

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



Seventieth meeting of the Standing Committee
Rosa Khutor, Sochi (Russian Federation), 1-5 October 2018

Species specific matters

SAIGA ANTELOPE (SAIGA SPP.):
REPORT OF THE SECRETARIAT

1. This document has been prepared by the Secretariat.
2. At its 17th meeting (CoP17, Johannesburg, 2016), the Conference of the Parties adopted the following Decisions on *Saiga antelope* (*Saiga spp.*), as follows:

Directed to range States of saiga antelope (Saiga spp.) (Kazakhstan, Mongolia, the Russian Federation, Turkmenistan and Uzbekistan), and important consumer and trading countries of saiga parts and derivatives

17.267 *The range States of the saiga antelope (Saiga spp.) and important consumer and trading countries of saiga parts and derivatives, as identified by the Secretariat on the basis of CITES trade data, should:*

- a) *fully implement the measures directed to them in the Medium-Term International Work Programme for the Saiga Antelope (2016-2020) [MTIWP (2016-2020)], developed in support of the Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga spp.) and its Saiga Action Plan; and*
- b) *provide information to the Secretariat on the measures and activities they undertook to implement the actions directed to them in the MTIWP (2016-2020).*

17.268 *Important consumer and trading countries of saiga parts and derivatives are encouraged to carefully manage the trade in, and consumption of saiga products and derivatives, for example through promoting the use of alternative products with similar medicinal properties, engaging with traditional Asian medicine industries and consumers of saiga products, education and information campaigns, and developing labelling schemes.*

17.269 *Range States of Saiga spp. and important consumer and trading countries of saiga parts and derivatives are encouraged to address challenges in controlling illicit trade in saiga horns and derivatives thereof by:*

- a) *supporting the development of tools to facilitate the identification, sourcing and determination of age of saiga horns;*
- b) *ensuring effective stockpile management;*
- c) *promoting training of, and cross-border collaboration amongst, enforcement agencies; and*
- d) *tackling new illegal trade channels such as those using social media.*

17.270 *Range States of Saiga spp. and important consumer and trading countries of saiga parts and derivatives are encouraged to collaborate to enhance in situ and ex situ conservation of saiga antelopes, develop joint actions and programmes in support of saiga conservation and restoration, and leverage financial and other resources for undertaking these activities and supporting the implementation of Decisions 17.267 to 17.269.*

Directed to the Secretariat

17.271 *Subject to the availability of external resources, the Secretariat should assist saiga range States and major trading and consumer States, upon request, in ensuring effective stockpile management and monitoring, including the development of inventories and improving stockpile security.*

17.272 *Based on information submitted by range States and consumer and trading countries, and in collaboration with the Secretariat of the Convention on the Conservation of Migratory Species of Wild Animals (CMS), the CITES Secretariat shall report to the Standing Committee regarding the implementation of Decisions 17.267 to 17.271.*

Decision directed to the Standing Committee

17.273 *The Standing Committee shall consider the report submitted by the Secretariat, and make any recommendations it considers appropriate for consideration at the 18th meeting of the Conference of the Parties.*

Directed to saiga antelope range States, Parties, multilateral environmental agreements, intergovernmental organizations, nongovernmental organizations, and other stakeholders

17.274 *Saiga antelope range States, Parties, multilateral environmental agreements, intergovernmental organizations, non-governmental organizations, and other stakeholders are encouraged to collaborate in the conservation and restoration of the saiga antelope (Saiga spp.), and to support the implementation of the MTIWP (2016-2020) and Decisions 17.267 to 17.270.*

Background

3. The Secretariat has previously provided reports on the implementation of the Medium-Term International Work Programme for the Saiga Antelope (2011-2015) to the Standing Committee at its 65th and 66th meetings (SC65, Geneva, July 2014; SC66, Geneva, January 2016). These reports formed the basis of the Standing Committee's document for CoP17, where the Decisions above were adopted¹.
4. The CITES-CMS Joint Work Programme 2016-2020, adopted at SC66 and the 42nd meeting of the Standing Committee of the Convention on Migratory Species (CMS) (UNEP/CMS/StC42/Doc.6.1), identifies saiga antelopes as one of the target species for joint actions. These focus on supporting the implementation of the Medium-Term International Work Programme (MTIWP) associated with the Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (*Saiga* spp.), concluded under the auspices of CMS (Saiga MoU).
5. The present report, submitted by the Secretariat in compliance with Decision 17.272, was developed in close collaborating with the CMS Secretariat, and received valuable inputs from saiga antelope range States and important consumer and trading countries of saiga parts and derivatives, for which the Secretariat is particularly grateful.

