

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



Seventy-fourth meeting of the Standing Committee  
Lyon (France), 7 - 11 March 2022

Species specific matters

SAIGA ANTELOPE (SAIGA SPP.):  
REPORT OF THE SECRETARIAT AND THE ANIMALS COMMITTEE

1. This document has been prepared by the Secretariat and incorporates recommendations made by the Animals Committee.\*
2. At its 18th meeting (CoP18, Geneva, 2019), the Conference of the Parties adopted Decisions 18.270 to 18.274 on *Saiga antelope* (*Saiga spp.*), as shown in Annex 1 to this document.
3. This document provides an overview of the information that was received by the Secretariat from range States of the saiga antelope and important consumer and trading countries, pursuant to Decision 18.270; a report by the Secretariat on its implementation of Decision 18.271 [as instructed in paragraph e) of that same Decision]; and a report by the Animals Committee on its implementation of Decision 18.272.

Implementation of Decision 18.270 (directed to range States of *Saiga spp.* and important consumer and trading countries of saiga parts and derivatives)

4. On 31 August 2021, the Secretariat wrote to the range States of the saiga antelope (*Saiga spp.*) and important consumer and trading countries of saiga parts and derivatives<sup>1</sup>, inviting them to share relevant information concerning their implementation of Decision 18.270 by 30 November 2021. In the same letters, the Secretariat consulted these Parties about their management of stockpiles of saiga specimens, as directed in Decision 18.271, paragraph d).
5. By 30 November 2021, the Secretariat received replies from China, Hong Kong Special Administrative Region (SAR) and Japan, for which it is grateful. These are shown in Annex 4 to the present document in the language and format as received and summarized below.
6. **China:** China informed the Secretariat that the saiga antelope is listed as a first-class state key protected species and given the highest level of protection under the Wildlife Conservation Law. It provided information of its stockpile management (see below). China reported that it undertakes measures annually to control the trade in the saiga antelope and its derivatives, including carrying out inspections, organizing joint law enforcement and strengthening public awareness and education.
7. **Hong Kong SAR:** Hong Kong SAR reported to the Secretariat that it had no information on saiga stockpiles (see below). They reported that the use of saiga horn is regulated under the Chinese Medicine Ordinance,

\* The geographical designations employed in this document do not imply the expression of any opinion whatsoever on the part of the CITES Secretariat (or the United Nations Environment Programme) concerning the legal status of any country, territory, or area, or concerning the delimitation of its frontiers or boundaries. The responsibility for the contents of the document rests exclusively with its author.

<sup>1</sup> China, Hong Kong Special Administrative Region (SAR) of China, Indonesia, Japan, Kazakhstan, Malaysia, Mongolia, Russian Federation, Singapore, Uzbekistan, Viet Nam.

under which proprietary Chinese medicines containing saiga horn must be registered prior to import, manufacture and distribution; and traders are licensed. Hong Kong SAR implements measures from the Medium-Term International Work Programme for the Saiga Antelope (MTIWP), including training on CITES implementation and identification of saiga products, and awareness-raising activities.

8. **Japan:** Japan reported that it is implementing the MTIWP, and particularly measures relating to the sustainable use and trade in saiga. Between 2016 and 2020, customs identified 50 cases of medicines containing saiga horn which did not have export permits. They reported that these shipments came from China, Hong Kong SAR, the Republic of Korea and Singapore. Dried saiga horn is an approved ingredient for medicines. The Federation of Pharmaceutical Manufacturers' Associations of Japan (FPMAJ) reported that between 2011 and 2020, annual imports of saiga horn for medicines averaged approximately 340 kg, with a spike in 2018 of approximately 1,400 kg, and that on average, 450 kg of saiga horn per year is used for medicine, with a slightly rising trend. Re-exports to Japan have continued since CoP18 when the annotations to the listings of *Saiga* spp. in Appendix II came into force. Following the CoP18 decisions, Japan took measures to allow the use of buffalo horn as an alternative for saiga horn in medicines.
9. No responses from the saiga range States were received by the Secretariat at the time of writing. No information on their internal market controls for saiga parts (including registration of stockpiles, labelling of parts and products, and registration of manufacturers and traders) was provided. The Secretariat notes that the saiga range States submitted national reports to the Fourth Meeting of the Signatories of the Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (*Saiga* spp.) [MOS4], held in September 2021 (see below). These did not contain relevant data, although the compendium of these reports mentions concerns that "demand for saiga products in consumer countries is still high" and that "stockpiles are unmonitored".

#### Implementation of Decision 18.271 (directed to the Secretariat)

10. The Secretariat received external funding in 2021 for the review of saiga stockpile management envisaged under paragraph d) of Decision 18.271 (see below), but was unable to secure external resources to support the other activities mentioned in Decision 18.271 (see Notification to the Parties No. 2021/049).

#### **Paragraph a): Fourth Meeting of the Signatories of the Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (*Saiga* spp.) [MOS4]**

11. With the support of the Secretariat of the Convention on Migratory Species (CMS), the Russian Federation hosted the 4th meeting of the signatories of the *Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope* (*Saiga* spp.) [MOS4] online from 28 to 29 September 2021. Due to the global COVID-19 pandemic, MOS4 could not take place in 2020 as originally planned.
12. The agenda of the meeting, working documents and information documents, presentations and meeting outcomes can be found at: <https://www.cms.int/saiga/en/meeting/fourth-meeting-signatories-saiga-mou-mos4>
13. The CITES Secretariat assisted the CMS Secretariat in reporting to MOS4, which, *inter alia*, reviewed progress in the implementation by the range States of the Saiga Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (*Saiga* spp.) (Saiga MOU); agreed on a new 5-year work programme; and endorsed a feasibility study on the sustainable use of saiga antelopes entitled "The Sustainable Use of Saiga Antelopes: Perspectives and Prospects"<sup>2</sup>.
14. MOS4 also agreed to continue outsourcing the technical coordination of the Saiga MOU to the Saiga Conservation Alliance and the Association for the Conservation of Biodiversity of Kazakhstan, who will work in a technical capacity in close collaboration with the CMS Secretariat. Their responsibilities include providing technical expertise and information, facilitating communication between stakeholders, preparing documents for meetings, maintaining the Saiga Resource Centre, and producing the Saiga News Bulletin.

