

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



Fourteenth meeting of the Conference of the Parties
The Hague (Netherlands), 3-15 June 2007

Interpretation and implementation of the Convention

Species trade and conservation issues

SAIGA ANTELOPE

1. This document has been prepared by the Secretariat.

Background

2. The saiga antelope, *Saiga tatarica*, was included in Appendix II in 1995. Its numbers and range have declined considerably in recent decades. Poaching and illegal trade in meat and horns, uncontrolled hunting, destruction of habitats and construction of irrigation channels, roads and other obstacles preventing natural dispersion and migration have all contributed to the collapse of saiga antelope populations. Trade in this species was reviewed by the Animals Committee in 1998, resulting in recommendations in 2001 from the Standing Committee to suspend importation of specimens of this species from Kazakhstan and the Russian Federation. The Standing Committee decided to relax these recommendations at its 54th meeting (SC54, Geneva, October 2006) in order to allow the export from both range States of live specimens from breeding facilities for conservation purposes.
3. At its 13th meeting (CoP13, Bangkok, 2004), the Conference of the Parties adopted Decisions 13.27 to 13.35 on saiga antelope, which were to be implemented prior to the present meeting (see Annex 1). These interconnected Decisions were intended to address grave concerns over the continuously deteriorating conservation status of the saiga antelope.
4. The Decisions were directed to the range States of the saiga antelope (Kazakhstan, Mongolia, the Russian Federation, Turkmenistan and Uzbekistan; and possibly China), Parties (specifically those that are important consumers of and traders in saiga products, and those that could act as financial donors) and other bodies, the Standing Committee and the CITES Secretariat.
5. Decisions 13.27, 13.33 and 13.35 require that, respectively, important consumer and trading countries of saiga parts and derivatives, range States of the saiga antelope and the Secretariat report to the Standing Committee and at the present meeting on the implementation of relevant parts of these Decisions.

Actions by important consumer and trading countries of saiga parts and derivatives (Decision 13.27)

6. In collaboration with the UNEP World Conservation Monitoring Centre, the Secretariat identified China, Japan, Kazakhstan, Malaysia, the Russian Federation, the Republic of Korea and Singapore as the most important consumer and trading countries of saiga parts and derivatives. It reminded these Parties of Decision 13.27 and to report accordingly.
7. The information that the countries submitted with regard to the saiga stockpiles in their country and the steps they are taking to control any legal and illegal trade in parts and derivatives of the saiga

antelope is summarized in Annex 2 to this document in English, the language in which it was submitted.

8. It would appear that significant stockpiles of saiga horns and pieces have been accumulated in Asian countries that trade in and consume saiga antelopes. In 2006, China, Japan, Malaysia, the Republic of Korea and Singapore recorded over 130,000 kg of saiga horn. All these countries reported some form of stock management and record-keeping. In China, registration of stocks is combined with efforts to reduce the use and consumption of saiga parts and derivatives in Traditional Chinese Medicines (TCM), and to ensure labelling of TCM containing saiga horn. Alternatives for saiga horn are apparently marketed in the Republic of Korea (horn from goitered gazelle, *Gazella subgutturosa*) and Singapore (sheep horn). By contrast, no saiga horn stockpiles are reported to exist in the range States of the species. Kazakhstan has adopted a policy whereby all confiscated specimens of saiga antelope are destroyed. In the Russian Federation as well as in Mongolia, Turkmenistan and Uzbekistan, the other saiga antelope range States, it would appear that no particular policy exists regarding the disposal or stockpiling of seized saiga parts and derivatives, which seem to simply disappear from government control.
9. With an estimated consumption of saiga horn in China alone of between 6,000 and 10,000 kg a year and a persistent high demand in Asian communities, current registered stockpiles may last for perhaps another 10 to 15 years. Prices for saiga horns have continued to increase (now around USD 150 per kg in Kazakhstan and the Russian Federation; around USD 900 per kg in Southeast Asia and perhaps more in certain Chinese markets). The poverty and socio-economic deprivations in many regions where saiga antelopes occur, together with difficulties in and limited resources for combating poaching and smuggling of saiga horns, fuel persistent illegal trade. It will therefore become increasingly important to manage registered stockpiles carefully and to develop appropriate marking systems for legal products on end markets, particularly because it will take time and considerable efforts to restore wild populations of the saiga antelope to levels that might again sustain harvest.

Actions by range States of the saiga antelope (Decisions 13.29 to 13.33)

Regarding Decision 13.29

10. Under the auspices of the Convention on Migratory Species (CMS), a Memorandum of Understanding (MoU) concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (*Saiga tatarica tatarica*) came into effect on 24 September 2006 when Kazakhstan signed the agreement in Almaty, Kazakhstan, joining Turkmenistan and Uzbekistan which had signed the MoU earlier. The Russian Federation is thereby the only range State of *Saiga tatarica tatarica* that has not signed the MoU. The MoU contains a Saiga Action Plan in order to restore the habitat and populations of the saiga antelope, and enhance transboundary and international cooperation through *inter alia* a regional conservation and management strategy.
11. Kazakhstan's signing took place during a ceremony at the first meeting of the signatories to the MoU, organized jointly by the Secretariats of CMS and CITES. It was held in Almaty, Kazakhstan, on 25 and 26 September 2006 and preceded by a two-day technical workshop on saiga management and conservation. Participants included representatives of all saiga antelope range States and China, and all the major organizations, institutions and experts involved in saiga antelope research, management and conservation. The report of the first meeting of signatories is presented in Annex 3 in English, the language in which it was produced. Full documentation of the event is available on the CMS website (http://www.cms.int/species/saiga/report_mtg1.htm).
12. To support the implementation of the MoU, the meeting endorsed a Medium-Term International Work Programme for the saiga antelope (2007-2011). This programme was derived from the full Saiga Action Plan. With a vision of restoring saiga antelope populations to the point at which sustainable use can again be considered, its goal is to halt, and where possible to reverse, the decline of saiga antelope populations in the next five years. The programme is presented in Annex 4 to this document in English, the language in which it was produced.
13. The five-year work programme is designed to take account of the highest priorities for activities, thereby allowing range States, organizations and other stakeholders to focus their efforts and

resources for the most immediate conservation impact. The programme could form the basis for targeted fundraising and help guide Parties, aid agencies, businesses using and producing saiga products, intergovernmental organizations and non-governmental organizations in their efforts to support the conservation of the saiga antelope.

Regarding Decision 13.30

14. A distinct subspecies of the saiga antelope, *S. tatarica mongolica*, is found in Mongolia where in 2006 about 2,000 individuals were reported to remain. The MoU mentioned above relates specifically to *S. tatarica tatarica*. Over the next five years, it should be revised and extended to include the whole species. Nevertheless, the Ministry of Nature and environment of Mongolia signed the MoU as a collaborating organization in the light of Decision 13.30.
15. Mongolia participated in the workshop and meeting in September 2006 mentioned above, and submitted a national report. The Medium-Term International Work Programme for the saiga antelope (2007-2011) contains measures that should be applied by all range States of saiga antelopes, including Mongolia, as well as measures that specifically pertain to Mongolia's population of *S. tatarica mongolica*. By signing the MoU, Mongolia committed to their implementation.

Regarding Decision 13.31

16. The activities that the range States of the saiga antelope had undertaken to implement CITES and ensure the conservation and management of the species were presented in national reports and discussed at the workshop and meeting mentioned in paragraph 11 above.
17. A 'Revised overview report', emanating from the first meeting of signatories to the MoU, compiles the information contained in these national reports, complementary materials presented at the saiga technical workshop and information provided by China. It describes the current conservation situation of the saiga antelope and gives an overview of relevant activities undertaken by range States and China. It is included in Annex 5 to this document, in English only.

Regarding Decision 13.32

18. China reported at the meeting of signatories to the MoU that *S. tatarica tatarica* formerly occurred in the Dzungarian Gobi of Xinjiang, northwest China, but that it became extinct in the 1960s. There have been a few subsequent reports on saiga antelope sightings from this area, which probably relate to individuals wandering from Kazakhstan. Reintroduction of the species remains a future aim for China. A herd of currently 51 animals is kept at the Wuwei Endangered Animal Breeding Centre in Gansu Province.

Regarding Decision 13.33

19. At the 53rd and 54th meetings of the Standing Committee (SC53, Geneva, June – July 2005; SC54, Geneva, October 2006), the Secretariat reported on the activities that the range States of saiga antelopes and China had undertaken in compliance with Decisions 13.29 to 13.32 [see summary records of these meetings and documents SC53 Inf. 8 (Rev. 1) and SC54 Doc. 29].
20. It should be noted that China (as former range State), Kazakhstan, Mongolia, the Russian Federation, Turkmenistan and Uzbekistan prepared detailed reports on their saiga antelope-related activities, policies and initiatives for the workshop and meeting mentioned in paragraph 11. These reports were also used in the CITES and CMS fora.

Activities undertaken by the Secretariat (Decision 13.35)

21. In 2005, the Secretariat obtained funding from the European Commission to implement Decision^o13.35. The Secretariat takes this opportunity to thank the European Commission for its support. The activities that the Secretariat undertook in compliance with paragraphs a) to h) in Decision 13.35 are outlined below. It should be noted that that some of this information has been partly covered in other sections of this document.