Implementation of Decisions 17.267 to 17.271

Information from saiga antelope range States and major saiga consumer and trading countries

6. In May 2018, the Secretariat wrote to the five saiga antelope range States (Kazakhstan, Mongolia, Russian Federation, Turkmenistan and Uzbekistan) and six major saiga consumer and trading countries (China, Hong Kong SAR, Indonesia, Japan, Malaysia, Singapore and Viet Nam). The Secretariat enquired whether range States and/or important consumer and trading countries intended to request the Secretariat for assistance in ensuring effective stockpile management and monitoring [of stockpiled saiga specimens],

¹ See document [CoP17 Doc. 70](#)

noting that any such assistance would have to be subject to securing external resources. No range State, or consumer/trading country requested the assistance of the Secretariat in this regard.

7. The CITES Secretariat invited the range States and major saiga consumer and trading countries to provide information on the measures and activities undertaken to implement the MTIWP during the period 2016-2020. The Secretariat received nine responses, namely from the Russian Federation and Uzbekistan (range States); and from China, Hong Kong SAR, Japan, Malaysia, Singapore, and Viet Nam (major saiga consumer and trading countries).
- a) **China:** China indicates that it used to be a range State of the saiga antelope. The saiga antelope is found in the List of Wildlife under Special State Protection, as designated by the Chinese State Council pursuant to Article 10 of the Law of the People's Republic of China on the Protection of Wildlife. Domestic use of saiga antelope is regulated according to Article 27 of the Law of the People's Republic of China on the Protection of Wildlife: the sale, purchase and use of specimens of state protected wildlife shall be approved by the wildlife protection authorities of the people's governments of provinces, autonomous regions and municipalities, and shall obtain and load special tags and labels according to regulations. China reported no imports, exports, re-exports or seizures of saiga antelope since 2015. China has organized at least one national law and enforcement activity to combat illegal trade of wild saiga antelope, and states that it has collaborated with other countries to combat poaching and illegal trade, adding that there have been administrative measures and prosecutions of CITES-related offences. With regard to captive breeding, China informed that saiga is captive-bred in the country for the purpose of scientific research and conservation. Concerning management practices, China has individual registrations and is establishing a database with pedigree- and breeding information. China has implemented supply side activities by increasing the captive-bred population and using natural deaths to supply legitimate demand. On the demand side, the scope of use of saiga antelope is strictly for traditional Chinese medicine. Finally, China mentioned the following publications:
- "Identification of ungulates used in a traditional Chinese medicine with DNA barcoding technology" by Jing Chen, Zhigang Jiang, Chunlin Li, Xiaoge Ping, Shaopeng Cui, Songhua Tang, Hongjun Chu, Binwan Liu. *Ecol Evol.* 2015 May; 5(9): 1818–1825.
<https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4485963/>
 - "Historical range, extirpation and prospects for reintroduction of saigas in China". Shaopeng Cui, E. J. Milner-Gulland, Navinder J. Singh, Hongjun Chu, Chunwang Li, Jing Chen & Zhigang Jiang. *Scientific Reports* 7, Article number: 44200 (2017).
<http://www.nature.com/articles/srep44200>
- b) **Hong Kong SAR:** Hong Kong SAR informed the Secretariat that Protection of Endangered Species of Animals and Plants Ordinance (Cap. 586) regulates international trade in non-native specimens of saiga antelope, and added that according to Cap. 586, no licence is required for the possession or control of dead specimens and captive-bred live specimens of an Appendix-II species, but a licence would be required if the specimens are live specimens of wild origin. Hong Kong SAR reported no particular challenges with regard to trade in saiga antelopes. Hong Kong SAR reported 89 prosecutions related to CITES offences in 2017, which include illegal import, illegal export and illegal possession of CITES-listed species, but no specific cases involving saiga antelopes.
- c) **Indonesia:** Indonesia reported that although it used to import Saiga antelope from Hong Kong SAR for medicinal purposes, since 2017 there is no record of imports or exports. Indonesia will nevertheless check this data against their own database. Moreover, Indonesia informed the Secretariat that it has strict regulations and that any importation of wildlife and its derivatives without legal document is prosecuted.
- d) **Japan:** Japan reported that the Foreign Exchange and Foreign Trade Act (December 1, 1949, Law No.228) regulates international trade in non-native specimens of saiga antelope. Japan informed the Secretariat that only legally obtained horn of saiga antelope is used as a blending component of certain medication (cardiotonic and pediatric drugs, and nourishing tonic drugs), for which approval is needed from the Minister of Health, Labor and Welfare. Japan reported that no specimens of saiga antelope have been legally imported or exported since 2015, but reports that there have been seizures. Japan reported no challenges with regard to seizures or enforcement, and no specific measures for saiga aimed at strengthening border controls, national enforcement actions, collaborative activities, prosecutions or awareness raising events.