---

<sup>2</sup> <https://www.cms.int/saiga/en/document/sustainable-use-saiga-antelopes-perspectives-and-prospects-0>

**Paragraph b): Medium-Term International Work Programme for the Saiga Antelope for 2021-2025 [MTIWP (2021-2025)]**

15. The Secretariat jointly organized the *Joint CMS-CITES Technical Workshop under the MOU Concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope* (Saiga spp.) (Vilm, April 2019), organized by the CMS Secretariat. The workshop was largely devoted to drafting a new *Medium-Term International Work Programme for the Saiga Antelope for 2021-2025* [MTIWP (2021-2025)] for submission to MOS4.
16. The draft MTIWP (2021-2025), to which the CITES and CMS Secretariats had provided inputs in 2019, was finalized at MOS4 and adopted by the participating Saiga MOU signatories. It is available in English and Russian.<sup>3</sup>

**Paragraph c): Conservation of and trade in saiga antelope *Saiga* spp.**

*Conservation status of Saiga spp.*

17. MOS4 considered an overview report on the conservation status of saiga antelopes and the implementation of the Saiga MOU, based on National Reports and Project Reports submitted to the CMS Secretariat by signatory range States up until August 2021<sup>4</sup>. Key features regarding the updated conservation status of saiga antelopes are summarized below.
18. *Saiga tatarica* occurs in Central Asia in four populations: North-West Pre-Caspian (Russian Federation), Ural (Kazakhstan, Russian Federation), Ustyurt (Kazakhstan, Uzbekistan, and formally Turkmenistan), and Betpak-dala (Kazakhstan, Russian Federation). The population of *S. tatarica* in northwest China and adjacent areas of southwest Mongolia became extinct in the 1960s.
19. *Saiga borealis* occurs in one population in Mongolia.
20. At country level, the following saiga population numbers were reported at MOS4:
  - a) *S. tatarica*: around 10,000 in the Russian Federation and increasing; around 842,000 in Kazakhstan and increasing; 150-200 in Uzbekistan and declining; no saiga antelopes have been observed in Turkmenistan for the last 20 years.
  - b) *S. borealis*: 8,451 in Mongolia and increasing.
  - c) The best estimation of the global saiga antelope population in 2021 is a minimum of 860,600 animals.
21. The status of saiga antelopes varies between populations and countries. Between 2015 and 2021, the four *S. tatarica* populations (Pre-Caspian, Ural, Ustyurt and Betpak-dala) reportedly showed consistent increases. The populations in Kazakhstan increased tenfold since 2015. The Ural population, shared between Kazakhstan and the Russian Federation, has surpassed its historical maximum in 2021. The Ustyurt population in Kazakhstan is increasing, but the small population in Uzbekistan is highly threatened because the southward migration from Kazakhstan is curtailed by linear infrastructure barriers. The global population of *S. tatarica*, although not yet recovered to the levels of the 1980s and 1990s, has increased substantially since the Third Meeting of Signatories (MOS3) in 2015.
22. The Mongolian population of *S. borealis* experienced a die-off in 2016 and 2017, exacerbated by droughts and harsh winters and continuous competition with livestock. The population has recovered to the level of before this event and continues to increase.
23. The extensive area of distribution, large differences between seasonal ranges, nomadic behavior, and natural population fluctuations make accurate population estimates of saiga antelopes difficult and obscure population trends, noting that for wide-ranging ungulates such as the saiga, even well-conducted counts are likely to be underestimates. Despite growing population numbers, saiga remain vulnerable to poaching, climate change, impacts of old and new infrastructure and disease outbreaks, exacerbated by the influence of climate change. As illustrated by mass die-offs in the Ural population (2010; estimated mortality 12,000

---

<sup>3</sup> <https://www.cms.int/saiga/en/document/medium-term-international-work-programme-saiga-antelope-2021-2025>

<sup>4</sup> [https://www.cms.int/saiga/sites/default/files/document/unep-cms\\_saiga\\_mos4\\_doc.5\\_rev.2\\_overview-report-on-conservation-status-and-mou-implementation\\_e.pdf](https://www.cms.int/saiga/sites/default/files/document/unep-cms_saiga_mos4_doc.5_rev.2_overview-report-on-conservation-status-and-mou-implementation_e.pdf)

animals), the Betpak-Dala population (2015; estimated mortality >200,000 animals or 88% of the population), and Mongolia (2016-17; estimated mortality ~5,000 animals or 54% of the population), underlying trends of population recovery can be reversed very quickly in these species. Furthermore, as reported at MOS4, high saiga numbers generate increasing human-wildlife conflicts in some areas. Saiga antelopes therefore remain highly dependent on continued conservation action<sup>5</sup>, as also an analysis by the International Union for Conservation of Nature (IUCN) in 2018 demonstrated<sup>6</sup>.

#### *Conservation achievements*

24. The national range States' reports and other available information that were presented at MOS4 demonstrate several important conservation achievements since 2015, including:
- a) Saiga antelopes have generally increased in abundance across their range; and their status and conservation needs are generally well understood at international and national levels.
  - b) A range of conservation interventions have been implemented in all range States by governmental and non-governmental organizations, covering all priorities in the MTIWP 2016-20.
  - c) The Saiga MOU brings stakeholders together and allows for new planning, reporting on activities, and sharing news and technical expertise (for example on public awareness-raising, education, law enforcement, population monitoring, and disease surveillance).
  - d) There have been arrests and successful prosecutions of poachers and illegal traders in some range States. Overall, it appears that poaching levels have declined.
  - e) Several range States have created, expanded or redesignated protected areas and landscape-scale initiatives to enhance the conservation of saiga antelopes.