22. The Secretariat has assisted Parties in implementing the CITES-relevant aspects of the MoU and its Saiga Action Plan, mainly through collaboration with the CMS Secretariat, IUCN and TRAFFIC, and the organization of and contributions to the workshop and meeting mentioned above.
23. The Secretariat has worked with range and consumer countries on trade-related aspects of the conservation of saiga antelopes, with a particular focus on China, Kazakhstan, Malaysia, Mongolia, the Russian Federation and Singapore. This work included missions to some of these countries, and contracting TRAFFIC and the Asia Programme of the Wildlife Conservation Society (WCS) to investigate trade in saiga specimens in China, Kazakhstan, Malaysia, the Russian Federation and Singapore. These studies analysed market patterns and trends, the management and control of stockpiles of saiga specimens, and socio-economic aspects of the utilization of saiga parts and derivatives. The organizations collaborated with the relevant authorities, formulated recommendations and provided targeted assistance.
24. The studies by TRAFFIC and WCS were completed by the end of 2006. The executive summary and recommendations of the study that TRAFFIC undertook are presented in Annex 6 to this document in English, the language in which it was submitted. The full reports are expected to become available on the CITES website, and to be disseminated at the present meeting as information documents. The Secretariat has taken the outcomes of both studies into consideration in developing its recommendations.
25. The Secretariat undertook missions to China (Beijing and Hong Kong SAR) and Mongolia in September 2005, and to Kazakhstan in September 2006. The saiga workshop and meeting mentioned above offered opportunities to interact with the relevant authorities and experts from the Russian Federation, Uzbekistan and Turkmenistan. During these missions, the Secretariat assessed conservation and management efforts, activities undertaken to implement the Saiga Action Plan, stockpiles of saiga specimens, legal measures to control legal trade in parts and derivatives of saiga antelope and combat illegal trade, enforcement efforts, compliance with the recommendations of the Standing Committee and the need for technical and other assistance. Relevant information has been incorporated in the reports shown in Annexes 3 and 5 to this document. The missions seem to have generated national commitment in support of saiga antelope conservation, resulting in good implementation of the CITES Decisions, adequate reporting by relevant Parties, and well-prepared, active participation of range States in the first meeting of the signatories to the MoU in September 2006.
26. In collaboration with the Management Authority of China, the Secretariat organized the Silk Road CITES implementation and enforcement workshop in August 2005 in Urumqi, China, attended by enforcement officials from all saiga antelope range States and invited NGOs. The workshop covered wildlife trade issues of concern to eastern and central Asia, including illegal trade in saiga parts and derivatives. Recommendations pertinent to the saiga antelope emanating from the workshop included: practical advice to improve collaboration between NGOs and enforcement agencies; identification of geographical 'hot spots' for illegal saiga horn trade and priorities for targeted controls (Kazakhstan: highway and railway to Urumqi; Uzbekistan: railway to Kazakhstan; Mongolia: international airport and road to China); and options for enhancing training for Customs officers and enforcement agencies, such as 'train-the-trainer' courses, targeted training packages that can be used as stand-alones after initial training, and better use of existing Customs academies in the Asian region.
27. The CITES Secretariat cooperated with the CMS Secretariat throughout the period between the 13th and 14th meetings of the Conference of the Parties. The coordination between the two Secretariats concerned all their activities relating to the saiga antelope and included regular liaison and mutual visits, the organization of the technical workshop and meeting of signatories in September 2006 in Almaty, Kazakhstan, joint communication activities, and common input in the development of the Medium-Term International Work Programme for the saiga antelope (2007-2011).
28. The Secretariat also helped in developing the model for the national reports mentioned under paragraph 20 and referred to in Decision 13.33.

29. As indicated in paragraph 6 above, the Secretariat has identified seven countries as the most important consumer and trading countries of saiga parts and derivatives. It reminded these countries of Decision 13.27 and facilitated their reporting accordingly. All seven countries provided information on stockpiles and steps taken to control legal and fight illegal trade in parts and derivatives of the saiga antelope, although not all in the same detail (see Annex 2). Decision 13.27 directs these countries to include similar information in their biennial reports. At the time of writing this document (January 2007), the Secretariat had received only one biennial report covering the period from 1 January 2005 to 31 December 2006, and this was from a Party not concerned by Decisions 13.27 to 13.35. The Secretariat is therefore unable to confirm whether the seven countries will include the relevant information in their biennial reports, noting that this has probably become superfluous in view of the data presented in this document.
30. As indicated in paragraph 19 above, the Secretariat reported on progress in implementing the Decisions regarding the saiga antelope at SC53 and SC54.
31. On the basis of the Secretariat's report at SC54, the Standing Committee urged the Russian Federation to sign the CMS MoU as soon as possible. The Chairman of the Committee agreed to write to the Russian Federation about this matter. However, to date, the Russian Federation has still not signed the MoU.
32. The Standing Committee furthermore encouraged all range States of the saiga antelope and relevant Parties to implement fully the Medium-Term International Work Programme for the saiga antelope (2007-2011). It urged donor Parties, aid agencies, businesses using and manufacturing saiga products, intergovernmental organizations and non-governmental organizations to assist in implementing Decision 13.28, focusing their efforts on the actions specified in the Medium-Term International Work Programme.
33. The Secretariat wishes to thank all those who have responded favorably to Decision 13.28 by providing assistance to saiga antelope range States and consumer countries to enhance the conservation of the species.

Conclusions

34. As shown in this document, very good progress has been achieved in implementing Decisions 13.27 to 13.35. Furthermore, the actions that saiga antelope range States, major consumer States, relevant NGOs, CITES and CMS have undertaken in recent years to improve the conservation status of the saiga antelope have been encouraging: the catastrophic decline of the saiga antelope seems to have been halted, and some populations may actually have begun to recover.
35. This relative success may be because the saiga antelope has become the focus of specific attention by government agencies in several of its range States, principally Kazakhstan and the Russian Federation, and by national and international institutions and NGOs. Concerted efforts by CMS and CITES have enhanced the attention to the plight of the saiga antelope, and provided an international framework for actions in range States and saiga consuming countries. Arguably, of all the threatened antelope species, the saiga antelope therefore now benefits from the most concerted and substantial conservation support. It is however also clear that these efforts will have to be considerably expanded at national and regional levels. The MoU and its Action Plan, and more specifically the Medium-Term International Work Programme for the saiga antelope (2007-2011) provide the right focus for these efforts.
36. Based on information provided at the first meeting of the signatories to the MoU, the following was accomplished over the last three years in range States of saiga antelopes:
 - a) Awareness of the critical plight of the saiga antelope has been recognized at national and international level;
 - b) Conservation interventions by governmental and non-governmental organizations have increased, and there is improved collaboration between them;

- c) The severe global population decline has apparently been halted and some populations may have begun to increase;
- d) Improved techniques have led to regular breeding in captivity of the saiga antelope;
- e) Integration of the conservation of saiga antelopes into wider biodiversity conservation has been initiated;
- f) Widespread public awareness campaigns have been effective; and
- g) Former range State China has expressed its commitment to control trade in saiga parts and products and an interest in contributing to international conservation efforts within the current range States of the species.

37. Less progress has been achieved in the following areas:

- a) Anti-poaching efforts have intensified but should be extended to all parts of the range of saiga antelopes and given sufficient funding to make them fully effective;
- b) Existing laws in range States to protect the saiga antelope and control trade need stringent enforcement to ensure arrest and successful prosecution of offenders; and
- c) Apart from some socio-economic surveys and pilot projects on livelihoods, the human dimension has so far been relatively neglected. Integration of local communities into saiga antelope conservation programmes, especially the provision of alternative livelihoods, will be critical for long-term success.

38. Saiga horn remains in high demand in Asian communities as an important ingredient for the production of traditional Asian medicines. It seems impossible to replace it completely, and the long-term conservation of the saiga antelope needs to be ensured while coping with the health care needs of a large number of Asian consumers. It might be useful to learn from experiences regulating trade in other species that are of commercial value owing to their role in Asian medicine and that have been subject to high poaching levels and illegal trade, such as musk deer or bears. It is noteworthy in this regard that China is now extending its successful registration and management regime for musk from *Moschus* spp. to saiga parts and derivatives. Also, China has expressed an interest in cooperating with range States and organizations in saiga conservation activities, and in discussing ways to establish mechanisms to use funds from the traditional Asian medicine industry for *in situ* conservation of saiga antelopes with the aim of restoring populations and eventually resuming sustainable harvests.

39. Information on existing saiga horn stockpiles and the average use of saiga horn in the main Asian markets allows range States and major trading countries to understand how long these stocks may suffice to meet current demand. This should be helpful in deciding on the management of these stocks, planning of their use over time, and learning what pressures might be exerted on wild populations of saiga antelopes when stocks in Asia start to diminish. It should also encourage industries that depend on saiga horn to support the restoration of wild populations and the establishment of breeding programmes.

