS® comparison results to Parties that submitted samples to South Africa; and
- e) note the report submitted by Indonesia and encourage the Party to continue regularly assessing the effectiveness of the measures and activities it is implementing, and to adapt them as necessary, to ensure the effective protection of its population of Javan rhinoceroses (*Rhinoceros sondaicus*).

INDONESIA'S NATIONAL REPORT
ON IMPLEMENTATION OF
CITES DECISION 20.82 ON RHINOCEROSES

Javan Rhinoceros (*Rhinoceros sondaicus*) in Indonesia

Submitted by:
Management Authority of Indonesia
Ministry of Forestry, Republic of Indonesia

For submission to:
CITES Secretariat

In accordance with Decision 20.82 and Secretariat communication EA/01/06/2026/BvR

July 2026

1. Introduction

This report is submitted by the Management Authority of Indonesia in response to CITES Decision 20.82 on Rhinoceroses (*Rhinocerotidae* spp.). Decision 20.82 encourages Indonesia to strengthen measures and undertake activities to monitor and protect the Javan rhinoceros (*Rhinoceros sondaicus*) population, and to review these measures regularly to ensure that they remain effective and are adapted as needed to prevent, detect and address poaching.

Indonesia welcomes the guidance provided by CITES and the opportunity to clarify the current status of the Javan rhinoceros, the threats affecting the species, and the monitoring and protection measures implemented by Indonesia. The report is structured around three principal themes: (i) conservation status and population; (ii) threats; and (iii) monitoring and protection measures.

The report also clarifies information discussed in previous CITES fora, particularly the interpretation of historical population figures, the distinction between allegations and facts established through final court judgments, and the measures adopted to strengthen the Fully Protected Area system in Ujung Kulon National Park.

2. Conservation Status and Population

2.1 Taxonomy, CITES status and national legal protection

The Javan rhinoceros (*Rhinoceros sondaicus*), known in Indonesia as Badak Jawa, is included in Appendix I of CITES and is classified as Critically Endangered on the IUCN Red List. The population in Ujung Kulon National Park is the only surviving population of the species in the world.

The species is protected under Indonesian law, including Law No. 5 of 1990 on Conservation of Living Natural Resources and their Ecosystems, as amended by Law No. 32 of 2024; Government Regulation No. 7 of 1999 on the Preservation of Flora and Fauna; and Ministerial Regulation No. P.106/MENLHK/SETJEN/KUM.1/12/2018 on Protected Species. Indonesia is strengthening implementation of the amended legal framework, including provisions addressing illegal activities in protected areas, possession of illegal firearms and wildlife crime.

2.2 Distribution and habitat

The Javan rhinoceros is confined to Ujung Kulon National Park (UKNP/TNUK), Banten Province, at the western tip of Java. The park is a UNESCO World Heritage Site and contains the species' only remaining natural habitat.

The designated area of UKNP is approximately 105,694.46 hectares, consisting of approximately 61,357.46 hectares of terrestrial area and 44,337.00 hectares of marine area. Approximately 35,000 hectares are identified as principal Javan rhinoceros habitat within the park.

The concentration of all remaining individuals in a single protected area provides a clear management focus but creates high vulnerability to catastrophic events, disease, habitat change and illegal activity. Indonesia therefore treats the Javan rhinoceros as a national priority species requiring intensive, adaptive and multi-agency management.

2.3 Population status and assessment approach

CoP19 Doc. 75 (Rev. 1) reported 76 Javan rhinoceroses by the beginning of 2022, based on the camera-trap photo-identification or "album" approach used at that time. Applying the same legacy approach, the park's working register increased to 80 identified individuals in 2023. These figures are historical outputs of the previous method and should not be interpreted directly as the current number of living individuals, because the method accumulated individual records and did not fully account for undetected mortality, variable detection probability and uncertainty.

UKNP is transitioning from the legacy photo-album approach to a more systematic analytical framework combining individual photo-identification, detection histories, spatial capture-recapture and spatially explicit count modelling. The objective is to estimate abundance and distribution while explicitly accounting for detection probability and spatial variation.