- e) **Malaysia:** Malaysia reported that it does not consider itself an important consumer and trading country for saiga antelope. Malaysia reported that since 2012, only two permits were issued in 2015 for importing *Saiga tatarica* (for a 3kg piece of saiga horn). Furthermore, Malaysia informed the Secretariat that it has the following legislation protecting saiga antelope from illegal trade: the International Trade in Endangered Species Act 200; the Wildlife Conservation Act 2010; the Wildlife Conservation Enactment 1997; and the Wild Life Protection Ordinance 1998.
- f) **Russian Federation:** The Russian Federation informed the Secretariat that the wild population of saiga antelope has been stable in the country over the last three years. Moreover, the Russian Federation stated that there is no legal trade. While there is no direct information on the impact of illegal trade on the wild population of saiga antelope, foreign demand for saiga horns stimulates poaching and smuggling, which results in sex ratio deviation in the population and decreased breeding success. As regards bilateral and multilateral agreements, the Russian Federation noted that it is a signatory to the Memorandum of Understanding concerning conservation, restoration and sustainable use of the saiga antelope under CMS and to an agreement on the conservation, restoration and use of the Ural population between Kazakhstan and the Russian Federation, as well as to the Medium-Term International Work Programme for the saiga antelope (2016-2020). As regards regulation of domestic use of saiga, the Russian Federation referred to Article 258.1 of the Criminal Code. No legal imports/exports/re-exports have been reported since 2015. Some seizures have been reported since 2015, and no challenges or best practices were reported. There is no information on criminal prosecutions on CITES-related offences. The Russian Federation further informed the Secretariat that saiga antelope is bred in captivity for reintroduction to nature and for public awareness purposes. As regards education and awareness raising, the Russian Federation reported that it has held press conferences, released press releases, newspaper articles, brochures, leaflets, and organized television and radio appearances and public consultations.
- g) **Singapore:** Singapore informed the Secretariat that the Endangered Species (Import and Export) Act (Chapter 92A) regulates non-native specimens of saiga antelope, and that saiga horns, horn shavings and bottled water labelled as containing derivatives of saiga horns are permitted if the specimens or products are pre-Convention stock or have been legally imported with CITES permits. Singapore reported no specimens of saiga antelope to have been legally imported, legally exported or seized since 2015. Singapore reported no challenges, and as concerns good practice measures noted that confiscated CITES specimens are disposed of in accordance with Resolution Conf. 17.8 on *Disposal of illegally traded and confiscated specimens of CITES-listed species* and are subsequently destroyed.

Moreover, as regards national enforcement actions aimed at combating poaching and illegal trade, Singapore informed the Secretariat that it adopts a multi-pronged approach to tackle illegal wildlife trade (including their parts and derivatives), including: regulating legal trade through issuance of CITES permits; regulating and monitoring the industry (including at checkpoints, retailers, online platforms, etc); educating the public and engaging the industry; working with local enforcement agencies to conduct risk assessment, targeted checks to detect and deter illegal wildlife cases; collaborating with stakeholders (e.g. international, regional and national enforcement agencies, and non-governmental organizations) to combat transnational wildlife crime and conduct investigations; and, taking strong enforcement actions against offenders. With regard to activities to address illegal trade, Singapore informed the Secretariat that the Agri-Food and Veterinary Authority (AVA) conducts regular visits to traditional Chinese medicine shops to verify their stocks of saiga horns and educate the shop owners to comply with CITES regulations. AVA also conducts public awareness and demand reduction programmes for illegal trade in wildlife. Moreover, Singapore has raised awareness through brochures, leaflets market surveys, providing information at border crossing points and websites. Reporting of illegal trade is encouraged through an online feedback mechanism.

- h) **Uzbekistan:** Uzbekistan reported that the wild population of saiga antelope in the country has decreased over the last three years. With regard to illegal export trade, Uzbekistan reported having caught at least 20 pairs of saiga horns at customs posts (international airport and checkpoint on Uzbek/Kazakh border) from December 2016 to July 2017. Moreover, Uzbekistan informed the Secretariat that there is an agreement between Kazakhstan and Uzbekistan on the protection, reproduction and sustainable use of saiga antelope (*Saiga tatarica tatarica*). This agreement is implemented through an Action Plan for 2017-2020 on joint activities between the Committee of Forest and Wildlife, Ministry of Agriculture of Kazakhstan and the State Committee of the Republic of Uzbekistan on Ecology and Environment Protection. This action plan is still pending approval. Uzbekistan reported to the Secretariat that no specimens of saiga antelope have been legally imported, exported or re-exported into/from the country since 2015 that are not reflected in its annual reports to CITES, nor any seizures thereof. Export quotas are not set for saiga antelopes.