#### *Conservation challenges and threats*

25. MOS4 identified several conservation challenges and threats, recognizing that saiga antelopes were perceived as less acutely threatened than in 2015, but also expressing growing concerns about the impacts of climate change and barriers to migration:
- a) The saiga antelope populations in Mongolia, North-West Pre-Caspian and Ustyurt, particularly in Uzbekistan, remain low.
  - b) Linear infrastructure (railways, roads, pipelines and a border fence) are impacting three *S. tatarica* populations, particularly Ustyurt and Betpak-dala, and this will worsen by impending infrastructure projects unless mitigation measures are implemented, such as rerouting where necessary.
  - c) Poaching for meat or horns remain a problem throughout the range, suggesting the need to further improve the effectiveness of anti-poaching efforts.
  - d) Demand for saiga products in consumer countries is still high, illegal trade continues, stockpiles are unmonitored and limited action is taken to curb illegal trade outside the range States.
  - e) Diseases and mass die-offs remain a concern. As further outbreaks are likely, more proactive monitoring and controls are required, particularly at the wildlife/livestock interface. Large and resilient saiga populations are needed, for example through reducing barriers to migration.
  - f) Resentment of saigas by local livestock herders because of increasing competition for grazing and water and suspected disease transmission to livestock is a threat in Kazakhstan, Mongolia and the Russian Federation. While saiga populations are recovering, livestock is expanding and human impacts on saiga habitat are increasing (e.g. through infrastructure and agriculture development). It is expected

---

<sup>5</sup> [https://www.cms.int/sites/default/files/document/unep-cms\\_saiga\\_mos4\\_doc.5\\_rev.2\\_overview-report-on-conservation-status-and-mou-implementation\\_e.pdf](https://www.cms.int/sites/default/files/document/unep-cms_saiga_mos4_doc.5_rev.2_overview-report-on-conservation-status-and-mou-implementation_e.pdf)

<sup>6</sup> <https://doi.org/10.1111/cobi.13112>

that negative interactions with humans will become more frequent and incentives for local communities to coexist with saiga need to be developed.

- g) The impacts of climate change on saigas are still poorly understood but likely to include habitat changes that may increase competition for water and pasture resources; greater susceptibility to diseases; mortality caused by extreme weather conditions; and shifting migration patterns.
- h) Continued resources and financial support from national authorities and international donors are required for the implementation of priority actions under the MTIWP 2021-2025.

#### *Legal trade in saiga specimens*

- 26. *S. tatarica* and *S. borealis* have been included in CITES Appendix II since 1995. At CoP18, it was agreed to amend the listing of both species in Appendix II by adding the following annotation: "A zero export quota for wild specimens traded for commercial purposes". The annotation applies to exports of saiga specimens of wild origin for commercial purposes taking place under the provisions of Article IV, paragraphs 2 and 3, of the Convention. It does not apply to re-exports of specimens of *Saiga* spp. under the provisions of Article IV, paragraphs 4 and 5, which can continue for commercial or non-commercial purposes.
- 27. Annex 3 provides an overview of trade in specimens of *Saiga* spp. between 2007 and 2019, as recorded in the CITES trade database.
- 28. The range States of *S. tatarica* stopped commercial exports of specimens of saiga antelope around 2005. Since that time, the legal international trade in, and consumption of, saiga specimens was essentially based on saiga horns that were imported by trading and consumer countries before these export suspensions took effect. The CITES database does not hold records of commercial trade in *S. borealis*.
- 29. Between 2007 and 2019, the CITES database shows 401 records (2,294 shipments) of *S. tatarica* parts and derivatives of which 217 records (1,165 shipments) were reported by weight.
- 30. Between 2010 and 2018, low volumes of direct trade are reported. Based on exporter-reported data, this consisted of derivatives (109 kg in 2010, 17.1 kg in 2011 and 11.7 kg in 2012), horn (average of 294 kg per year) and medicines (average of 254.5 kg per year). Importer-reported data for the same period shows trade in 12.2 kg of derivatives in 2010 and 139 kg in 2011, and an annual average of 223 kg of horn and 136 kg of medicine.
- 31. In 2019, over 4,500 kg of saiga horn was traded, but with no direct trade. This consisted of 3,135 kg of horn re-exported from Singapore to Hong Kong SAR (origin: Kazakhstan), and 1,494 kg of horn from Ukraine to China (origin: pre-convention and unknown).
- 32. The main direct exporter (recorded by weight) was China, followed by Ukraine. Japan, Hong Kong SAR and Singapore were also important exporters. Japan was the main importer (recorded by weight), followed by China. Other important importers were Hong Kong SAR, Malaysia and Singapore. Singapore is a major re-exporter of horn it imported from Kazakhstan, the Russian Federation or is of unknown origins, mainly going to Hong Kong SAR (80%) and Japan (15%).
- 33. Annex 3 also presents information on seized and confiscated specimens (source code I) as recorded in the CITES database for the period 2007-2019.

#### *Illegal trade in saiga specimens*

- 34. Information on illegal trade in specimens of saiga was also extracted from the annual illegal trade reports available to the Secretariat (2016-2020), which show a total of 414 seizures involving saiga antelope, mostly at airports. Nearly 95% (388 cases) concerned medicines containing – or claiming to contain – saiga antelope. Ten seizures referred to small numbers of horns, and one referred to the seizure of six poached saiga antelopes. Cases were reported by: Australia (1), Austria (3), Canada (9), China (6), the Czech Republic (11), Germany (8), Hungary (1), Italy (1), Japan (14), Mongolia (1), the Netherlands (51), New Zealand (241), Norway (1), Singapore (1), the United Kingdom of Great Britain and Northern Ireland (8) and the United States of America (57). The number of seizures reported decreased annually, from 135 in 2016 to 26 in 2020. The 2020 World Wildlife Crime Report 2020 (UNODC) does not contain data or case information on illegal saiga trade.