40. The registered saiga horn stockpiles in Asia may be exhausted in 10 to 15 years if current consumption patterns do not alter. Given adequate concerted conservation efforts, it might be that within a decade, wild saiga antelope populations will have sufficiently recovered to allow some level of non-detrimental harvest, or that commercial captive breeding facilities will have become operational, but this not certain. It is therefore particularly important that all saiga consuming countries register and carefully manage their stockpiles, reduce the use and consumption of saiga horn, strictly control markets for saiga products, and develop marking systems for saiga parts and derivatives.

41. As indicated in a joint press release of 24 September 2006, entitled 'Central Asian agreement to conserve the threatened saiga antelope takes effect', CMS and CITES have been working very

closely with the range States of the saiga antelope to support the implementation of the MoU. The collaboration between CITES and CMS on a species of concern to both Conventions such as the saiga antelope has been very valuable, and offers a good example of how CMS and CITES can combine their regulatory measures and technical expertise to enhance significantly conservation, management and development. This mutually beneficial partnership could be continued during the implementation of the Medium-Term International Work Programme for the saiga antelope (2007-2011).

Recommendations

42. The Secretariat is of the opinion that CITES should continue to collaborate with CMS, saiga antelope range States and major consumer and trading countries of saiga parts and derivatives in implementing actions that will promote the conservation and restoration of saiga antelopes, and ensure that trade in specimens of the species is non-detrimental and legal. This can principally be achieved by supporting the full implementation of the measures contained in the Medium-Term International Work Programme for the saiga antelope (2007-2011).
43. The Secretariat proposes that the Parties prolong elements of Decision 13.28, focusing funding, resources and expertise on the actions specified in the Medium-Term International Work Programme mentioned above. It further proposes that the Parties encourage saiga horn consuming industries to contribute to *in situ* conservation activities aimed at restoring wild populations of the saiga antelope.
44. Given the importance of supervising the consumption of and trade in saiga parts and derivatives to secure the conservation and sustainable use of this species, the Secretariat is of the opinion that it would be appropriate for CITES to keep a watching brief on progress with the implementation of the five-year work programme through specific reporting in the biennial reports of the Parties concerned, continued liaison with CMS, and reporting at the 15th meeting of the Conference of the Parties.
45. Based on the reports on saiga horn stocks and their management, missions conducted by the Secretariat and the studies by TRAFFIC and WCS, the Secretariat proposes that the Parties adopt a number of further draft decisions concerning international trade in specimens of the saiga antelope.
46. The Secretariat encourages the saiga antelope range States and the Parties most concerned by the trade in saiga parts and derivatives to assess the measures proposed in the draft decisions below to ensure that they address the conservation needs of saiga antelopes effectively.
47. The Secretariat proposes that the Parties adopt the following draft decisions concerning conservation of and trade in the saiga antelope:

Directed to all range States of Saiga tatarica (Kazakhstan, Mongolia, Russian Federation, Turkmenistan, Uzbekistan) and to China as former range State

- 14.xx All range States of *Saiga tatarica* should fully implement the measures directed to them that are contained in the Medium-Term International Work Programme for the saiga antelope (2007-2011), developed in support of the Memorandum of Understanding (MoU) concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (*Saiga tatarica tatarica*) and its Saiga Action Plan.
- 14.xx The Russian Federation should, as soon as possible, sign the MoU concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (*Saiga tatarica tatarica*) and implement its Saiga Action Plan.
- 14.xx All range States of *Saiga tatarica* should provide information on the measures and activities they undertook to implement the Medium-Term International Work Programme for the saiga antelope (2007-2011) in their biennial reports for the periods 2007-2008 and 2009-2010.

Directed to the Secretariat

14.xx The Secretariat shall:

- a) cooperate with the Secretariat of the Convention on Migratory Species on issues pertaining to the saiga antelope, including:
 - the implementation of the Medium-Term International Work Programme for the saiga antelope (2007-2011);
 - the organization of the second meeting of the signatories to the Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (*Saiga tatarica tatarica*), scheduled to take place in 2008;
 - facilitating collaboration between the range States of the saiga antelope and major consumer Parties; and
 - securing support for implementing the Medium-Term International Work Programme *inter alia* by exploring possibilities to establish an enabling mechanism to use funds from the traditional Asian medicine industry for *in situ* conservation of the saiga antelope; and
- b) report on the implementation of Decisions 14.xx to 14.xx, including a written summary of the information contained in biennial reports from relevant Parties, for consideration at the 15th meeting of the Conference of the Parties, and recommend appropriate actions.

Directed to States that are important consumer and trading countries of saiga parts and derivatives

14.xx Important consumer and trading States of saiga parts and derivatives are encouraged to collaborate among each other in managing and controlling trade in saiga antelope, and should take into consideration the recommendations formulated in 'Trade in saiga antelope horns and other parts: an overview of recent global trade trends and conservation aspects with a focus on market demand in Southeast Asia' (Annex 6 to document CoP14 Doc. 56), particularly those relating to:

- a) the development of coherent policies and procedures for the disposal of confiscated saiga parts and derivatives;
- b) the registration and marking of saiga parts and derivatives that are kept in government or private ownership, regular monitoring of such stockpiles, and the adoption of a labelling system for products containing saiga;
- c) the reduction of the overall consumption of saiga parts and derivatives in close cooperation with medicine manufacturers and communities using traditional Asian medicine, e.g. by restricting the varieties of patent medicines that are allowed to contain saiga horn, researching and promoting appropriate substitutes for the saiga horn, and confining the prescription of medicines containing saiga horn to the most essential treatments; and
- d) the improvement of trade controls on China's borders with Kazakhstan, the Russian Federation and Mongolia by providing training and promoting the exchange of enforcement-related information amongst relevant authorities, and controls of trade to and from Malaysia and Singapore.

14.xx Important consumer and trading States of saiga parts and derivatives should provide information on their implementation of Decision 14.xx in their biennial reports for the periods 2007-2008 and 2009-2010.

Directed to Parties and others

- 14.xx Donor Parties, aid agencies, businesses using and producing saiga products, and intergovernmental and non-governmental organizations are urged to assist all range States and consumer countries in any way possible with the conservation of the saiga antelope, particularly by focusing funding, resources and expertise on the measures specified in the Medium-Term International Work Programme for the saiga antelope (2007-2011), developed in support of the Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (*Saiga tatarica tatarica*) and its Saiga Action Plan.

Decisions of the Conference of the Parties to CITES concerning saiga antelope

Directed to Parties and others

- 13.27 Important consumer and trading countries of saiga parts and derivatives [as identified by the Secretariat pursuant to Decision 13.35, paragraph g)] should report to the Secretariat, for transmission to each meeting of the Standing Committee between its 53rd meeting and the 14th meeting of the Conference of the Parties, and in their biennial reports on:
- a) stockpiles in their country; and
 - b) steps they are taking to control any legal and illegal trade in parts and derivatives of the saiga antelope.
- 13.28 Donor Parties, aid agencies, businesses using and producing saiga products, intergovernmental organizations and non-governmental organizations are urged to assist all range States and consumer countries in any way possible with the conservation of this species, including:
- a) the provision of funding;
 - b) the provision of assistance with enforcement, anti-poaching and anti-smuggling;
 - c) the provision of capacity building;
 - d) the provision of equipment, particularly for undertaking anti-poaching and anti-smuggling activities;
 - e) the provision of assistance with education and public awareness;
 - f) the provision of assistance with population monitoring;
 - g) analysis and monitoring of stockpiles in key consumer countries;
 - h) gathering and exchange of scientific, technical and legal information and expertise; and
 - i) supporting missions of the Secretariat, as specified in Decision 13.35, paragraph c).

***Directed to all range States of Saiga tatarica
(Kazakhstan, Mongolia, Russian Federation, Turkmenistan, Uzbekistan)***

- 13.29 All relevant range States are urged to complete their internal consultations and processes, making the necessary arrangements with the Secretariat of the Convention on Migratory Species (CMS), to sign as soon as practicable the 'Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (*Saiga tatarica tatarica*)' drafted at the workshop in Elista, Kalmykia, in May 2002, and to implement the Saiga Action Plan in order to restore the habitat and populations of the saiga antelope, and enhance transboundary and international cooperation through *inter alia* a regional conservation and management strategy.
- 13.30 Mongolia is urged to participate in the implementation of those elements of the Saiga Action Plan that are of relevance to the conservation of its saiga population.
- 13.31 All saiga range States should address the problems they have in implementing CITES and ensure the conservation and management of *Saiga tatarica* in close cooperation with the Secretariat, other countries, other competent authorities, intergovernmental organizations, and non-governmental organizations.

- 13.32 Recognizing that there is uncertainty as to the occurrence of *Saiga tatarica* in China, China is encouraged to investigate and report on the status of the wild population of *Saiga tatarica* and its habitats in China, and undertake any necessary conservation activities.
- 13.33 All range States should report on the activities outlined above, through the Secretariat, to the Standing Committee at each of its meetings between its 53rd meeting and the 14th meeting of the Conference of the Parties.

Directed to the Standing Committee

- 13.34 The Standing Committee shall discuss the conservation of and trade in *Saiga tatarica* at its meetings between its 53rd meeting and the 14th meeting of the Conference of the Parties and recommend appropriate action.