With regard to national legislation protecting saiga antelopes, Uzbekistan informed the Secretariat of the existence of: the Law of Uzbekistan from December 9, 1992 №754-XII as amended on 18.04.2018 №ZRU-476 “On the conservation of nature”; the Law of Uzbekistan from September 19, 2016 №ZRU-408 “On the protection and use of fauna”; the Resolution of the Cabinet of Ministers of the Republic of Uzbekistan “On settlement of the use of biological resources and the order of passing permissive procedures in the sphere of nature” from October 20, 2014 №290; and, the Criminal code of the Republic of Uzbekistan, article 202, Administrative code of the Republic of Uzbekistan, article 90, 92. In this regard, Uzbekistan reported no criminal prosecutions or other court actions against CITES-related offences.

In order to address illegal trade in saiga antelope, Uzbekistan informed the Secretariat that it is developing a plan of joint activities for 2017-2019 to combat poaching, illegal hunting, fishing, use of flora, as well as their illegal processing and sale.

Uzbekistan reported that it has not implemented any marking system for specimens of saiga antelope that are to be imported, exported or re-exported nor any best practices. As a particular challenge, Uzbekistan reported that anti-poaching activities are not particularly effective because of the poor capacity of the State inspections and the lack of staff.

Uzbekistan reported that it has listed the saiga antelope in its National Red Data Book, which is aimed at combating poaching, illegal trade and other illegal activities, as well as holding a series of trainings to improve knowledge and capacity of customs and border service to combat illegal import/export of saiga antelope. With regard to awareness raising, Uzbekistan has published press releases, newspaper articles brochures and leaflets; organized television and radio appearances, presentation and public consultations, as well as provided information at border crossing points. There are also several annual events for awareness raising, including ‘Saiga Day’, the Day of Migratory Species and Protected Area Day, saiga participatory monitoring, and Steppe Wildlife Clubs.

- i) **Viet Nam:** Viet Nam responded that no specimens of saiga antelope have been legally imported, nor have there been any seizures thereof since 2015 that are not reflected in the annual report submitted to CITES. Moreover, Viet Nam reported no marking system for specimens of saiga antelope that are to be imported, exported or re-exported, nor any best practices with regard to poaching or illegal trade of saiga antelope. As a particular challenge, Viet Nam highlighted the lack of skill of enforcement officers in Viet Nam to identify saiga antelope specimens. In its response, Viet Nam reported that it has not undertaken education or awareness raising activities for saiga.

Information on trade in specimens of saiga antelope

8. As reported at SC66², the range States of the saiga antelope have stopped commercial exports of specimens of the species for over a decade, and the current legal trade in, and consumption of, saiga specimens is essentially based on saiga horn that was imported before these suspensions of exports took effect. In order to inform the Standing Committee on the evolution of trade in saiga antelope specimens, the Secretariat requested the United Nations Environment Programme – World Conservation Monitoring Centre (UNEP-WCMC) to provide an analysis of available CITES trade data, with emphasis on trade trends over time, including exports from range States, possible shift in trade routes, and countries that remain most actively involved in trade.
9. The *Overview of trade in Saiga species 2007-2016* by UNEP-WCMC is presented in Annex 2 to this document. In summary, the analysis shows the following:
 - a) The vast majority of trade in saiga parts and derivatives during this period comprised *Saiga tatarica*.
 - b) Both exporters and importers reported a decline in trade (by weight) in derivatives and horns, with trade in medicine (expressed in weight) increasing during 2012-2016.
 - c) The main direct exporter of trade (by weight) was China (including Hong Kong SAR), and the main importer Japan.

² See document [SC66 Doc. 52](#)

- d) According to exporter-reported data, the main trade routes were from China to Japan (74% all trade reported by exporters), followed by China to Singapore (17%).
 - e) Re-exports comprised wild-sourced and pre-Convention horns for commercial purposes, almost all of which were re-exported by Singapore (95%) to Hong Kong SAR (93%) and Japan (7%).
10. The annual illegal trade reports (2015-2017) available to the Secretariat indicate that several Parties seized small quantities of medicines containing - or claiming to contain - saiga antelope (mostly at airports). Two seizures referred to small numbers of horns, and one seizure to six poached saiga antelopes. Cases were reported by: Canada (5 cases); China (5); Czech Republic (5); Germany (1); Japan (3); Mongolia (1); Netherlands (11); New Zealand (64); Norway (1); United Kingdom (3); United States of America (USA) (60); and Uzbekistan (1).
 11. During the same period (2015-2017), seizure records contained in the WorldWISE database of the United Nations Office on Drugs and Crime (UNODC) highlight the occurrence of an additional 59 seizure cases by: Austria (2); Germany (5); Netherlands (16); and the USA (36). Most cases comprised pharmaceutical products/medicines. The seizures made in the former three countries were mainly conducted at airports. The purpose of the seized specimens reported by the USA included personal use (31), but also commercial trade (5).