**Paragraph d): Management of stockpiles of saiga specimens**

35. As explained in paragraphs 4 to 9 above, the Secretariat consulted saiga range States and major trading and consumer States concerning their management of stockpiles of saiga specimens.
- a) **China** reported that it strictly controls saiga stockpiles. Old saiga stockpiles must be registered, sealed in a standardised manner and held at designated venues after verification of the legality of acquisition. Stockpiles resulting from law enforcement seizures must be supervised throughout the process from confiscation to preservation. China noted that the management of stocks and stockpiles is mainly a domestic issue, which has been recognized as such at meetings of the Standing Committee.
  - b) **Hong Kong SAR** informed the Secretariat that licenses are not required for the possession of parts and derivatives of Appendix II species. Because saiga is only traded as parts and derivatives in Hong Kong SAR, information on the size and nature of saiga stockpiles is not available.
  - c) **Japan** reported that it monitors the importation and use of saiga products but did not provide details on stockpiles.
36. At the 31st meeting of the Animals Committee (AC31, online, June 2021), the United States of America committed funding (USD 40,000) for the implementation by the CITES Secretariat of Decision 18.271, paragraph d). When these resources become available, they will be allocated to reviewing the processes and practices in place in saiga range States and major trading and consumer States concerning their management of stockpiles of saiga specimens.
37. The Secretariat notes the apparent existence of relatively large saiga horn stockpiles in Ukraine, which were partially exported to China in 2019 (see above). The review of stockpile management practices in major trading States indicated above will also address the situation in Ukraine.

**Paragraph e): Reporting**

38. The Secretariat has reported on the implementation of Decision 18.271 to the Animals Committee in document [AC31 Doc. 32](#) and its [addendum](#), and to the Standing Committee in the present document.

Implementation of Decision 18.272 (directed to the Animals Committee)

39. At its 31st meeting (AC31, online, June 2021), the Animals Committee considered document AC31 Doc. 32 and its addendum, submitted by the Secretariat on its implementation of Decision 18.271. The Secretariat reported that no external resources had been secured, but that the Convention on Migratory Species (CMS) had undertaken work that contributed to implementing Decision 18.271, including: collating updated information on the conservation status of saiga as reported by saiga range States; undertaking a study on the sustainable use of saiga antelopes; and preparing the 4th meeting of the signatories of the Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (*Saiga* spp.), to be hosted online by the Russian Federation.
40. The Animals Committee noted document AC31 Doc. 32 and its addendum and agreed to propose the renewal of Decisions 18.270 to 18.274 to the Standing Committee for onward submission to the 19th meeting of the Conference of the Parties (see [AC31 Sum.3](#)). The revised draft decisions are presented in Annex 2 to this document.
41. To take into account the results of MOS4 and the content of the new MTIWP (2021-2025), the Secretariat suggests a few further amendments to draft decisions 19.BB and 19.EE being proposed by the Animals Committee as follows (new text underlined):

**19.BB Directed to the Secretariat**

Subject to the availability of external resources, the Secretariat shall:

- a) 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 Animals Committee, and 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;

- b) consult saiga range States and major trading and consumer States concerning their management of stockpiles of saiga specimens; review processes and practices; and provide assistance in ensuring effective stockpile management and monitoring, including the development of inventories and strengthening stockpile security;
- c) provide training to strengthen cross-border cooperation in CITES implementation, identification of saiga products and techniques for countering illegal trade; and
- d) report to the Animals Committee and Standing Committee on the implementation of this Decision, as appropriate.

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

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 (2021-2025) as well as the technical coordination of the Saiga MOU.

Recommendations

42. As per Decision 18.273 and on the basis of the findings and recommendations submitted by the Animals Committee and the Secretariat in accordance with Decision 18.271 and 18.272, the Standing Committee is invited to:
- a) take note of the present document;
  - b) commend the saiga antelope range States for their efforts in restoring saiga antelope populations in the wild, and saiga range States and major trading and consumer States for their contributions to the implementation of the Medium-Term International Work Programme for the Saiga Antelope; and
  - c) consider the draft decisions presented in Annex 2 and the amendments thereto proposed by the Secretariat in paragraph 41 for submission to the 19th meeting of the Conference of the Parties.

Decisions on Saiga antelope (*Saiga* spp.)  
adopted at the 18th meeting of the Conference of the Parties

**18.270 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**

- a) 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*; and
- b) Consistent with the measures directed to Saiga range States in the Medium-Term International Work Programme for the Saiga Antelope for 2016-2020 [MTIWP (2016-2020)], the range States of the saiga antelope are encouraged to establish internal market controls for saiga parts, including registration of stockpiles, labelling of parts and products, and registration of manufacturers and traders, and report such information to the CITES Secretariat.

**18.271 Directed to the Secretariat**

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;
- 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 Animals Committee, and 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;
- d) consult saiga range States and major trading and consumer States concerning their management of stockpiles of saiga specimens; review processes and practices; and provide assistance in ensuring effective stockpile management and monitoring, including the development of inventories and strengthening stockpile security; and
- e) report to the Animals Committee and Standing Committee on the implementation of this Decision, as appropriate.

**18.272 Directed to the Animals Committee**

The Animals Committee shall, as appropriate, consider any findings and recommendations submitted by the Secretariat in accordance with Decision 18.271, and make recommendations to the Standing Committee.

**18.273 Directed to the Standing Committee**

The Standing Committee shall, as appropriate, consider any findings and recommendations submitted by the Animals Committee and the Secretariat in accordance with Decision 18.271 and 18.272, and make recommendations as necessary.

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

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).

Draft Decisions on Saiga antelope (*Saiga* spp.)  
recommended by the Animals Committee to the Standing Committee for  
onward submission to the 19th meeting of the Conference of the Parties

**19.AA 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**

- a) 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 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
- b) Consistent with the measures directed to saiga range States in MTIWP (2021-2025), the range States of the saiga antelope are encouraged to establish internal market controls for saiga parts, including registration of stockpiles, labelling of parts and products, and registration of manufacturers and traders, and report such information to the CITES Secretariat.