Directed to the Secretariat

- 13.35 The Secretariat shall:
- a) assist the Parties with the implementation of the CITES-relevant aspects of the Saiga Action Plan of the Memorandum of Understanding Concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope;
 - b) facilitate technical and other assistance, as required, and work with all range and consumer countries as appropriate on trade-related aspects of the conservation of saiga, with particular focus on China, Kazakhstan and the Russian Federation;
 - c) undertake missions to range and consumer Parties to verify, among other things, species conservation and management efforts, enforcement actions, stockpiles of saiga specimens, implementation of the Saiga Action Plan and compliance with recommendations of the Standing Committee;
 - d) include the issue of saiga trade and conservation in an enforcement workshop in the Asian region to be held before the 14th meeting of the Conference of the Parties;
 - e) cooperate with the Secretariat of the Convention on Migratory Species (CMS) on issues pertaining to saiga including, but not limited to, the implementation of the Saiga Action Plan and the Memorandum of Understanding between the two conventions;
 - f) if requested, assist the range States in meeting the reporting requirements referred to in Decision 13.33;
 - g) identify important consumer and trading countries of saiga parts and derivatives, and encourage them to take the actions required under Decision 13.27; and
 - h) report on progress in implementation of the Decisions regarding *Saiga tatarica* to the Standing Committee at each of its meetings between its 53rd meeting and the 14th meeting of the Conference of the Parties, as well as at the latter meeting.

**Important consumer and trading countries of saiga parts and derivatives as identified by the Secretariat:
stockpiles; and steps taken to control any legal and illegal trade in parts and derivatives**

(based on information provided by the Parties concerned; comments include information from the study 'Trade in saiga antelope horns and other parts: an overview of recent global trade trends and conservation aspects with a focus on market demand in Southeast Asia', TRAFFIC, January 2007)

Country	Stockpiles of horn of <i>Saiga tatarica</i>	Controls of legal and illegal trade in parts and derivatives of saiga antelope	Comments
China – Mainland	<ul style="list-style-type: none"> – China registered in 1994 a stock of saiga horns of 155,500 kg. 	<ul style="list-style-type: none"> – A nationwide registration programme of existing saiga stocks was initiated in 2005-2006. – The registration of stockpiles will be combined with a reduction of the medicines that are allowed to contain saiga horn, a limitation of the number of saiga manufacturing companies, compulsory labelling of saiga medicines and derivatives, and strict controls (similar to what is successfully being done for <i>Moschus</i> spp. and musk). – Confiscated parts and derivatives are stored. 	<ul style="list-style-type: none"> – Annual consumption of saiga horn in China is estimated at between 6,000 and 10,000 kg [around 9,000 kg according to TRAFFIC]. – By the end of August 2006, a total of 55,000 kg of saiga horns had been registered. – The Chinese General Administration of Customs reported 27 cases of illegal trade in saiga horn in 1999–2004. 4,000 to 5,000 kg of saiga horns was confiscated. The majority of these horns originated in Kazakhstan and the Russian Federation.
China – Hong Kong SAR	<ul style="list-style-type: none"> – In 2006, a stockpile of 37,600 kg was reported of which 21,700 kg are pre-Convention, i.e. had been imported before 1995. – Some of the horns may in the meantime have been consumed locally or manufactured into medicines, and the actual stockpile 	<ul style="list-style-type: none"> – CITES legislation requires that for the import, export and re-export of specimens of <i>Saiga tatarica</i>, the Management Authority issues a permit. – Any person contravening the permitting requirements shall be guilty of an offence and be liable on conviction of a fine of HKD 500,000 and imprisonment of one year. The specimens concerned shall be forfeited to the government without further 	

Country	Stockpiles of horn of <i>Saiga tatarica</i>	Controls of legal and illegal trade in parts and derivatives of saiga antelope	Comments												
	would thus be less than 37,600 kg	order.													
Japan	<p>– The following stocks of saiga horn were reported from 2000 to 2004 (data from 2005 to be available in due course):</p> <table border="1" data-bbox="398 448 824 683"> <thead> <tr> <th><u>year</u></th> <th><u>amount</u></th> </tr> </thead> <tbody> <tr> <td>2000</td> <td>4,714 kg</td> </tr> <tr> <td>2001</td> <td>4,475 kg</td> </tr> <tr> <td>2002</td> <td>4,115 kg</td> </tr> <tr> <td>2003</td> <td>3,870 kg</td> </tr> <tr> <td>2004</td> <td>3,587 kg</td> </tr> </tbody> </table> <p>– Stockpiles reduced annually by over 250 kg.</p>	<u>year</u>	<u>amount</u>	2000	4,714 kg	2001	4,475 kg	2002	4,115 kg	2003	3,870 kg	2004	3,587 kg	<p>– When specimens of CITES-listed species are imported (including <i>S. tatarica</i>), importers are required to prove that they have obtained export permits issued by the Management Authority (MA) of the exporting country. The Customs Office does not allow imports without such permits.</p> <p>– Under this scheme, Japan appropriately implemented controls of international trade in <i>S. tatarica</i>.</p>	
<u>year</u>	<u>amount</u>														
2000	4,714 kg														
2001	4,475 kg														
2002	4,115 kg														
2003	3,870 kg														
2004	3,587 kg														
Kazakhstan	– No stocks of horns or other parts of saiga antelopes are reported to exist at present.	– In support of its policy to ban all harvest of and trade in saiga antelope for five years, from 2006 to 2011, all confiscated specimens are destroyed. Hunting was banned in 1999.	– In 1995, official stockpiles of saiga horn totalled 3,500 to 4,000 kg.												
Malaysia	– In peninsular Malaysia, a stockpile of 3,879 kg of saiga horn was recorded in 2006.	<p>– All transactions in protected species need to be recorded, and the records presented to MA staff upon request during routine inspection.</p> <p>– All Traditional Chinese Medicine (TCM) shops in Peninsular Malaysia selling protected wildlife for medicines will need a dealer licence. The MA intended to inspect all TCM shops in Peninsular Malaysia in 2006 to inventory medicines that contain protected wildlife.</p> <p>– Malaysia is finalizing a review of its Protection of Wildlife Act 1972. Malaysia is also expecting to have a specific law to implement CITES.</p>	– Peninsular Malaysia does not have specific laws to implement CITES, but most species listed in the CITES Appendices are covered under the Protection of Wildlife Act 1972, in the Act's Schedule I for 'Totally Protected' species and Schedule II for 'Protected' species. <i>S. tatarica</i> does not fall under Schedule I or II and the sale of saiga horns in Peninsular Malaysia is not subject to internal trade controls, although a CITES permit is required to import specimens of saiga antelopes into Peninsular												

Country	Stockpiles of horn of <i>Saiga tatarica</i>	Controls of legal and illegal trade in parts and derivatives of saiga antelope	Comments
			<p>Malaysia.</p> <ul style="list-style-type: none"> – Owing to the lack of specific CITES-implementing legislation, horns that were illegally imported into the country cannot be seized, but the new legislation should address such shortcomings.
Russian Federation	<ul style="list-style-type: none"> – No data available. 	<ul style="list-style-type: none"> – Confiscated parts and derivatives would be handled in accordance with the judgment of courts. Possession of saiga parts and derivatives is not regulated, but hunting of saiga antelope has been banned since 1998. 	<ul style="list-style-type: none"> – In 1995, official stockpiles of saiga horn totalled some 1,500 kg. The Russian Federation has no official records of the current stockpiles of saiga horns.
Republic of Korea	<ul style="list-style-type: none"> – The import of saiga parts and derivatives totalled 90 kg in 2004, dropping to 17 kg in 2005. Exports dropped in the same period from 65 kg to 19 kg. 	<ul style="list-style-type: none"> – The Korea Food and Drug Administration (KFDA) is the CITES Management Authority controlling plant and animal medicines. – For the period 2002-2005, no cases of illegal transactions of saiga were recorded. – The provision in the ‘Pharmaceutical Affairs Act’ stipulates imprisonment or a fine for persons who import/export CITES species without authorization. Additionally, there are strict controls in place on illegal transactions of specimens of CITES species in the ‘Korean Customs Act’ and the ‘Act on Aggravated Penalties for Specified Offences’”. 	<ul style="list-style-type: none"> – All imported specimens of saiga antelopes are used in medicines, in particular as raw material for ‘Uhwangchungsimwon’, a herbal medicine known to be effective in healing cerebral apoplexy, high blood pressure and difficulty in breathing. Saiga is distributed in the form of a finished pharmaceutical product, rather than being kept and distributed as horns. – The Korea Natural Drug Standards, which sets standards for oriental medicine, identified <i>Gazella subgutturosa</i> and <i>S. tatarica</i> as having similar properties. To protect the saiga antelope better, the Republic of Korea believes it is important to use <i>Gazella subgutturosa</i> in medicines as a substitute for <i>S. tatarica</i>. To this end, sustained public education and other