The 2024 monitoring programme was implemented in wet- and dry-season sessions. Preliminary processing recorded 85 detections and 98 repeat records during the wet-season session, with 23 provisional individuals differentiated by location and time. The dry-season session recorded 106 detections and 97 repeat records, with 35 provisional individuals differentiated. These figures are monitoring outputs rather than final population estimates and remain subject to high-definition image review, individual confirmation and model validation.

Indonesia therefore reports the current population estimate as under assessment. A validated estimate will be communicated to the CITES Secretariat after completion of quality control, expert review and reconciliation of the photo-identification and spatial-model outputs.

2.4 Reproduction and recruitment

Systematic monitoring continues to record reproduction. The UKNP calf database shows 16 new calf records from 2021 through 29 January 2026. Because calves may be detected several months after birth, the year of first recording is not always the same as the estimated year of birth. The table below therefore presents records by the year in which each calf was first detected.

Year first recorded	Number of new calf records
2021	5
2022	4
2023	1
2024	4
2025	1
2026 (to 29 January)	1
Total	16

Table 1. New calf records by first-detection year. Source: UKNP calf monitoring database uploaded for this report.

The continued recording of calves demonstrates that the population retains reproductive capacity. Nevertheless, reproduction alone is insufficient to secure long-term viability because of the small total population, possible imbalance in age and sex structure, limited genetic diversity and the concentration of all individuals in one site. UKNP will continue to monitor calf survival, mother-calf associations, age structure, sex ratio and recruitment as indicators of population recovery.

2.5 Mortality and clarification of illegal killing information

Indonesia acknowledges the serious concern generated by the recent poaching cases. Field verification identified five sets of Javan rhinoceros skeletal remains. A consolidated review by UKNP of final court judgments and the facts established in the proceedings identifies 10 Javan rhinoceros victims across the prosecuted cases. The case-level descriptions in individual judgments refer to overlapping group events; therefore, those figures should not be added together without consolidation.

The figure of 26 individuals that circulated in earlier public and international discussions originated from statements and admissions attributed to suspects during the investigation. Indonesia does not use that figure as a court-verified population loss in this report. The National Report distinguishes clearly between: (i) facts established through final judgments; (ii) verified physical evidence; and (iii) allegations or admissions that require corroboration.

The coordinated enforcement operations resulted in the arrest of 13 perpetrators, including hunters, intermediaries and buyers. Finalized judgments publicly available at the time of drafting cover nine defendants and include

imprisonment of up to 12 years and fines of IDR 100 million. A detailed summary and links to the judgments are provided in Annex 2.

3. Threats

3.1 Illegal killing, illegal access and organized wildlife crime

Illegal killing and unauthorized access remain the most immediate threats to the Javan rhinoceros. Investigation of the recent cases showed that organized groups entered the park, used firearms, obtained information on rhinoceros locations and connected hunters to intermediaries and prospective buyers. The cases exposed weaknesses in access control, information security and detection systems that have since been addressed through institutional and operational reform.

Indonesia has taken decisive law-enforcement action against actors across the crime chain. The convictions of hunters, an intermediary and a buyer or communication facilitator demonstrate an approach that extends beyond arresting field offenders and seeks to disrupt the wider network. Indonesia will continue to pursue outstanding actors and strengthen intelligence exchange, financial investigation, digital evidence analysis and cooperation with relevant destination and transit States.

Demand for rhinoceros horn in international markets continues to create incentives for organized crime. In line with Resolution Conf. 9.14 and related CITES Decisions, Indonesia supports stronger international intelligence sharing, forensic cooperation, joint investigation and demand-reduction measures in consumer markets.

3.2 Single-site vulnerability and catastrophic risks

All remaining Javan rhinoceroses occur in one national park. The population is therefore vulnerable to a single catastrophic event, including a major tsunami, volcanic activity associated with Anak Krakatau, extreme weather, disease outbreak or other stochastic disturbance. The December 2018 tsunami demonstrated the exposure of the area, although no Javan rhinoceros mortality was confirmed from that event.