Discussion

12. As already noted in document CoP17 Doc. 70, legal international trade in saiga part and derivatives seems to decline overall, with a shift towards trade in finished products, and remains largely limited to transactions between a few Asian non-range States. The number of reported seizures and the amount of saiga specimens involved remain small. Most instances refer to seizures of medicines outside Asia or saiga range States. In their reports for the present meeting, the major saiga consumer and trading countries do not suggest any particular difficulties or challenges in regulating the trade in saiga specimens. The measures they have taken concerning trade in saiga antelopes seem in most instances part of broader actions to promote and implement CITES at the national level.
13. The current status of trade in saiga antelopes may partly be due to ongoing efforts by relevant CITES Parties to take action in favour of the conservation and restoration of saiga antelopes, and to ensure well-regulated trade in specimens of the species. These efforts have focused on measures outlined in the Medium-Term International Work Programme for the Saiga Antelope (2016-2020) [MTIWP (2016-2020)], more specifically in its sections 2 to 5 (entitled 'Anti-poaching'; 'Sustainable use and trade'; 'Work with local people'; and 'Awareness'). The Secretariat notes that these measures in the MTIWP partially overlap with, or are duplicative of, actions called for in Decisions 17.268, 17.269 and 17.270.
14. There remains a genuine need for relevant CITES Parties (i.e. range States of *Saiga* spp., and important consumer and trading countries of saiga parts and derivatives) to continue supporting the measures outlined in the MTIWP (2016-2020) in 2019 and 2020, which are the final years of the cycle. It is expected that a new five-year Medium-Term International Work Programme for the Saiga Antelope will be developed for the period 2021-2025. This plan should be prepared for, and adopted at the fourth meeting of the signatories of the Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (*Saiga* spp.), expected to be held in 2020 in the Russian Federation. CITES and relevant Parties have been fully engaged in the development and deployment of the previous saiga work programmes, focusing on measures and actions relating to international legal and illegal trade in saiga. It is proposed to maintain this constructive involvement, which is also called for under the joint CMS-CITES work programme.
15. The Secretariat proposes that the sections of the CoP17 Decisions that support the implementation of the MTIWP (2016-2020) be maintained after CoP18, and that relevant range States and Parties be directed to support the implementation of its successor MTIWP (2021-2025).
16. As mentioned above, the Medium-Term International Work Programme for the Saiga Antelope contains measures that address CITES-related issues such as legal and illegal trade in saiga specimens, demand reduction, legal frameworks, stockpile management, cross border enforcement collaboration and training, marking and identification of saiga parts and derivatives, and engagement between *in situ* conservation and the Asian medicine industry. As such, in the view of the Secretariat, the specific actions that were repeated in Decisions 17.268, 17.269 and 17.270 do not need to be reconducted beyond CoP18, but the MTIWP (2021-2025) must sufficiently reflect CITES priorities and concerns. These priorities should include improved collaboration amongst saiga range States to implement CITES by further harmonizing their legislation

regarding offences involving illegal trade in saiga parts and derivatives, and strengthening cross-border enforcement teamwork, especially in the context of regional trade and customs cooperation.

17. Concerning post-CoP18 reporting, the Secretariat notes that Parties provide CITES annual trade reports and annual illegal trade reports that contain relevant data, and that detailed status and management information on saiga antelopes will be brought forward by signatory States at the meeting of the signatories of the Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (*Saiga* spp.). It seems therefore unnecessary to direct additional reporting requirements to Parties.
18. As part of its ongoing cooperation with CMS under the joint work programme, the Secretariat will keep under review the trade in and conservation of saiga antelopes, and the relevance and impacts of CITES measures for these species. It should be noted that the past saiga MoU signatory meetings have been important opportunities to comprehensively take stock of the status and management of saiga antelopes; assess conservation progress, opportunities and new challenges; and prioritize conservation measures or consider new ones, including actions relevant to CITES. The Secretariat intends to report to the Standing Committee on the outcomes of the fourth meeting of the signatories of the MoU, expected to be held in 2020 in the Russian Federation, and as appropriate propose any consequent recommendations for further CITES-led actions that may be required.
19. Bearing in mind the observations above, the Secretariat, in consultation with CMS, is proposing draft decisions that the Standing Committee may wish to consider in the context of its implementation of Decision 17.273 and reporting to CoP18. They are found in Annex 1 to this document.
20. If appropriate, the Secretariat could work with the Chair of the Standing Committee in preparing a document on saiga antelope (*Saiga* spp.) for consideration at CoP18 that reflects the recommendations emanating from the present meeting.