**19.BB Directed to the Secretariat**

Subject to the availability of external resources, the Secretariat shall:

- a) 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 Animals Committee, and 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;
- b) consult saiga range States and major trading and consumer States concerning their management of stockpiles of saiga specimens; review processes and practices; and provide assistance in ensuring effective stockpile management and monitoring, including the development of inventories and strengthening stockpile security; and
- c) report to the Animals Committee and Standing Committee on the implementation of this Decision, as appropriate.

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

The Animals Committee shall, as appropriate, consider any findings and recommendations submitted by the Secretariat in accordance with Decision 18.271 (Rev. CoP19), and make recommendations to the Standing Committee.

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

The Standing Committee shall, as appropriate, consider any findings and recommendations submitted by the Animals Committee and the Secretariat in accordance with Decision 18.271 (Rev. CoP19) and 18.272 (Rev. CoP19), and make recommendations as necessary.

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

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 (2021-2025).

### Overview of trade in specimens of *Saiga* spp. 2007 – 2019

This analysis by the CITES Secretariat is based on the aggregate trade data downloaded from the CITES Trade Database on 13.09.2021. It provides an update of the trade data analysis presented in [Annex 2 of Document SC70 Doc. 58](#).

#### *Saiga borealis*

The majority of the trade in Saiga parts and derivatives between 2007 and 2019 were comprised of *Saiga tatarica* and only six records (nine shipments) of *S. borealis* were recorded. The trade in *S. borealis* comprised of low levels of seized/confiscated (source code I) derivatives and medicine in 2010 and 2017 for personal purposes and two shipments of hair and skin pieces reported from wild (source code W) and no identified source for scientific purposes in 2014. The last recorded trade of *S. borealis* was in 2018 with 84 specimens from the wild exported for medical (including biomedical research) purposes.

**Table 1.** Trade in *Saiga borealis* recorded in the CITES trade database 2007-2019 shown as aggregate records

Year	Importer	Exporter	Importer reported quantity	Exporter reported quantity	Term	Unit	Purpose	Source
2010	NZ	CN	110		derivatives	g	P	I
2010	NZ	CN	21		derivatives		P	I
2014	US	MN		39	hair		S	W
2014	US	MN		73	skin pieces		S	
2017	US	VN	3		medicine		P	I
2018	GB	MN	84		specimens		M	W

#### *Saiga tatarica*

Between 2007 and 2019, 401 records (2,294 shipments) of *S. tatarica* parts and derivatives were recorded in the CITES database of which 217 records (1,165 shipments) show trade recorded by weight (grams or kilograms).

The number of trade records for each source code is summarized in Table 2. The definitions of source codes are as follows:

- W: Specimens taken from the wild
- X: Specimens taken in "the marine environment not under the jurisdiction of any State"
- C: Animals bred in captivity in accordance with Resolution Conf. 10.16 (Rev.), as well as parts and derivatives thereof, exported under the provisions of Article VII, paragraph 5
- F: Animals born in captivity (F1 or subsequent generations) that do not fulfil the definition of 'bred in captivity' in Resolution Conf. 10.16 (Rev.), as well as parts and derivatives thereof
- U: Source unknown (must be justified)
- I: Confiscated or seized specimens
- O: Pre-Convention specimens

**Table 2.** Trade records of *Saiga tatarica* based on aggregated records in the CITES trade database 2007-2019 including direct trade and re-exports.

Source	Total number of records	Total number of records by weight
C	13	1
F	2	0
I	172	32
O	91	86
U	5	4
W	105	84

blank	13	10
Total	401	217

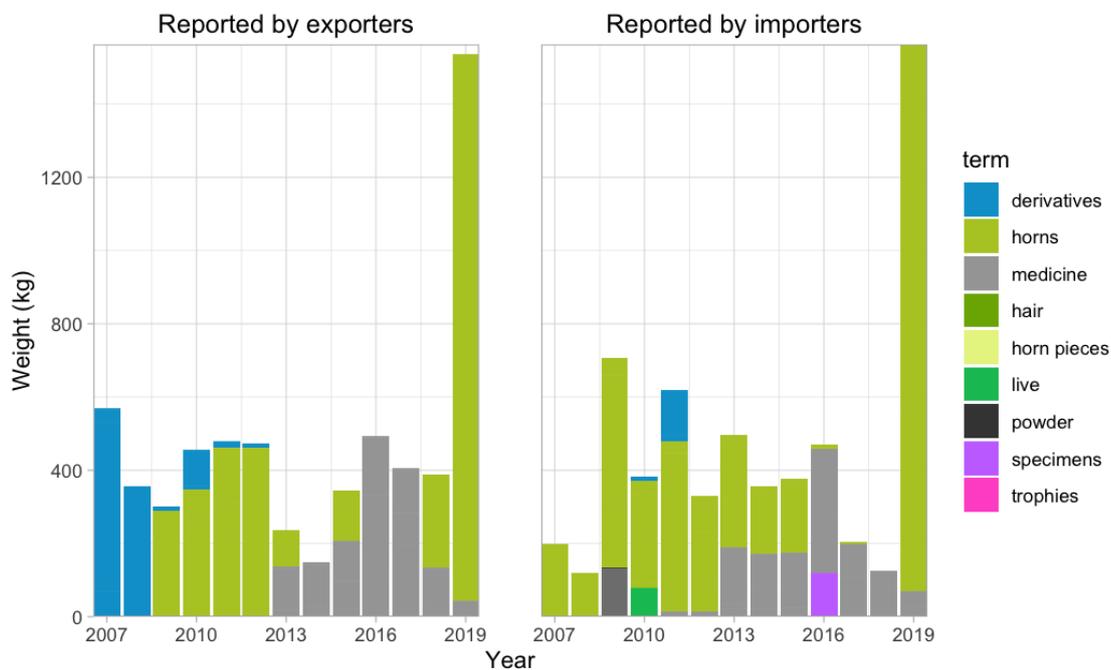
Trade in Saiga tatarica by weight

The trade by weight analysis excluded source code 'I' as it is not reported consistently by Parties and only direct trade was considered, unless specifically mentioned.