Reducing single-site risk through a second secured population zone and, in the longer term, assessment of an additional wild population site remains a strategic priority for the species.

3.3 Genetic vulnerability and population structure

Government-reported research undertaken with IPB University indicates that the population comprises two genetic haplotypes and has very limited genetic diversity. The reported inbreeding estimates are 58.5% for haplotype 1 and 6.5% for haplotype 2. These findings indicate a high risk of inbreeding depression and reinforce the need for active genetic and reproductive management.

Population Viability Analysis cited by the Ministry of Forestry projects that, without active intervention, the species could face extinction within less than 50 years. Indonesia is therefore integrating genetic considerations into population monitoring, habitat connectivity, individual selection for translocation, biobanking and the development of assisted reproductive technologies.

3.4 Habitat degradation and invasive species

Habitat quality and connectivity are affected by the expansion of langkap palm (*Arenga obtusifolia*), which can dominate the understorey, suppress preferred rhinoceros food plants and reduce movement between subareas. This may limit contact between individuals associated with different genetic lineages and reduce the effective carrying capacity of the habitat.

Since 2011, approximately 610 hectares of langkap have been controlled against a long-term management target of approximately 2,500 hectares. Continued treatment, follow-up maintenance and monitoring of food-plant recovery are needed to prevent reinvasion and ensure that habitat interventions produce measurable benefits for rhinoceros movement and forage availability.

3.5 Disease risk and livestock interface

The very small population and limited genetic diversity increase vulnerability to infectious and non-infectious disease. Potential transmission from domestic livestock around the park, parasitic infection and difficulties in detecting chronic disease in free-ranging individuals are important management concerns.

The 2025 translocation of the male rhinoceros Musofa demonstrated the importance of strengthening health surveillance. Post-mortem examination by the School of Veterinary Medicine and Biomedical Sciences of IPB University identified long-standing chronic disease affecting the digestive system and brain, significant parasitic infection and degenerative tissue changes. The findings are being used to improve early detection, health screening and veterinary protocols.

3.6 Institutional capacity, sustainable financing and community pressure

UKNP must maintain continuous protection across terrestrial, coastal and marine access routes while also implementing population monitoring, habitat management, veterinary preparedness and community engagement. The UKNP technical presentation reported 135 personnel, including 32 forest rangers, and identified an indicative operational requirement of approximately IDR 10 billion per year to maintain the full protection system and support JRSCA operations. These figures demonstrate the importance of sustained government and partner financing.

Local socio-economic conditions, traditional firearm ownership, access to natural resources and public trust influence the effectiveness of conservation measures. Law enforcement therefore needs to be complemented by education, local reporting mechanisms, livelihood support, social services and continued engagement with villages around the park.

4. Monitoring and Protection Measures

4.1 Fully Protected Area system and access control

Since 2024, Indonesia has strengthened the Fully Protected Area system for the core Javan rhinoceros habitat. The system is designed to prevent unauthorized access, improve early detection and ensure that all activities within sensitive habitat are controlled by the park authority.

Measures include strict regulation of access to the Ujung Kulon Peninsula and JRSCA, continuous guarding and patrols, physical barriers at five river or coastal entry points that were previously vulnerable to unauthorized access, and tighter administrative control of personnel and visitors. Operational details and exact deployment locations are treated as security-sensitive information and are not included in this public report.

UKNP records indicate a marked decline in detected illegal disturbance since October 2024. Indonesia describes this as significant progress toward the operational objective of zero illegal activity, while recognizing that continued vigilance and independent verification remain essential.

4.2 Multi-agency patrols, enforcement and command structure

The protection system combines UKNP ranger patrols with support from the Indonesian National Police, the Indonesian National Armed Forces, including the Navy, law-enforcement authorities and conservation partners. Activities include terrestrial and maritime patrols, guarding of priority areas, rapid response, K9 support, drone-assisted surveillance and intelligence-led investigation.