Country	Stockpiles of horn of <i>Saiga tatarica</i>	Controls of legal and illegal trade in parts and derivatives of saiga antelope	Comments
			efforts are being undertaken by the Management Authorities.
Singapore	<ul style="list-style-type: none"> - In 2006, a total of about 33,000 kg saiga horns, shavings and scraps were stockpiled (including pre-Convention specimens). Most were imported from Kazakhstan and the Russian Federation prior to 1995; after that year, saiga horns have been imported from Hong Kong with CITES permits. - The only saiga specimens which Singapore imports are horns and horn shavings, and on one or two occasions mounted heads. 	<ul style="list-style-type: none"> - The authorities inspected and verified saiga horn stockpiles. - Prior to its inclusion in Appendix II (1995), the MA sent circulars to all saiga traders, particularly the TCM community, to inform them of the listing and the requirements for CITES permits for trading saiga parts and derivatives. The TCM traders had to declare to the MA all stockpiles of saiga horns, horn shavings and any other parts and products. The stockpiles were all registered with the MA to allow the granting of CITES re-export certificates, which would indicate that the specimens are pre-Convention and acquired before 16 February 1995. - The MA monitors the stockpiles and amends the stock records of each TCM trader whenever there are re-exports, sales or transfers. - Singapore has reviewed its Endangered Species (Import and Export) Act, which came into effect on 1 March 2006. Under the Act, it is an offence to import and export <i>S. tatarica</i> and parts and products thereof without a CITES permit. Penalties were increased to fines of up to SGD 50,000 per specimen and/or jail terms of maximum two years. In addition, the Act allows the MA to take appropriate enforcement actions based on the markings, labels or claims that a product contains a part or derivative of a CITES species without having to prove that this part or derivative is actually present in the product. This also applies to any proprietary medicinal product that claims to contain saiga derivatives. 	<ul style="list-style-type: none"> - Horns and scraps are stored in dry condition in warehouses or in cold rooms. As horns are not immediately perishable, they can be kept for many years without deteriorating. According to some traders, the TCM community is also using sheep horns as alternatives.

Country	Stockpiles of horn of <i>Saiga tatarica</i>	Controls of legal and illegal trade in parts and derivatives of saiga antelope	Comments
		<ul style="list-style-type: none"> - The MA compounded a person in March 2000 of SGD 200 for the illegal import of 1.44 kg of saiga horn shavings from Indonesia. There were no seizures of saiga parts and products between 2001 and June 2006. 	

FIRST MEETING OF THE SIGNATORIES TO THE MEMORANDUM OF UNDERSTANDING CONCERNING
CONSERVATION, RESTORATION AND SUSTAINABLE USE
OF THE SAIGA ANTELOPE (*Saiga tatarica tatarica*)
Almaty, Kazakhstan, 25-26 September 2006

REPORT OF THE FIRST MEETING OF SIGNATORIES

Agenda Item 1 Welcoming remarks

1. The CMS Secretariat Agreements Officer, Mr. Lyle Glowka, opened the meeting and introduced Mr. Naurazbay Khadyrkeyev, Chairman of the Forestry and Hunting Committee of the Republic of Kazakhstan. Mr. Khadyrkeyev welcomed the participants to Kazakhstan, noted that many prominent organizations from many countries were represented, and expressed gratitude to CMS and CITES for bringing so many people together. Mr. Glowka then introduced Ms. Zhanar Sagimbayeva of the UNDP Kazakhstan Office, who also welcomed the delegates and outlined a draft GEF proposal aimed at conserving biodiversity of steppe ecosystems. Mr. Tom De Meulenaer, CITES Senior Scientific Officer, welcomed the delegates on behalf of the CITES Secretariat and summarized some outstanding trade issues.
2. Mr. Glowka also welcomed the delegates and thanked the Government of Kazakhstan for providing financial and logistical support to make possible the meeting, and the two-day Technical Workshop, which preceded the meeting from 23-24 September. He thanked the IUCN/SSC Antelope Specialist Group and the European Sustainable Use Specialist Group for acting as the Secretariat's technical adviser and for preparing a number of documents for the meeting. Mr. Glowka then read a brief statement from Robert Hepworth, CMS Executive Secretary, thanking the Range States for their attendance and participation.

Agenda Item 2 Signing ceremony

3. Mr. Glowka explained that a signing ceremony is a normal part of CMS MoU meetings. The Range States who had not yet signed were invited to consider signing the MoU at the meeting. He invited Mr. Khadyrkeyev to sign the MoU on behalf of the Forestry and Hunting Committee. Mr. Glowka thanked him and observed that with this signature, the MoU entered into effect. Representatives of three international non-governmental organizations - Fauna and Flora International, Frankfurt Zoological Society, and Wildlife Conservation Society - then signed the MoU as cooperating organizations. There followed a short adjournment to allow a press conference to take place.

Agenda Item 3 Election of officers

4. The meeting elected Mr. Khadyrkeyev (Kazakhstan) as Chair of the meeting. Mr. Khadyrkeyev thanked all the delegates for participating in the meeting and for their efforts in saiga conservation. He then handed over to Mr. Khairbek Mussabaeyev, Deputy Chair of the Committee on Forestry and Hunting, who chaired the rest of the meeting.

Agenda Item 4 Adoption of the agenda and meeting schedule

5. The meeting accepted the Chair's proposal that it operate without formal written rules of procedure but would follow generally accepted rules of procedure for international fora.
6. The Secretariat introduced the meeting documents list (CMS/SA1/3/Rev.4). The final list of meeting documents is reproduced as Annex 3¹. The list of participants appears in Annex 1¹.
7. The agenda was adopted without amendment. No items for discussion under Agenda Item 10 were notified. The adopted agenda is reproduced as Annex 2¹ to this report.

¹ These Annexes are available on the CMS website (http://www.cms.int/species/saiga/report_mtg1.htm).

Agenda Item 5 Opening statements

8. The Chair invited opening statements from governmental delegates.
9. The representative of Uzbekistan reported that the government had signed the MoU and was prepared to take concrete steps to conserve saiga and to cooperate with other governments in this endeavour.
10. The representative of Turkmenistan reported that the government had also signed the MoU and was determined to fulfil its responsibilities.
11. The representative of Kazakhstan welcomed the fact the government had signed the MoU and said that saiga conservation would be implemented under the auspices of the CITES and CMS agreements. Kazakhstan also wished to conclude bilateral agreements with neighbouring countries to strengthen protection of migratory populations.
12. The representative of Mongolia reported that they were very happy to participate in the meeting and cooperate in conservation efforts for saiga. They were satisfied with the results of the Technical Workshop and also pleased that one of the main consumer countries was also participating in the meeting.
13. The representative of China reported that they had been cooperating with CITES and CMS for many years. The government had signed other CMS MoUs and is currently conducting an internal review with regard to the saiga MoU.
14. The representative of the Russian Federation stated that they were pleased to be taking part in the meeting. The Russian Federation paid particular attention to saiga and was ready to cooperate with other countries on its conservation.
15. The Chair invited opening statements from co-operating organizations.
16. The representative of the International Council for Game & Wildlife Conservation expressed pleasure at being able to participate in the meeting and reported that they would continue to work for saiga conservation.
17. The representative of Fauna and Flora International reported that they were happy to participate in the meeting. Their work so far had been on social surveys and small scale public engagement initiatives in Uzbekistan and Kazakhstan, and they hoped to continue and expand this work.
18. The representative of Frankfurt Zoological Society, also speaking on behalf of WWF, Royal Society for the Protection of Birds (RSPB) and the Association for Conservation of Biodiversity in Kazakhstan, reported that they were happy to participate in the meeting. They supported the many initiatives for saiga conservation and looked forward to continuing their work. RSPB had signalled an intention to sign the MoU as a collaborating organization.
19. The representative of Wildlife Conservation Society reported that they were happy to participate in the meeting. Their work encompassed trade surveys in China and scientific research and conservation work on Mongolian saiga.
20. The Chair invited a report from the Technical Workshop that preceded the meeting.
21. Dr. David Mallon, Co-Chair of the IUCN/SSC Antelope Specialist Group and chair of the Technical Workshop that preceded the MoU Meeting, reported on the Workshop's key points:
 - Over 50 people had attended the Technical Workshop. These comprised representatives of all range States, former range States, scientists, researchers and people involved in all aspects of saiga conservation.
 - All projects engaged in saiga conservation and all organizations working on these projects were present, as well as representatives of the sustainable use of saiga products.
 - Three documents were reviewed, revised and recommended to the MoU meeting. This work had been carried out both in working groups and in plenary sessions.

Agenda Item 6 Report of the Secretariat

22. Mr. Glowka explained that the report of the Secretariat was composed of sub-Agenda Items 6.1 (Status of signatures), 6.2 (List of designated national contact points), and 6.3 (Any other

matters). Two documents supported this item: document 4 (Report of Secretariat) and information document 1 (Status of Signatures).

Agenda Item 6.1 Status of signatures

23. Mr. Glowka noted that as of today, three out of four range States had signed the MoU so the MoU had entered into effect. Eight cooperating signatory organizations had indicated their intention to support the MoU's implementation. He invited the representatives of the Russian Federation and China to indicate their intention to sign the MoU.
24. The representative of the Russian Federation reported that signing the MoU was under consideration, but that some technical issues had still to be discussed.
25. The representative of China reported that an internal review and evaluation of the MoU was currently under way.

Agenda Item 6.2 List of designated national contact points

26. Mr. Glowka circulated the list of officially designated contact points, from the three signatory range States plus Mongolia and China. The meeting took note of the Secretariat's report and invited the Ministry of Agriculture of the Russian Federation to consider officially designating a national contact point. The updated list of designated national contact points is attached to this report as Annex 4.