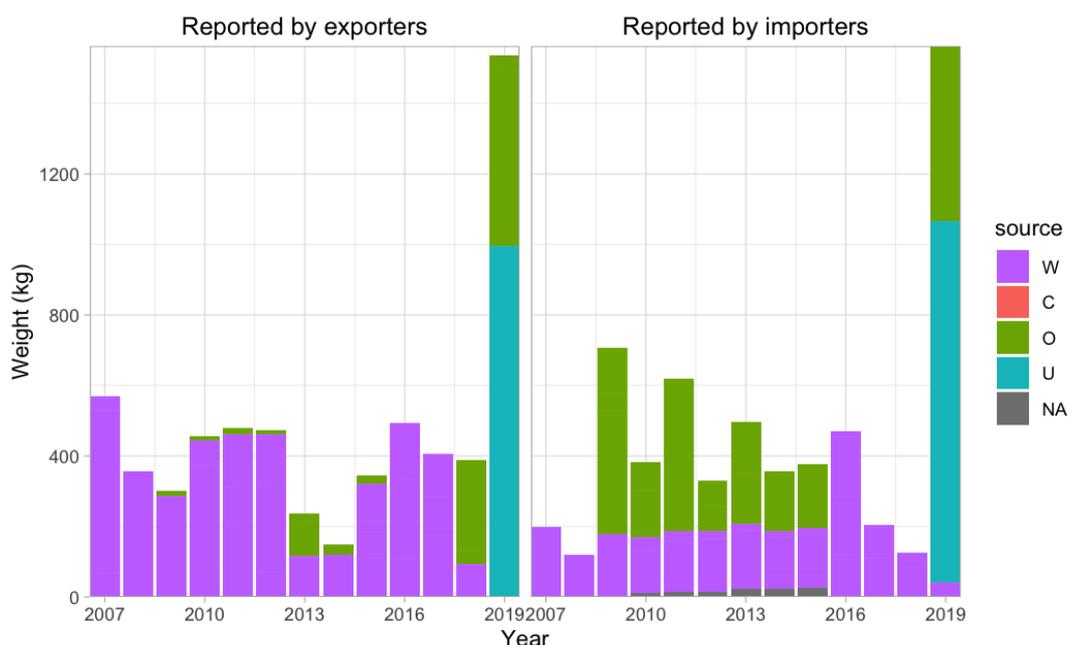
A total of 217 trade records of *S. tatarica* were reported by weight (either in kg or g), of which 185 records were of a source code that is not 'I'. The main terms in trade reported by weight were horns, derivatives, and medicine from wild (W), pre-Convention (O) or unknown (U) sources.

There is a generally low volume of direct trade reported between 2010 and 2018. Based on exporter reported data, this consisted of derivatives [109 kg in 2010, 17.1 kg in 2011 and 11.7 kg in 2012] and an annual average of 294 kg of horn and 254.5 kg of medicines. Importer reported data for the same period shows trade in 12.2 kg of derivatives in 2010 and 139 kg in 2011, and an annual average of 223 kg of horn and 136 kg of medicine.

In 2019, 1,494 kg of horn was exported from Ukraine to China of pre-convention and unknown origins (Figure 1) and 3,135 kg of horn was re-exported from Singapore to Hong Kong (origin Kazakhstan) of wild origin (Table 3).



**Figure 1:** Direct trade in *S. tatarica* parts and derivatives shown by term, reported by weight, 2007-2019, all sources excluding source 'I', all purposes, reported by a) exporters and b) importers.



**Figure 2:** Direct trade in *S. tatarica* parts and derivatives shown by source code, reported by weight, 2007-2019, all sources excluding source 'I', all purposes, reported by a) exporters and b) importers.

**Table 3.** Export and re-export of horn of *Saiga tatarica* in 2019.

Year	Importer	Exporter	Origin	Importer reported quantity	Exporter reported quantity	Term	Unit	Purpose	Source	Extra information
2019	CN	UA		498	498	horns	kg	T	O	Source reported as "O/U" by CN and as "U (O)" by UA. This was changed to "O" in accordance with the annual report processing protocol.
2019	CN	UA		996	996	horns	kg	T	U	
2019	HK	SG	KZ	3135	3135	horns	kg	T	W	

According to exporter-reported data, the main direct exporter of trade reported by weight between 2007 and 2019 was China followed by Ukraine and Japan. Japan was the main importing country of direct trade in *S. tatarica* reported by weight followed by China (Table 4).

**Table 4.** Main exporters and importers of *S. tatarica* reported by weight between 2007 and 2019. Total weight and percentage of total trade as reported by exporters and importers.

Main exporters		Main importers	
Reported by exporters	Reported by importers	Reported by exporters	Reported by importers
CN (4132 kg, 66.72%)	CN (2275 kg, 38.24%)	JP (3221 kg, 52.02%)	JP (3733 kg, 62.75%)
UA (1494 kg, 24.12%)	UA (1494 kg, 25.11%)	CN (1497 kg, 24.17%)	CN (1497 kg, 25.16%)
JP (312 kg, 5.04%)	HK SAR (1293 kg, 21.73%)	SG (790 kg, 12.76%)	MY (257 kg, 4.32%)
SG (255 kg, 4.12%)	SG (652 kg, 10.96%)	HK SAR (630 kg, 10.18%)	HK SAR (183 kg, 3.07%)
	KZ (120 kg, 2.02%)	KR (35 kg, 0.57%)	SG (155 kg, 2.6%)
	JP (116 kg, 1.94%)	TH (11 kg, 0.17%)	GB (120 kg, 2.02%)
		CA (7 kg, 0.11%)	KR (4 kg, 0.07%)
		AU (1 kg, 0.02%)	

Based on direct trade, the main trade route based on importer reported data is from China to Japan (36%) followed by Ukraine to China (25%) and Hong Kong to Japan (22%). According to exporter reported data, the main trade route is China to Japan (52%), Ukraine to China (24%) and China to Singapore (13%).