An integrated operations room supports communication, incident reporting and situational awareness through digital radio and satellite or internet connectivity. Real-time surveillance cameras and the Bintang Kulon visitor-monitoring application complement field patrols. A single-command approach is used to improve coordination and response speed.

UKNP has standardized core protection procedures through standard operating procedures covering terrestrial patrols, maritime patrols, guarding of high-risk areas, operations-room functions, personnel evacuation and recovery, K9 deployment, recruitment and rapid response. These procedures are reviewed as part of adaptive security management.

Community-oriented prevention has also supported enforcement. A weapons-surrender initiative recorded the voluntary surrender of 345 locally made firearms from four subdistricts around the park, reducing the availability of weapons that could be used for wildlife crime.

4.3 Camera-trap and analytical monitoring

Camera-trap monitoring has been used systematically since 2016 for individual identification, reproduction monitoring and detection of security anomalies. In 2024 the network was redesigned to support systematic spatial coverage and the transition from a cumulative photo-album approach to spatially explicit estimation.

The current design comprises 35 monitoring clusters, each with four camera units, for approximately 140 cameras. Individual identification continues to use horn morphology, skin folds, scars and other visible features, while detection histories and camera locations are analysed through spatial capture-recapture or spatially explicit count models.

Indonesia is upgrading image quality through high-definition cameras and is exploring automated data transmission. Improved image quality and timeliness will strengthen individual confirmation, calf monitoring, health observation and detection of unusual human activity. Monitoring outputs are reviewed by UKNP with support from national research institutions and universities before being adopted as official population estimates.

4.4 Genetic management, JRSCA and translocation strategy

The Javan Rhino Study and Conservation Area (JRSCA) is a secured management zone of approximately 5,100 hectares within UKNP. It supports closer monitoring, veterinary assessment, managed movement and the development of a second secured population zone within the species' natural habitat.

Operation Merah Putih was launched in August 2025 as a national programme for managed translocation. The first selected male, Musofa, entered a capture facility on 3 November 2025 and was moved to JRSCA on 5 November in stable condition. His clinical condition deteriorated on 7 November and he could not be saved. Post-mortem findings indicated pre-existing chronic disease and significant parasitic infection, rather than transport injury.

Indonesia treats the event as an important scientific and operational lesson. Before any further translocation, procedures are being reviewed and strengthened, particularly individual selection, non-invasive and invasive health screening, disease-risk assessment, adaptation monitoring, emergency veterinary response and independent technical review. Future activities will be based on scientific assessment and strict animal-welfare safeguards.

In parallel, Indonesia is developing a Javan rhinoceros biobank to preserve tissue and reproductive material, support genetic research and provide a long-term genetic safety net. Assisted Reproductive Technology is being explored as a complementary tool, not as a substitute for protection of the wild population and its habitat.

4.5 Habitat management and invasive-species control

Habitat management is undertaken to increase forage availability, maintain wallows and water sources, and improve movement between subareas. Priority interventions include targeted control of langkap, restoration of food-plant communities and monitoring of habitat response. Approximately 610 hectares have been treated since 2011. Habitat work is integrated with patrol and monitoring activities so that field teams simultaneously maintain security presence, assess rhinoceros signs and evaluate ecological recovery.

4.6 Community engagement and local prevention

Indonesia recognizes that long-term protection requires community support. UKNP applies a five-layer community resilience approach that combines economic, cultural, educational, social and livelihood measures around the park.

Activities include conservation education and “Rhino Goes to School”, engagement with religious and cultural leaders, support for community health and social needs, provision of multipurpose tree seedlings, local reporting and early-warning mechanisms, and dialogue with community groups and traditional custodians. These measures are intended to build trust, reduce incentives for illegal access and make communities active partners in protection.

4.7 National and international cooperation, forensic support and recognition

Javan rhinoceros conservation is implemented through a multi-stakeholder framework. The principal roles are summarized below.