Agenda Item 6.3 Any other matters

27. The Chair advised that the Secretariat had no additional matters relevant to its report to raise. No additional issues were raised by the meeting participants.

Agenda Item 7 Review of MoU and Action Plan implementation

28. Mr. Glowka explained that every meeting of the Signatories should review the conservation status of *Saiga tatarica tatarica* and implementation of the Action Plan. Agenda Item 7 was therefore composed of sub-agenda item 7.1 (saiga conservation status) and sub-agenda item 7.2 (Status of implementation). The Secretariat's Overview Report had been prepared by IUCN/SSC's Antelope Specialist Group and European Sustainable Use Specialist Group on behalf of the CMS Secretariat and communicated by the Secretariat as required by paragraph 6 of the MoU. The relevant documentation for the Agenda Item included documents: CMS/SA-1/5/Add.1 (Overview report); CMS/SA-1/Inf. 3.x (Signatory reports); CMS/SA-1/Inf. 4.x (Collaborating organization's reports) and CMS/SA-1/Inf. 5.x (Non-signatory reports).

Agenda Item 7.1 Saiga conservation status

29. Mr. Glowka reminded the meeting that "conservation status" is not defined in the MoU, however, the Convention on Migratory Species defines it as "the sum of the influences acting on the migratory species that may affect its long-term distribution and abundance" (Art. I (1)(b)).
30. On behalf of the Secretariat, Dr. Mallon presented a summary of the conservation status of the saiga antelope. The information provided in the draft Overview Report was reviewed and amended at the Technical Workshop prior to the meeting and latest figures for three of the five populations were updated. Recent increases in numbers have been reported and it was tentatively concluded that the severe decline has stabilised and that some populations may be beginning to recover.
31. The meeting took note of this portion of the Overview Report as presented by the Secretariat.

Agenda Item 7.2 Status of implementation

32. The Chair invited Dr. Mallon to provide a brief summary of the Overview Report on behalf of the Secretariat. Dr. Mallon explained that the Overview Report had been compiled from the national report forms and project report forms submitted prior to the meeting, along with additional information available to IUCN/SSC. National report forms were received from all six saiga range States and former range States. Twenty-two project report forms had been received, representing all currently known Saiga conservation projects. These project reports were summarised in a table (CMS/SA-1/Inf/6). The Technical Workshop had reviewed and amended the report and agreed on a final version for recommendation to the first meeting of the signatories to the MoU. The revised Overview Report is attached to this report as Annex 5, the Project Report Summary as Annex 6.

National report formats and project report forms are included in the documentation for the meeting as Annex 7 and Annex 8.

33. The Chair then invited the signatory range States, China, Mongolia and the Russian Federation to make brief verbal reports.
34. Uzbekistan reported that hunting had been banned since 2002. The Ustiurt Plateau contained few settlements, but prospecting for oil and gas and construction had negative effects for saiga. A roundtable meeting with stakeholder organizations had been held to discuss conservation of the saiga antelopes and their habitat. Monitoring would be continued and captive breeding was being considered.
35. Turkmenistan reported that numbers of saiga antelopes occurring in winter depended on climatic conditions. During the 1970-80s the population reached 5,000-25,000. At the present time, saiga did not occur every year, and numbers reached a maximum of 2,000. A number of protection measures had been taken and the government planned to strengthen these.
36. Kazakhstan reported that three saiga populations occurred in the country, covering 10 administrative *oblasts*. Annual censuses had shown an increase in numbers since 2003. Funding for saiga antelope conservation had also increased since 1993 and for 2006, KZT 109.2 million had been allocated. Very large protected areas had been established or were planned. Over 100 articles on saiga had been published in the mass media during 2005-2006.
37. The Russian Federation reported that the status of saiga populations in the country was relatively stable as a result of conservation measures taken, and numbers were currently 5,000-25,000. Annual monitoring of demographic structure and reproductive potential of females was carried out, together with an evaluation of threats. There was a large wolf population in the area of distribution and up to 500 were shot annually. There are plans to increase monitoring, intensify protection and develop captive breeding.
38. Mongolia reported that agreement had been reached with China on information exchange regarding saiga products and trade use. The main problems affecting saiga antelopes in Mongolia were lack of funding, very harsh environmental conditions, and the small size of the current population. Future plans included upgrading the status of protected areas for saiga antelopes, maintaining existing programmes and developing captive breeding for reintroduction.
39. China reported that wild *Saiga tatarica tatarica* populations had become extinct by the 1960s. A captive breeding herd had been established in 1987. Stocks of saiga horn amounted to 155.5 tons in 1994. Fifty-six products in Chinese Traditional Medicine (CTM) use saiga horn and 6-10 tons of horn are consumed per year on average. Stocks are currently being surveyed and registered, and there are plans to reduce the number of products utilizing saiga horn and the number of factories involved in processing. The government will cooperate with range States and international NGOs on saiga conservation and is interested in discussing ways of establishing an enabling mechanism to use funds from CTM for *in situ* conservation to realize sustainable use of saiga antelopes.
40. In the ensuing discussion, the possible use of funds from the CTM industry to aid conservation in range States was welcomed. The possibility of existing horn stocks being utilized in trade to help meet the heavy demand was also raised. In response to a question posed by the Chair, it was pointed out that a lack of funding hindered MoU implementation in some cases. Improved bilateral cooperation would enhance protection in transboundary areas. Better collaboration between range States and between governments and NGOs was desirable. One intervention from the floor raised the issue of international trade in saiga skins but the existence of this trade could not be corroborated.
41. There were no further comments on, or proposed amendments to, the format of the Overview Report and the Projects Summary.

Agenda Item 8 Future implementation and further development of the MoU and Action Plan.

42. The Secretariat introduced Agenda Item 8 as being composed of sub-agenda items: 8.1 (National reporting and information management), 8.2 (MoU coordination) and 8.3 (Priorities for implementation: work programme to support the Action Plan's implementation).

Agenda Item 8.1 National reporting and information management

43. The Secretariat introduced the draft reporting format found in document CMS/SA-1/6/Add.1 (draft national report format) and document CMS/SA-1/6/Add.2 (draft project report form). The Technical Workshop had not recommended any amendments to these. The meeting was invited to provide comments on the drafts, as well as to consider more generally the national reporting issue, the general issue of information management and, the ways and means to improve the submission rate of national reports. Comments were also invited on the feasibility of developing Internet-based reporting.
44. The meeting suggested:
- Circulating current forms for updating, rather than blank forms, to reduce the amount of unnecessary work;
 - There may be possible problems with sensitive data in an online system; and
 - An updated Projects Summary would be useful and easy to produce.
45. The meeting invited the Secretariat to explore the feasibility of Internet-based reporting and to move forward on this if a funding opportunity arose. The Secretariat advised that the national report format would be limited to meetings of the signatories, but that attempts would be made to maintain an updated projects database. The national reporting format and project report forms endorsed by the meeting are attached to this report as Annex 7 and 8 respectively¹.

Agenda Item 8.2 MoU coordination

46. After the Secretariat introduced document CMS/SA-1/7 (MoU Coordination), the Chair invited the meeting to consider the general issue of MoU coordination and in particular the Secretariat's proposal to outsource some aspects of MoU coordination to a collaborating organization. This was in keeping with CMS's developing practice of outsourcing the implementation of MoUs to support meeting preparation, project (development including fundraising), membership development and range-wide awareness raising.
47. The meeting took note of the Secretariat's proposal and invited the Secretariat to explore potential opportunities.

Agenda Item 8.3 Priorities for implementation: work programme to support the Action Plan's implementation

48. Mr. Glowka introduced the draft Medium-Term International Work Programme that had been developed on behalf of the Secretariat by IUCN/SSC's Antelope Specialist Group and European Sustainable Use Specialist Group. The Chair invited the Antelope Specialist Group to introduce the document and the relevant recommendations from the Technical Workshop.
49. Dr. Mallon explained that the draft programme was derived from the MoU Action Plan and was intended to reflect the highest priorities for action over the next five years. The vision guiding the document had been the restoration of saiga to levels where sustainable use was again possible. The draft programme had been reviewed at the Technical Workshop by two sets of working groups who considered the actions first thematically and then by individual populations. A number of amendments were made and the Technical Workshop recommended the revised draft to the meeting.
50. Mr. de Meulenaer proposed a small amendment to the overall goal and measure of success. With this amendment, the Medium-Term International Work Programme was endorsed by the meeting and is attached to this report as Annex 9¹.

Agenda Item 9 Next meeting of the Signatories

51. The Chair introduced the agenda item and invited the Secretariat to introduce the relevant documents and the general issues. Mr. Glowka introduced document CMS/SA-1/9 (Next Meeting of the Signatories) and explained the costs incurred in holding meetings and the amount currently allocated to the Secretariat to support agreement development and servicing. He suggested that meetings should be held regularly and raised the possibility of linking the meeting to others, to save costs.

52. On behalf of the Secretariat, Mr. Glowka expressed appreciation to the Forestry and Hunting Committee for hosting the MoU meeting and to the financial co-sponsors of the MoU meeting and the Technical Workshop.
53. The Chair invited the meeting to comment. National representatives agreed that the next meeting should be held in two years. There were varying views on holding a stand-alone meeting or a joint meeting. The Chair suggested that a decision may depend in part on financial circumstances. There was also a consensus that a Technical Workshop should again be held in conjunction with the meeting.
54. The Chair invited offers to host the next meeting.