The indirect trade reported by weight mainly comprised of horns that are reported as pre-Convention (16,952 kg reported by exporters; 17,379 kg reported by importers) and wild-sourced (5,915 kg reported by exporters; 5,855 kg reported by importers). The majority of this re-export of horn is by Singapore (96%) imported from Kazakhstan (26-27% based on exporter and importer reported data), the Russian Federation (7-8% based on exporter and importer reported data), and XX (unknown origin; 65-66%). The main importers of indirect trade were Hong Kong, SAR (86% according to importers and 81% according to exporters) and Japan (13% according to importers and 16% according to exporters).

### **Source I trade**

Direct trade in source 'I' (seized/confiscated) *S. tatarica* mainly comprised 19,419 derivatives and 3,215 medicine reported by number, reported by importers only (New Zealand and the United States) from 2007 to 2018.

Indirect trade in source I 2007-2018 mainly consisted of derivatives reported by number for commercial and personal purposes and medicine reported by number for commercial and personal purposes, reported mainly by importers (mainly New Zealand and the United States).



中华人民共和国濒危物种进出口管理办公室  
**The Endangered Species Import and Export  
Management Office of the People's Republic of China**

From: Mr. LI Linhai  
Director, Fauna Conservation and Management,  
Department of Wildlife Conservation, National Forestry and Grassland  
Administration (NFGA) / The Endangered Species Import and Export  
Management Office of the People's Republic of China (China CITES  
Management Authority)

To: Mr. Tom De Meulenaer  
Chief, Science Unit,  
CITES Secretariat

Date: 26 November 2021

---

**Subject: Implementation of CITES Decisions 18.270 to 18.274 on saiga antelope**

Dear Mr. Tom De Meulenaer,

Thank you for your email on 31 August 2021 regarding implementation of CITES Decisions 18.270 to 18.274 on saiga antelope.

In China, enlisted as a first-class state key protected species, the saiga antelope enjoys the highest level of protection under Wildlife Conservation Law. To strength the control of sale, purchase, utilization, import and export of saiga antelope and its derivative product, China takes a series of measures every year, including carrying out inspection, organizing joint law enforcement, and strengthening publicity and education etc. According to the relevant regulations of China, the old saiga antelope stockpile should be registered, sealed in a standardized manner, and kept at designated venues after verifying legality of acquisition. Similarly, stockpile resultant from law enforcement seizure should be supervised throughout the process, from confiscation, transfer to preservation.

In addition, it is also worth noting that management of stocks and stockpiles is mainly a domestic issue, which has been recognized many times during the meetings of SC. Besides

this, we also well understand that it is not easy to identify the differences between consumer and trading countries, important consumer and trading countries, major consumer and trading countries.

Should you have any questions, please do not hesitate to contact us.

Sincerely yours,

LI Linhai



Director,

Fauna Conservation and Management,

Department of Wildlife Conservation, National Forestry and Grassland Administration /  
China CITES Management Authority

漁農自然護理署

九龍長沙灣道三零三號

長沙灣政府合署五樓



AGRICULTURE, FISHERIES AND  
CONSERVATION DEPARTMENT

Cheung Sha Wan Government Offices  
303 Cheung Sha Wan Road, 5<sup>th</sup> Floor  
Kowloon, Hong Kong

本署檔號 OUR REF.: AF GR INO 24/10  
來函檔號 YOUR REF.: TDM/2021/HK/01  
電話 TEL NO.: (852) 2150 6981  
圖文傳真 FAXLINE NO.: (852) 2314 2802  
電郵地址 E-MAIL: edward\_tc\_lau@afcd.gov.hk

5 November 2021

CITES Secretariat  
Palais des Nations  
Avenue de la Paix 8-14  
CH-1211 Geneva 10  
Switzerland

Dear Tom De Meulenaer,

Thank you for your letter dated 31 August 2021 regarding the Implementation of CITES Decisions 18.270 to 18.274 on saiga antelope. Hong Kong Special Administrative Region, People's Republic of China (Hong Kong) would be happy to contribute to the implementation of the relevant decisions on saiga antelope and its conservation.

With regard to **Decision 18.270 paragraph a)**, we understand that a significant portion of the *Medium-Term International Work Programme for the Saiga Antelope* focuses on work to be done in the range states. Hong Kong, as a region outside the range of saiga antelope, will implement measures that are relevant to the local context in an effort to help conserve the saiga antelope, specifically measures under the categories of "Sustainable Use and Trade" and "Awareness", including providing training on CITES implementation and identification of saiga products, and conducting awareness-raising activities.

With regard to **Decision 18.270, paragraph b)** and **Decision 18.271, paragraph d)**, Hong Kong adheres strictly to the CITS regulations. However, traders are not required by law to register their stockpiles of CITES-listed species in Hong Kong, unless the specimen concerned is a specimen of an Appendix I species (except for dead specimens with the source code "D") or a *live* specimen of wild origin of an Appendix II species, for which case the trader is required to apply for a licence to possess as a stricter domestic measure. As saiga antelopes are solely traded for their parts or derivatives and thus not regulated by means of a licence to possess, we do not have the information of the stockpile as to its size and nature.

Nevertheless, saiga horn as a Chinese medicine is regulated under the Chinese Medicine Ordinance. Proprietary Chinese medicines containing saiga horn must first be registered before they can be imported, manufactured and distributed in Hong Kong. Chinese medicines traders engaging in the business of retail and wholesale of saiga horn, as well as the wholesale and manufacturing business of proprietary Chinese medicines containing saiga horn, must first apply for a relevant licence before operating their business.

If you have any further questions, please feel free to contact us.

Yours sincerely,

(Edward T.C. LAU)

for Director of Agriculture, Fisheries and Conservation

覆函請寄交「漁農自然護理署署長」

Please address all replies to Director of Agriculture, Fisheries and Conservation

## REPORT ON SAIGA ANTELOPE

Nov, 2021

Japan reports information on the measures and activities undertaken in compliance with Decision 18.270 and 18.271 for saiga antelope (hereinafter saiga).

