

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

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Twelfth meeting of the Conference of the Parties  
Santiago (Chile), 3-15 November 2002

Interpretation and implementation of the Convention

Species trade and conservation issues

CONSERVATION OF AND TRADE IN MUSK DEER

1. This report has been prepared by the Secretariat. It is also intended to serve as the report of the Standing Committee, as required in Decision 11.83.

Background

2. Resolution Conf. 11.7 (Conservation of and trade in musk deer) contains a number of recommendations encouraging action by the Parties to increase efforts to conserve populations of musk deer and combat illegal trade in musk. At the 11th meeting of the Conference of the Parties (CoP11), a number of Decisions were adopted in pursuance of the aims of the Resolution and this report addresses these, as well as providing general information.

Decision 11.57

*Parties that authorize export of raw musk should consider reductions in their export quotas, if biologically appropriate, until the Animals Committee has completed its consideration of musk deer in the Review of Significant Trade.*

3. The only Party that regularly establishes export quotas for raw musk is the Russian Federation. It has not reduced its export quota for such specimens, but the trade from the Russian Federation is currently the subject of a Review of Significant Trade by the Animals Committee.

Decision 11.83

*The Standing Committee shall undertake a review of actions taken by key musk deer range, transit and consumer States – particularly China, India, Kazakhstan, Mongolia, Nepal, the Russian Federation, Germany, France, Malaysia, Singapore, the Republic of Korea and Japan – to improve enforcement (especially in key border areas), implement trade controls and conserve and protect musk deer populations, and shall report at the 12th meeting of the Conference of the Parties.*

4. The Secretariat wrote in January 2001 to the countries identified in Decision 11.83, seeking relevant information. China (including a separate report from Hong Kong SAR), Germany, Japan, Mongolia and the Russian Federation responded.
5. China provided very detailed information regarding musk deer populations, the use of musk deer, and legislative provisions to protect the species and control trade. China is actively engaged in the captive breeding of musk deer and the non-fatal extraction of musk. It appears, however, that the amount of musk obtained from such work remains small. This is confirmed by a recent TRAFFIC East Asia report that has examined musk deer farming in China. The use of synthetic musk has apparently increased

significantly. Hong Kong SAR acknowledges that it has been an important destination for musk, especially from the Russian Federation. Although some is used domestically for medicine, most is re-exported; France, Japan, and the Republic of Korea being the main importing countries.

6. Germany acknowledged that it had previously been an important trading country of musk. However, since 1999 the European Union has prohibited commercial imports of musk from musk deer and Germany enforces that prohibition. The Secretariat presumes that this also applies in France, which was identified in Decision 11.83, although it notes that Hong Kong SAR was still re-exporting musk grains to France in the year 2000.
7. Japan's response indicated that it had no information to report.
8. Mongolia reported that the hunting of musk deer has been prohibited since 1953. A small captive-breeding operation has been established. Mongolia did not identify which species is involved.
9. Hunting of musk deer in the Russian Federation is allowed under licence and the country has established export quotas for musk. The Russian Federation acknowledges that, owing, to the small size of musk pods, smuggling can be very difficult to detect but its Inspection Tiger brigades have made some seizures in the Russian Far East. The Russian Federation sells confiscated musk, to help recoup enforcement costs, and then includes such quantities, where relevant, in its export quotas.
10. At its 46th meeting, the Standing Committee noted a report by the Secretariat in which it supplied the above information (document SC46 Doc. 15). The Standing Committee took no further decision regarding the subject and made no recommendations relating to it.

#### Decision 11.92

*The Animals Committee shall consider at its first meeting following the 11th meeting of the Conference of the Parties, as a matter of priority, the trade in musk deer, raw musk, and products containing musk in the context of the Review of Significant Trade, pursuant to Resolution Conf. 8.9 (Rev.), and present proposals for remedial actions to the Standing Committee prior to the 12th meeting of the Conference of the Parties.*

11. The Animals Committee initiated the Review of Significant Trade in *Moschus* spp. at its 16th meeting in 2000 (see document CoP12 Doc. 10.1). It has formulated recommendations concerning the implementation of Article IV of the Convention for trade in musk deer, raw musk and products containing musk in two range States, China (for *Moschus berezovskii*, *M. chrysogaster*, *M. fuscus* and *M. moschiferus*) and the Russian Federation (for *M. moschiferus*). In both range States the implementation of the recommendations is ongoing or under evaluation. In its report to the Conference of the Parties, the Chairman of the Animals Committee recommends to take no further action other than the completion of the Committee's Review of Significant Trade concerning *Moschus* spp., and to repeal Decision 11.92.