Institution / organization	Principal role
Ministry of Forestry - Directorate General KSDAE	National policy, programme oversight, CITES Management Authority coordination and inter-agency direction.
Ujung Kulon National Park Authority	Site management, security, monitoring, habitat management, JRSCA and translocation operations.
Indonesian National Police / Banten Regional Police	Criminal investigation, intelligence, K9 support, arrests and security operations.
Indonesian National Armed Forces, including the Navy	Coastal security, logistics and support for special operations.
BRIN / Indonesian Scientific Authority Secretariat	Scientific advice, research coordination and biodiversity monitoring.
IPB University	Population modelling, genetics, veterinary medicine, forensic examination and DNA analysis, including support from veterinary and Faculty of Mathematics and Natural Sciences laboratories.
Yayasan Badak Indonesia (YABI)	Rhino Protection Units, field operations, technical support and community engagement.
ALeRT, International Rhino Foundation and other partners	Technical assistance, conservation support, capacity development and financing.
Local governments and communities	Local prevention, reporting, awareness, livelihood initiatives and community-based deterrence.

Table 2. Institutional cooperation supporting Javan rhinoceros conservation.

Forensic capacity is being strengthened through cooperation with IPB University laboratories, including veterinary pathology and DNA analysis facilities. Indonesia will also review and improve its use of CITES tools for sharing information on rhinoceros horn seizures and forensic samples, and will maintain updated national focal-point information for international enforcement cooperation.

In October 2025, the Ujung Kulon National Park Operations Task Force received the Asia Environmental Enforcement Recognition of Excellence 2024-2025 in the Impact category. The award, announced by UNEP and partner organizations, recognized the multi-agency enforcement operation against organized poaching networks. Indonesia regards the recognition as encouragement to sustain and strengthen, rather than reduce, enforcement efforts.

5. Priority Actions and Outlook, 2026-2028

- Complete and validate the updated population estimate using high-definition camera-trap data and spatially explicit modelling, and communicate the results transparently to CITES.
- Maintain the Fully Protected Area system, continue intelligence-led multi-agency protection and regularly review measures against new poaching and trafficking trends.
- Complete the legal and investigative follow-up for remaining actors and strengthen cooperation with transit and destination States.
- Implement a comprehensive population-health programme, including disease surveillance, veterinary preparedness and strengthened pre-translocation health screening.
- Review and, when scientifically justified, resume the translocation programme under strengthened protocols and independent technical oversight.
- Advance genetic analysis, biobanking and carefully governed assisted reproductive technologies.

- Expand langkap control from the approximately 610 hectares treated toward the long-term 2,500-hectare target, with ecological monitoring and maintenance.
- Strengthen sustainable financing, staff capacity and community-based prevention, and update the Javan rhinoceros conservation strategy and action plan using management-effectiveness review tools.

6. Conclusion

Indonesia reaffirms its commitment to the survival of the Javan rhinoceros. The recent poaching cases revealed serious vulnerabilities, but they also resulted in unprecedented enforcement action, institutional reform and a strengthened protection system. Indonesia is combining law enforcement, modern monitoring, habitat management, genetic and veterinary science, and community engagement within an adaptive management framework.

The continued recording of calves demonstrates that recovery remains possible, but the species remains at exceptionally high risk because of its small, genetically limited and single-site population. Sustained national investment and international cooperation are therefore essential. Indonesia welcomes continued collaboration with the CITES Secretariat, the Standing Committee, relevant Parties, scientific institutions and conservation partners to secure the future of this species.

7. Contact and Submission

This report is submitted by:

Dr. Ahmad Munawir, S.Hut., M.Si.