Recommendations

21. The Standing Committee is invited to:
 - a) consider the report submitted by the Secretariat regarding the implementation of Decisions 17.267 to 17.271, contained in the present document;
 - b) take note of the successful collaboration between CITES and CMS on saiga antelope;
 - c) review the draft decisions proposed by the CITES and CMS Secretariats, shown in Annex 1 to the present document, and, in accordance with Decision 17.273, agree on their submission for consideration at CoP18; and
 - d) request the Secretariat to assist the Standing Committee in its reporting to CoP18, as suggested in paragraph 20 above.

**Draft decisions on saiga antelope (*Saiga* spp.) for consideration at the
18th meeting of the Conference of the Parties**

Directed to range States of saiga antelope (*Saiga* spp.) (Kazakhstan, Mongolia, the Russian Federation, Turkmenistan and Uzbekistan), and important consumer and trading countries of saiga parts and derivatives

18.AA The range States of the saiga antelope (*Saiga* spp.) and important consumer and trading countries of saiga parts and derivatives, as identified by the Secretariat on the basis of CITES trade data, should fully implement the measures directed to them in the *Medium-Term International Work Programme for the Saiga Antelope* for 2016-2020 [MTIWP (2016-2020)] and for 2021-2025 [MTIWP (2021-2025)], developed in support of the Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (*Saiga* spp.) and its Saiga Action Plan.

Directed to the Secretariat

18.BB Subject to the availability of external resources, the Secretariat shall:

- a) assist the Secretariat of the Convention on the Conservation of Migratory Species of Wild Animals (CMS) in organizing the fourth meeting of the signatories of the Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (*Saiga* spp.), expected to be held in the Russian Federation in 2020;
- b) in collaboration with the CMS Secretariat, provide inputs as needed in developing a *Medium-Term International Work Programme for the Saiga Antelope* for 2021-2025 [MTIWP (2021-2025)], developed in support of the Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (*Saiga* spp.) and its Saiga Action Plan; and
- c) review, in consultation with the CMS Secretariat, the conservation of and trade in saiga antelope, *Saiga* spp., based on available data on legal and illegal trade, materials and outcomes of the fourth meeting of saiga MoU signatories, and stakeholder consultations, and report any consequent findings and recommendations to the Standing Committee in the context of the implementation of Resolution Conf. 13.3 on *Cooperation and synergy with the Convention on the Conservation of Migratory Species of Wild Animals (CMS)* and the joint CMS-CITES work programme.

Directed to the Standing Committee

18.CC The Standing Committee shall, as appropriate, consider any findings and recommendations submitted by the Secretariat in accordance with Decision 18.BB, and make recommendations as necessary.

Directed to saiga antelope range States, Parties, multilateral environmental agreements, intergovernmental organizations, non-governmental organizations, and other stakeholders

18.DD Saiga antelope range States, Parties, multilateral environmental agreements, intergovernmental organizations, non-governmental organizations and other stakeholders are encouraged to collaborate in the conservation and restoration of the saiga antelope (*Saiga* spp.), and to support the implementation of MTIWP (2016-2020) and MTIWP (2021-2025).

Overview of trade in *Saiga* species 2007-2016.

This overview is based on trade data downloaded from the CITES Trade Database on 24.07.2018 and covers the most recent ten-year period for which there is complete data, 2007-2016.

The vast majority of trade in *Saiga* parts and derivatives during this period comprised *Saiga tatarica*; trade in *S. borealis* over the ten-year period comprised very low levels of seized/confiscated (source I) derivatives reported in 2010 for personal purposes and hair and skin pieces reported as wild-sourced and without a source specified for scientific purposes in 2014. As such, the rest of this analysis will focus on trade in *S. tatarica*.

Direct trade in *S. tatarica* 2007-2016 was reported in a variety of terms, but mainly comprised source I and pre-Convention derivatives reported by number and wild-sourced horns, derivatives and medicine for commercial purposes reported by weight (Table 1). Given that source I is not reported consistently by Parties, this shall be considered separately to the rest of the trade at the end of the analysis (but is included in Table 1 overview for completeness).

Trade by weight

The main terms in trade reported by weight were horns, medicine and derivatives, of which 94% were wild-sourced according to exporter reported data while according to importer reported data, half were wild-sourced and most of the remainder pre-Convention (50 and 47%, respectively). Both exporters and importers reported a decline in trade in derivatives and horns, with trade in medicine increasing 2012-2016 (Figure 1a) and b)).