Agenda Item 10 Any other business

55. The Chair invited the meeting to raise any other issues not covered under the previous agenda items.
56. Dr. Fremuth (Frankfurt Zoological Society) indicated that the MoU coordination could be hosted by the Association for Conservation of Biodiversity in Kazakhstan and that financial support may be available.
57. Dr. Neronov reminded the meeting that range States would be represented at a Man and the Biosphere meeting organized by UNESCO in October 2006 and saiga would be included on the agenda.

Agenda Item 11 Closure of the meeting

58. There being no other business, the Chair concluded by saying that the meeting had considered all issues effectively and that this was in part due to the attendance by so many participants at the Technical Workshop as well as the MoU meeting. On behalf of the host country, he thanked the CMS Secretariat for the logistical and substantive preparations, all the participants for their attendance and their contributions, and the translators for their efforts. The meeting was declared closed at 17.10 on Monday 25 September 2006.

Medium-Term International Work Programme for the saiga antelope (2007-2011)

to support implementation of the Memorandum of Understanding concerning conservation measures for the saiga antelope (*Saiga tatarica tatarica*) and its saiga Action Plan

Endorsed by the first meeting of the signatories to the Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga tatarica tatarica), Almaty, Kazakhstan, 25-26 September 2006

Long-term vision: To restore Saiga populations to the point where sustainable use can again be envisioned.

Overall goal: To halt, and where possible to reverse, the decline of saiga antelope populations in the next 5 years.

Achievement of this overall goal is to be assessed through a time series of population estimates made using appropriate methods, accompanied by an estimate of the associated uncertainty.

	Measures to be taken	Urgency ¹	Timescale ²	AP Cross-ref ³	Progress made/ Comments
<i>Range-wide measures⁴</i>					
1.0	Implementation				
1.1	Encourage the remaining range States to sign the CMS MoU	1	A	3.1.1	
1.2	Develop national saiga conservation Action Plans and integrate into NBSAPs	1	A	3.1.2	
1.3	Encourage all potential partner and cooperating organizations to support the MoU and Saiga Action Plan by contributing to the implementation of the Medium-Term International Work Programme	1	A	3.1.1	
1.4	Establish special saiga conservation authorities in range States to coordinate conservation efforts and promote cooperation among all stakeholders and ensure sustainable funding	1	B	3.1.5	

¹ Urgency: 1 - Urgent (crucial for preventing population extirpation). 2 - Important (necessary for stabilisation of numbers). 3 - Useful (will contribute to population restoration).

² Timescale: A - Immediate (1-2 years). B - Medium-term (5 years).

³ Cross-reference to corresponding action points from the Saiga Action Plan.

⁴ May also be applicable to *Saiga tatarica mongolica*.

	Measures to be taken	Urgency ¹	Timescale ²	AP Cross-ref ³	Progress made/ Comments
1.5	Encourage the saiga research and conservation community to regularly exchange project information and progress reports through the e-bulletin <i>Saiga News</i> and a future online reporting facility and e-library	2	A	3.3.8	
1.6	Consider extending the MoU to include the whole species	2	B	3.1.1	
1.7	Consider establishing an international coordination mechanism for the MoU to support implementation	3	B	3.3.1	
1.8	Designate national MoU focal points responsible for liaison with counterparts in other range States and with cooperating organizations, and improve exchange of information and technical expertise on saiga conservation	3	B	3.3.2	
1.9	Encourage the range States, Mongolia and China to conclude bilateral cooperative agreements on matters of mutual interest to support the MoU's implementation	2	B	3.1.1	
2.0	Anti-poaching				
2.1	Develop national anti-poaching strategies in order to maximize effectiveness of patrol deployment	1	A	1.6.3	
2.2	Fund anti-poaching units for the protection of all saiga populations in all range States	1	A	1.6.3	
2.3	Strengthen legal systems where appropriate to ensure effective prosecution of offenders	2	B	1.6.5	
2.4	Provide relevant training for local law enforcement officers where appropriate	2	B	1.6.3	
3.0	Sustainable Use and Trade				
3.1	Encourage the Russian Federation and Kazakhstan to undertake action to comply with CITES recommendations so that the export moratorium can be lifted	1	A	3.3.5	
3.2	Set up a mechanism to facilitate the sharing of information on detected illegal trade (seizures, confiscations) involving saiga parts and products between range States and consumer States	1	A	3.3.7	
3.3	Improve compliance with CITES provisions in saiga range States, with a particular focus on Kazakhstan, the Russian Federation and Uzbekistan	2	A	3.3.4	
3.4	Enact and implement adequate CITES legislation, in particular in the Russian Federation, Turkmenistan and Uzbekistan, to allow for full implementation and enforcement of trade control measures, and control of poaching	2	A	1.6.5	

	Measures to be taken	Urgency ¹	Timescale ²	AP Cross-ref ³	Progress made/ Comments
3.5	Encourage countries trading in saiga products to consider the establishment of internal market controls for saiga parts e.g. registration of stockpiles, labelling of parts and products and registration of manufacturers and traders, learning from experiences in China	2	A	1.6.5	
3.6	Encourage range States and consumer States to comply with decisions and recommendations put forward by CITES and resulting from market surveys	2	A	3.3.4	
3.7	Provide training and disseminate training tools on saiga trade, its trade status and identification of parts and products for law enforcement officers in local languages, making use of existing materials and best practices	2	A	3.3.9	
3.8	Where feasible, include saiga conservation and trade issues into higher political agendas (e.g. meetings of the 'Shanghai group') in order to raise the awareness of policy makers and ensure higher level political support for the implementation of the Action Plan and Medium-Term International Work Programme	2	A	3.3.12	
3.9	Encourage research aiming to reduce the quantity of saiga horn used in traditional Asian medicines and sharing of information with saiga range States and consumer States	2	B	3.3.7	
3.10	Secure funding and organize an international workshop on CITES implementation, enforcement and cross-border co-operation in the Central Asian region, based on the experiences of the Silk Road workshop held in Urumqi, China, in 2005	2	B	3.3.7	
3.11	Encourage linkages between <i>in situ</i> conservation and the Asian medicine industry for promotion of sustainable use of saiga	2	B	3.1.6	
3.12	In support of the vision of the Medium-Term International Work Programme assess available options and criteria, as well as conservation risks and benefits, of using trophy hunting of saiga as a possible mechanism to generate funding to support conservation efforts and benefit local communities, if populations have recovered to a level that would allow such uses and, in the case of Kazakhstan and the Russian Federation, if all CITES conditions have been complied with	2	B	3.1.6	
4.0	Human Factors				
4.1	Expand current incentive and alternative livelihood projects and develop new programmes in all appropriate parts of the saiga antelope's range	1	A	1.6.6	
4.2	Monitor attitudes to saiga conservation activities and evidence of poaching and trade using local-level social research including participatory community monitoring	2	A	1.6.2	
4.3	Strengthen the involvement of different stakeholders in saiga conservation and encourage local	2	A	1.6.6	

	Measures to be taken	Urgency ¹	Timescale ²	AP Cross-ref ³	Progress made/ Comments
	involvement in, and support for, saiga antelope protection			2.3.3	
4.4	Promote sustainable rangeland use to enable the cohabitation of people and saiga antelopes	2	A	2.2.4 2.2.5	
4.5	Ensure national focal points are responsible for integration of human factors and public awareness into policy implementation	2	B		
5.0	Awareness				
5.1	Continue an objective high-profile mass-media campaign at regional, national and local levels, addressing saiga conservation, restoration and sustainable use, and explaining the relevant challenges, with a particular focus on local media outlets	2	A	3.2.2	
5.2	Continue to develop [2 A] and widely distribute [2 B] information and educational materials on saiga antelope biology and conservation aimed at local people and decision-makers	2	A/B	1.7.9 2.3.2 3.2.3	
5.3	Support and regularly update existing websites about saiga conservation, restoration and sustainable use, including the creation and maintenance of official national saiga focal point websites	2	B	3.2.4	
5.4	Expand the distribution and profile of <i>Saiga News</i> , both in hard copy at a local level and through other media, nationally and internationally	2	B	3.3.8	
6.0	Mapping distribution				
6.1	Collate information on saiga antelope habitat and range use, present and past; identify key features, including habitat types used and the effects of anthropogenic disturbance	2	A	2.1.1 2.1.2	
6.2	Carry out research on saiga movement using appropriate technology (including satellite tracking)	2	B		
6.3	Record all information on GIS and develop a system for exchange of information	2	B	2.1.1	
6.4	Based on this information analyse saiga antelope range use, and make conservation recommendations accordingly	2	B	1.3.1	