Director of Species and Genetic Conservation

Directorate General of Conservation of Natural Resources and Ecosystems

Ministry of Forestry, Republic of Indonesia

Manggala Wanabakti Building, Block 7, 7th Floor

Jalan Jenderal Gatot Subroto, Jakarta Pusat, Indonesia

Email: macitesindonesia@gmail.com

Technical contact: btn.ujungkulon@kehutanan.go.id

This report has been prepared and submitted exclusively in response to **CITES Decision 20.82 on Rhinoceroses** and for the purpose of providing information requested by the COP 20 CITES. Any individual or organization using, citing, reproducing, or disseminating all or part of the information, data, analyses, or other content contained in this report shall clearly acknowledge the report accordingly.

Annex 1. Key Abbreviations

Abbreviation	Full form / definition
AEEE	Asia Environmental Enforcement Recognition of Excellence
ALeRT	Aliansi Lestari Rimba Terpadu
ART	Assisted Reproductive Technology
BRIN	Badan Riset dan Inovasi Nasional / National Research and Innovation Agency
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
FPA	Fully Protected Area
IRF	International Rhino Foundation
JRSCA	Javan Rhino Study and Conservation Area

Abbreviation	Full form / definition
KSDAE	Directorate General of Conservation of Natural Resources and Ecosystems
KSG	Directorate of Species and Genetic Conservation
METT	Management Effectiveness Tracking Tool
PVA	Population Viability Analysis
RPU	Rhino Protection Unit
SECR	Spatial Capture-Recapture
SECM	Spatially Explicit Count Model
SRAK	Strategi dan Rencana Aksi Konservasi / Conservation Strategy and Action Plan
TNI-AL	Indonesian Navy
TNUK / UKNP	Taman Nasional Ujung Kulon / Ujung Kulon National Park
YABI	Yayasan Badak Indonesia / Indonesian Rhino Foundation

Annex 2. Finalized Law-Enforcement Outcomes and Judgment Links

The following table summarizes finalized judgments publicly available at the time of drafting. The court documents are linked through the consolidated UKNP legal review page.

Defendant (initial)	Role	Judgment	Sentence
S alias N	Hunter / principal offender	39/Pid.Sus-LH/2024/PN Pdl	12 years; IDR 100 million fine; 2-month substitute imprisonment
S	Hunter / executor	171/Pid.Sus-LH/2024/PN Pdl	12 years; IDR 100 million fine; 3-month substitute imprisonment
ADH alias C	Hunter / carcass processing	172/Pid.Sus-LH/2024/PN Pdl	11 years; IDR 100 million fine; 3-month substitute imprisonment
I	Hunter / logistics and carcass processing	173/Pid.Sus-LH/2024/PN Pdl	11 years; IDR 100 million fine; 3-month substitute imprisonment
S	Hunter / logistics and carcass processing	174/Pid.Sus-LH/2024/PN Pdl	11 years; IDR 100 million fine; 3-month substitute imprisonment
K	Hunter / logistics and carcass processing	175/Pid.Sus-LH/2024/PN Pdl	11 years; IDR 100 million fine; 3-month substitute imprisonment
L	Hunter / logistics and carcass processing	176/Pid.Sus-LH/2024/PN Pdl	11 years; IDR 100 million fine; 3-month substitute imprisonment
YP	Horn intermediary	71/Pid.Sus-LH/2024/PN Pdl	4 years 6 months; IDR 100 million fine; 3-month substitute imprisonment
LHKW	Buyer-network communication facilitator	3180 K/Pid.Sus-LH/2025	1 year; IDR 100 million fine; 3-month substitute imprisonment

Table 3. Source: UKNP consolidated legal review of final judgments, published 21 June 2026.

Annex 3. Official Sources and Public Links

Official source	Link
UKNP consolidated review of court judgments and victims (21 June 2026)	Open official source
UKNP press release on the conviction of six hunters (13 February 2025)	Open official source
Ministry of Forestry release on the Supreme Court conviction of the horn-trade facilitator (26 April 2025)	Open official source
Ministry of Forestry release on the translocation strategy (21 August 2025)	Open official source
UKNP release on Musofa and veterinary findings (27 November 2025)	Open official source
UNEP announcement of the AEEE 2024-2025 recipients (17 October 2025)	Open official source