#### Decision 11.149

*The Secretariat shall conduct an analysis of the use of musk in perfume industries and in traditional medicines in Asia and in Asian communities outside Asia in order to identify the level of demand, trends, and user groups, and shall report at the 12th meeting of the Conference of the Parties.*

12. No budget was established to fund these activities. However, with financial support from the United States of America, the Secretariat has commissioned a small study of musk availability in Chinese markets.
13. Information available to the Secretariat suggests that the poaching of musk deer remains a problem in many of the species' areas of natural habitat. This is aggravated by the fact that much of the poaching

appears to target animals indiscriminately and not just the males that have musk pods. Consequently, several deer may be killed or taken before one pod is obtained. As with many other species subject to poaching, the habitat is often in areas where local human populations suffer from significant socio-economic problems and enforcement alone is unlikely to halt poaching.

14. The Secretariat is aware that, whilst increasing use of synthetic musk will relieve pressure on wild populations, many of the products traded as containing musk do not make clear whether the ingredient is from a wild or synthetic source. There also seem to be reasonable grounds to suspect that some products claiming to contain musk may not contain any at all; just as is the case in some medicinal products claiming to have tiger bone as an ingredient. Not only does this cause difficulty for enforcement but it also makes obtaining accurate figures for domestic and international trade very difficult. This is why it is so relevant for Parties to implement the recommendation in Resolution Conf. 11.7 (Conservation of and trade in musk deer) to pursue the development of a labelling system and share forensic methods to detect musk in products. The Secretariat is aware of at least two laboratories that have engaged in work on the latter subject.
15. The Secretariat has learned of some medicinal products, labelled as containing musk, which have been seized by Parties whose domestic legislation authorizes them to regard such labelled products as 'readily recognizable'. However, subsequently, some almost identical products have then been noted bearing the phrase 'artificial musk'. The Secretariat recommends that those Parties that authorize the export of products containing musk should provide it with details of the packaging or labelling used for legal products, so that it can distribute such information via Notifications to the Parties, as it has done for examples of labels used by caviar exporters.
16. The Secretariat believes that many products containing musk must already be subject to regulatory provisions, such as food and drug regulations, in many countries and that Management Authorities should liaise with appropriate agencies in order to identify already existing domestic controls, which might be used to help distinguish between legally and illegally manufactured products.
17. The Secretariat believes that improving enforcement in key border areas requires to be done not just for musk deer but for several other species, especially Appendix-I animals and plants. It must be acknowledged, however, that many of the borders in question are very lengthy, sometimes ill-defined and often porous. Many such areas have a traditional tolerance of frequent crossings by indigenous people for trading purposes without strict passport and visa controls. These factors all make life easier for smugglers.
18. The Secretariat believes, however, that this is a field where the use of trained dogs to detect musk and musk products in cargo and passenger baggage, especially given the pungent smell of raw musk, could prove very effective, if deployed at relevant border points. It is aware that one such dog has proved very successful during inspections in the Republic of Korea.
19. Illicit trade in musk deer is another subject where the Secretariat would welcome receiving much more information from the Parties regarding seizures and enforcement actions. Without such information, it is very hard for the Secretariat to disseminate targeting advice or formulate enforcement strategies.
20. Lack of funds and resources have prevented the Secretariat from engaging in any significant work relating to the conservation of and trade in musk deer, although it acknowledges that this is a subject that deserves attention. It is aware that some non-governmental organizations, particularly TRAFFIC, have conducted some research into the trade and it may be possible to draw upon such work in developing strategies.

#### Recommendation

21. The Secretariat recommends the repeal of Decision 11.92 in the light of the above and the ongoing implementation of the Review of Significant Trade concerning *Moschus* spp.