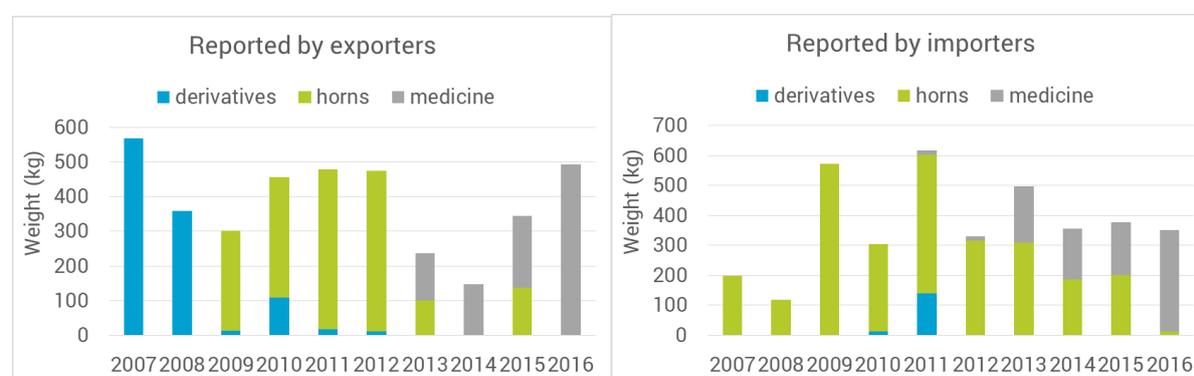


Figure 1: Direct trade in *S. tatarica* derivatives, horns and medicine, reported by weight, 2007-2016, all sources excluding source 'I', all purposes, reported by a) exporters and b) importers.

The main direct exporter of trade reported by weight was China (including Hong Kong, Special Administrative Region of China, hereafter referred to as Hong Kong, SAR), Japan was the main importing country of direct trade in *S. tatarica* reported by weight (Table 2).

Table 1. Direct trade in *S. tatarica* 2007-2016. Low levels of trade in bodies, hair, horn pieces, powder and skin pieces have been excluded. Quantities rounded to two decimal places.

Term	Unit	Purpose	Source	Reported by	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	Total		
derivatives	kg	P	I	Importer			1.74	1.44							3.18		
				Exporter													
		T	O	Importer													
				Exporter			13.64	12.91	17.11	11.71							55.36
		W		Importer	0.08					139.03							139.11
				Exporter	568.31	357.71		95.71									1021.73
		-	-		Importer					12.22							12.22
					Exporter												
		I	P	I	Importer			0.25	0.06								0.31
					Exporter												
-	P	I		Importer	186.00	301.00	4456.00	9528.00	194.00						14665.00		
				Exporter													
		T	I		Importer		98.00	3156.00	1500.00							4754.00	
					Exporter												
		O			Importer				9000.00							9000.00	
					Exporter												
horns	kg	M	W	Importer					19.19						19.19		
				Exporter													
		T	O		Importer			395.68	134.31	432.00	144.00	290.00	170.00	181.00		1746.99	
					Exporter			2.65				100.00					102.65
		W			Importer	199.00	118.22	176.73	156.68	13.74	172.37	18.45	15.18	20.35	11.65	902.38	
					Exporter			285.26	348.01	461.77	462.70				137.32		1695.07
		-	P	I		Importer				1.00	3.00			2.00		6.00	
						Exporter											
		live	kg	T	O	Importer				80.00							80.00
						Exporter											

Term	Unit	Purpose	Source	Reported by	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	Total		
medicine	kg	P	I	Importer						1.00		0.39		0.01	1.39		
				Exporter													
		T	I	Importer										0.26	0.05		0.31
				Exporter													
		O		Importer													
				Exporter									21.41	27.39	23.05		71.85
		W		Importer									164.50	149.45	149.23	339.51	802.69
				Exporter									116.17	120.39	184.88	493.22	914.65
		-	-			Importer					13.78	13.55	23.99	22.09	27.29		100.70
						Exporter											
		-	P	I		Importer						142.00	3.00	29.00	42.00	420.00	636.00
						Exporter											
					W	Importer								5.00			5.00
						Exporter											
			T	I	Importer						10.00	10.00			20.00		
					Exporter												
specimens	kg	S	W	Importer										120.00	120.00		
				Exporter													
-	S	W		Importer			16.00						336.00		352.00		
				Exporter			9.00							741.00	120.00	870.00	
trophies	kg	T	O	Importer			132.00								132.00		
				Exporter													
	-	E	C		Importer												
					Exporter			1.00								1.00	
				W	Importer												
					Exporter								1.00			1.00	
		Q	F		Importer												
					Exporter							1.00				1.00	

Table 2. Main exporters and importers of *S. tatarica* reported by weight, 2007-2016 and percentage of total trade accounted for, as reported by exporters or importers.