1. Implement the measures in the *Medium-Term International Work Programme for the Saiga Antelope* for 2016-2020 and 2021-2025.

As one of the consumer and trading countries of saiga parts and derivatives, Japan is implementing the *Medium-Term International Work Programme for the Saiga Antelope* (MTIWP), especially for sustainable use and trade of saiga.

The gateways for international trade are seaports and airports in Japan. The Customs are responsible for the border control for CITES and other legislations at such seaports or airports.

Illegal imports of saiga, as well as other species in Appendix II of CITES, are strictly controlled at the customs. From 2016 to 2020, respectively, 9 cases (2016), 17 cases (2017), 11 cases (2018), 10 cases (2019), and 3 cases (2020) of saiga were suspended at the customs. Those 50 cases were medicines containing saiga horn from China, Hong Kong, the Republic of Korea, and Singapore without export permission.

A crude drug made from dried Saiga horn, "Antelope Horn", is a traditional medicine that has been used in Japan for many years, and has been approved for use only as a constituent ingredient in medicines. In addition, since there has been a domestic demand for medicines made of antelope horn and antelope horn is readily available within Japan, the manufacture of such medicines is still permitted. However, in accordance with the addition of annotations to the appendix at COP18 in 2019, urgent measures were taken to allow the removal of antelope horn from raw materials of pharmaceutical products in 2020, and to allow the use of buffalo horn as an alternative material to antelope horn in 2021.

2. Decision 18.270 paragraph b): Information on the establishment of internal market controls for saiga parts

Saiga is mainly used as an ingredient in medicines in Japan. "Antelope Horn" is renowned for its medicinal properties, such as antipyretic actions, analgesic actions, and sedative effects. Therefore, "Antelope Horn," which is an animal crude drug, is used as raw material for a few OTC drugs, such as cardiac stimulants or sedative medications for children.

In accordance with the urgent measures described in section 1, companies that manufacture medicines containing this animal crude drug are removing antelope horn from the constituent raw materials or replacing it with buffalo horn.

\*As related to the registration system of CITES-listed species for domestic trading, it is applied to Appendix I of CITES based on the domestic law, i.e., Act on the Conservation of Endangered Species of Wild Fauna and Flora. (This registration system is not applied to saiga, which is listed in Appendix II of CITES.)

### 3. 18.271 paragraph d): Information on the stockpile management

#### (i) The size and nature of the stockpiles of saiga specimens

As mentioned above, saiga is mainly used as an ingredient in medicines in Japan. Based on the data of an ingredient in medicines from the Federation of Pharmaceutical Manufacturers' Associations of JAPAN (FPMAJ), which is an organization whose members are composed of pharmaceutical manufacturers, the annual import amount of saiga horn for medicines was about 340 kg on average. It shows a flat trend in these ten years although the volume of imports is prominent in 2018. (2011 – 2020) (Fig. 1). The average amount of use for medicine was about 450kg, and it has been rising slightly (Fig. 1). In the past, the volume of imports has shown a prominent rise and fall every few years and those stocks tend to be used constantly year by year. The increase in imports in 2018 is considered to be due to a decrease in domestic stocks, as imports were low relative to usage between 2012 and 2016. Imports have continued since the entry into force of the COP18 resolution in 2019, but we believe that saigas which had already been exported from the country of origin before the COP18 resolutions has come into effect, are being imported through transit countries.

#### (ii) The saiga stockpile management practices and (iii) the monitoring and controls of saiga stockpile

The government of Japan monitors the amount of import and domestic use of saiga horn for medicines. FPMAJ compiles that information and reports the result to the Ministry of Health, Labor and Welfare (MHLW) in Japan.

FPMAJ also strains to procure materials of CITES-listed species for ingredients in medicines based on CITES rules by appointing the Washington Convention Relationship Association as a standing committee in the Federation.

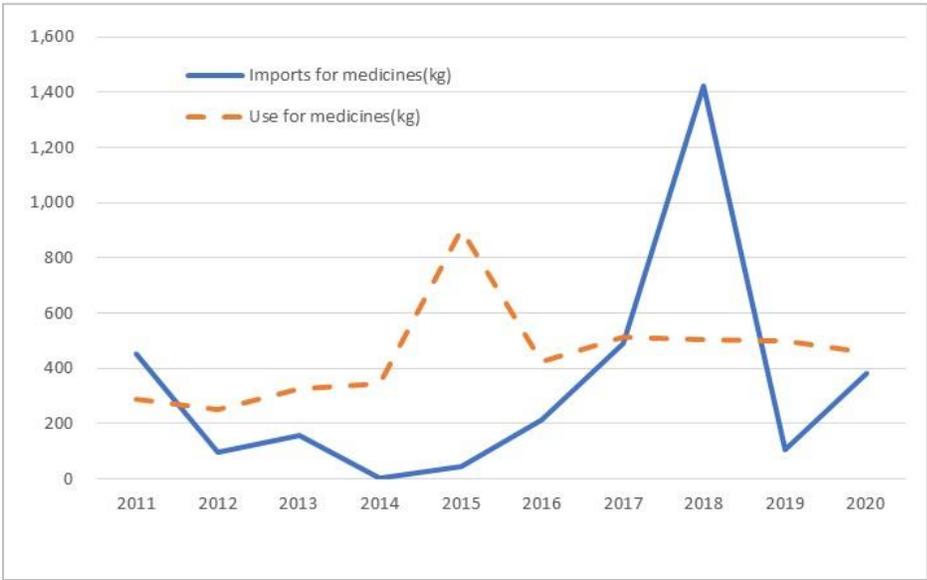


Fig.1 Amounts of imports and use of saiga horns for medicine (based on the report from Federation of Pharmaceutical Manufacturers' Associations of JAPAN (FPMAJ)).