Main exporters		Main importers	
Reported by exporters	Reported by importers	Reported by exporters	Reported by importers
China (94%)	China (46%)	Japan (74%)	Japan (82%)
Japan (6%)	Hong Kong, SAR (32%)	Singapore (17%)	Malaysia (6%)
	Singapore (16%)	Hong Kong, SAR (8%)	Hong Kong, SAR (5%)
	Kazakhstan (3%)		Singapore (4%)
	Japan (3%)		United Kingdom (3%)

According to exporter-reported data, the main trade route was from China to Japan (74% all trade reported by exporters), followed by China to Singapore (17%); according to importers, major trade routes were China to Japan (42%) and Hong Kong, SAR to Japan (32%). In 2007 and 2008, China to Japan dominated the trade routes. Trade routes diversified in subsequent years, with China to Japan remaining an important route (Table 3).

Indirect trade reported by weight mainly comprised wild-sourced and pre-Convention horns for commercial purposes, almost all of which was re-exported by Singapore (95%). Of trade re-exported from Singapore, 85% was reported with an unknown origin, 10% from the Russian Federation and five per cent from Kazakhstan. The main importers of indirect trade were Hong Kong, SAR (93% according to importers and 86% according to exporters) and Japan (7% according to importers and 10% according to exporters).

Trade by number

Direct trade reported by number primarily comprised 9000 pre-Convention derivatives imported by Japan from China in 2010, reported by Japan only. Additionally, wild-sourced scientific specimens were reported in 2009 and 2015-2016 (870 reported by exporters and 352 reported by importers).

Indirect trade reported by number mainly consisted of medicine reported as wild-sourced and without a source specified originating in China and re-exported via Hong Kong, SAR to Indonesia and Canada (115 700 and 5000 units of medicine, respectively). This trade was reported by Hong Kong, SAR only.

Source I trade

Direct trade in source 'I' (seized/confiscated) *S. tatarica* mainly comprised 19 419 derivatives reported by number, reported by importers only (New Zealand and the United States) 2007-2011.

Indirect trade in source I 2007-2016 consisted of derivatives reported by number for commercial and personal purposes and medicine reported by number for personal purposes, reported by importers only (mainly New Zealand and the United States).

Table 3. Main trade routes for direct trade in *S. tartarica* derivatives, horns and medicine 2007-2016. All purposes and all sources, excluding source "I". Excludes exporter/importer/term combinations where both the importer and exporter reported quantity was less than a total of 10kg. Quantities have been rounded to two decimal places, where applicable.

Exporter	Importer	Term (kg)	Values	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	Total	
China	Japan	derivatives	Importer					139.03						139.03	
			Exporter	461.75	357.71		95.71								915.17
		horns	Importer	199.00	118.22	176.73	136.53			150.82					781.31
			Exporter			285.26	274.65	308.21	320.16				111.52		1299.80
		medicine	Importer								164.50	149.45	149.23	339.51	802.69
			Exporter								112.76	115.17	74.52	331.48	633.93
	Singapore	horns	Importer				34.46	28.71	21.55	18.45	15.18	20.35	11.65	150.35	
			Exporter				73.36	150.06	142.14			25.80		391.36	
		medicine	Importer												
			Exporter								1.33	1.30	110.36	158.34	271.33
	Republic of Korea	derivatives	Importer												
			Exporter	35.08											35.08
Hong Kong, SAR	derivatives	Importer													
		Exporter	69.82											69.82	
Hong Kong, SAR	Japan	horns	Importer			350.00	120.00	432.00	70.00	140.00		181.00		1293.00	
			Exporter												
Japan	Hong Kong, SAR	derivatives	Importer				12.22							12.22	
			Exporter			13.14	12.22	16.50	11.32					53.17	
		horns	Importer												
			Exporter								100.00				100.00
	medicine	Importer					13.78	13.55	23.99	22.09	27.29			100.70	
		Exporter								20.94	26.45	22.93		70.32	
Singapore	Japan	horns	Importer			0.68			4.00	150.00	170.00			324.68	
			Exporter												
Singapore cont.	Hong Kong, SAR	horns	Importer						70.00					70.00	
			Exporter												

Exporter	Importer	Term (kg)	Values	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	Total
	Malaysia	horns	Importer			45.00								45.00
			Exporter											