	Measures to be taken	Urgency ¹	Timescale ²	AP Cross-ref ³	Progress made/ Comments
7.0	Protected areas				
7.1	Expand and enhance national protected area networks to benefit saiga antelopes, with particular emphasis on protecting key areas (birthing and rutting) and migratory corridors, based on the recommendations from 6.4	1	B	2.3.1	
7.2	Carry out a feasibility study on establishment of trans-frontier protected areas where appropriate	2	B	3.3.1	
8.0	Monitoring				
8.1	Carry out annual population counts	1	B	1.3.3	
8.2	Carry out monitoring of saiga antelope populations, their demographic parameters and their wider environment	2	B	1.3.3	
8.3	Review different monitoring techniques, and adopt 'best practice' methodologies for reliable counting of saiga antelope populations. Identify appropriate sample sizes, timing, and frequency of counts to provide reliable baseline population data. Provide training in standard monitoring techniques as appropriate	2	A	1.2.1 1.2.2 1.2.3	
8.4	Obtain funding to ensure a time series of at least five years using new techniques for population estimation	2	A	1.3.3 1.3.4	
8.5	Encourage use of comparable techniques in all range States for comparison and joint analysis	2	B	1.2.4	
8.6	Work with local people to develop a participatory monitoring programme for saiga antelopes	2	B	1.3.2	
8.7	Carry out regular monitoring of sex/age ratio in saiga antelope populations to determine trends in sex ratio, survival, reproductive success and age structure	3	B	1.4.1	
9.0	Captive breeding				
9.1	Establish captive breeding facilities in Mongolia	1	A	1.7.4 1.7.7	
9.2	Determine role of captive breeding for either genetic preservation or reintroduction and set guidelines including approved facilities and reintroductions	2	A	1.7.1	
9.3	Establish captive breeding facilities in other parts of the saiga antelope range and support existing facilities in the Russian Federation and China	2	B	1.7.4	

	Measures to be taken	Urgency¹	Timescale²	AP Cross-ref³	Progress made/ Comments
9.4	Resolve the issue of genetic distinctiveness of different populations	2	A	1.7.1	
9.5	Request a change of current CITES recommendations concerning trade from Kazakhstan and the Russian Federation in specimens of saiga antelopes to allow export from these two range States of live animals from breeding facilities for conservation purposes	2	A	1.7.4	
9.6	Maintain a central database or studbook for all captive populations and create structures and leadership for the database	2	A	1.7.4	
9.7	Promote the transfer of expertise in captive breeding	2	A	1.7.7	
<i>Population-specific measures</i>					
10.0	North-West Pre-Caspian region population				
10.1	Develop and submit for endorsement a long-term programme and action plan to restore and protect the population, including securing task-oriented funding for approved actions and support from international funds	1	A	3.1.1	
10.2	Conduct regular assessments of the saiga antelope population using approved techniques at the optimal time for counts and ensuring comparability with similar assessments of other populations	1	A	1.3.2	
10.3	Implement activities to restore and protect saiga antelopes by improving the work of existing breeding centers, protected areas and other institutions through consolidation of finances obtained from different sources	1	A	1.6.6	
10.4	Provide financial support for initiatives to expand public participation in restoration and protection of saiga antelopes	1	A	3.2.7	
10.5	Guarantee the permanent effective work of the inter-agency saiga commission affiliated to the Ministry of Agriculture of the Russian Federation and strengthen its links with administrative units of the Russian Federation within the population's range	2	A	3.1.5	
11.0	Ural population				
11.1	Strengthen anti-poaching activities	1	A	1.6.3	
11.2	Strengthen public awareness and engagement activities	1	A	3.2.7	
11.3	Build up an information base about saiga antelope distribution, population structure and threats, to act as a foundation for conservation planning and taking into account the transboundary nature of	1	A	1.3.2	

	Measures to be taken	Urgency ¹	Timescale ²	AP Cross-ref ³	Progress made/ Comments
	the population				
11.4	Strengthen cooperation between the Russian Federation and Kazakhstan for management of this transboundary population	2	B	3.3.1	
12.0	Ustiurt population				
12.1	Strengthen anti-poaching activity in Kazakhstan, Turkmenistan and Uzbekistan	1	A	1.6.3	
12.2	Obtain baseline information about the seasonal distribution and numbers of saiga antelopes. For example: what proportion of the population over-winters in Uzbekistan and in Turkmenistan in a given year, and what determines this? How many saiga antelopes stay in Uzbekistan year-round, and where?	1	A	1.3.1	
12.3	Ensure that any infrastructural changes along the Kazakhstan/Uzbekistan border are carried out with due regard to saiga conservation (including migration)	1	B	1.6.1	
12.4	Institute public engagement activities, including alternative livelihoods, population-wide, building on the small-scale pilots already in place	2	A	3.2.7	
12.5	Ensure that existing protected areas have funding to allow a minimum acceptable level of functioning and assess the need for further protected areas, including a feasibility study on establishment of a trans-frontier reserve on the Ustiurt Plateau encompassing all three range States	2	A	2.2.3	
12.6	Expedite bilateral and/or trilateral cooperation agreements between the three countries to ensure coordinated action	2	A	3.3.1	
12.7	Carry out public awareness surveys among the local people	2	A	3.2.7	
12.8	Carry out work with the law enforcement authorities (border guards, police) working on prohibition and prevention of poaching	2	A	1.6.3	
12.9	Engage with infrastructural developers (including oil and gas companies and road/rail developers) to contribute to a programme for saiga and habitat conservation	2	B	1.6.1	
13.0	Betpak-dala population				
13.1	Ensure that the ongoing current protected area planning process is relevant to the saiga antelope's current and particularly its future needs, including obtaining information about past and current distribution and movement behaviour and factors affecting this	1	A	2.2.3	

	Measures to be taken	Urgency¹	Timescale²	AP Cross-ref³	Progress made/ Comments
13.2	Strengthen anti-poaching efforts, targeting areas where saiga antelopes are still present at particular times of year. Ensure that existing anti-poaching initiatives are funded as necessary to allow them to operate effectively	1	A	1.6.3	
13.3	Institute public engagement activities, including livelihood enhancement, awareness-raising and involvement in saiga conservation, population-wide, building on the activities already under way	1	A	3.2.7	
13.4	Ensure that transport and infrastructural development is carried out with due regard to saiga antelope conservation	2	B	1.6.1	
14.0	Mongolia population				
14.1	Strengthen protection, including adequate funding for anti-poaching patrols [1A], improving protected area management [1A] and upgrading the status of existing protected areas to a higher level [1B]	1	A/B	1.6.6	
14.2	Establish a captive breeding facility for eventual translocation and to ensure the genetic diversity of the sub-species is preserved	1	A	1.7.4	
14.3	Build local engagement in saiga antelope conservation through alternative livelihood enhancement and public awareness activities	1	A	3.2.7	
14.4	Gather information on past estimates of saiga antelope populations, analyze methods, and obtain a population estimate for the saiga antelope population, using agreed methods at a suitable time of year, that can form the basis for ongoing monitoring of population status	1	A	1.3.2	
14.5	Obtain information about the seasonal distribution, migration and numbers of saiga antelopes	1	B	1.3.1	
14.6	Initiate research efforts on saiga antelope-livestock interactions, including grazing overlap, competition, and disease transmission	2	B	1.5.1 1.6.1	

Revised overview report
(Prepared by IUCN/SSC Antelope Specialist Group and
IUCN/SSC European Sustainable Use Specialist Group on behalf of the CMS Secretariat)

1.0 Introduction

1. Pursuant to paragraph 6 of the MoU, the Secretariat shall prepare an overview report compiled on the basis of information at its disposal pertaining to the saiga antelope (*Saiga tatarica tatarica*).
2. National reports by the Signatories are a primary source of information for the overview report. The Secretariat provided reporting templates to all MoU signatories, non-signatory range States, collaborating organizations having signed the MoU and other organizations concerned with saiga antelope conservation. As of 10 September 2006, the Signatories from the following range States had submitted their national reports to the Secretariat: Turkmenistan and Uzbekistan. A national report was also received from Kazakhstan. Reports were received from Mongolia, whose Ministry of Nature and Environment has signed the MoU as a collaborating organization, and the State Forestry Administration of China. 22 organizations returned project report forms. Other information available to IUCN/SSC was also used in the form of data and project reports, conference proceedings and published materials.
3. This revised report also takes into account national reports submitted after 10 September. A national report from the Russian Federation was received on 13 September 2006. Additional information has also been incorporated which was provided by the participants of the Saiga Technical Workshop (23-24 September 2006) that preceded the MoU Meeting.
4. The structure of this report follows the draft national report format (CMS/SA-1/6/Add.1) which was subsequently endorsed by the MoU Meeting. Corresponding action points from the Action Plan are indicated in square brackets where appropriate. This report does not repeat the information provided in the national reports. It only summarizes the main issues.

2.0 Conservation status of the saiga antelope

5. The status of the species is assessed here on the basis of the information available to IUCN/SSC, the national reports and project reports submitted, and other sources.
6. There is evidence that the previous severe decline in the global saiga antelope population has stabilized since 2002 with increases reported for some populations. National reports indicate: 15-20,000 in Russia and stable; c. 40,000 in Kazakhstan and an upward trend; maximum 2,000 in Turkmenistan in some winters, and stable; maximum 15,000 in Uzbekistan in winter and declining. The distinctive Mongolian subspecies is estimated at 2,000 and declining.
7. The extensive area of distribution, large differences between seasonal ranges, the saiga antelope's nomadic way of life, and natural population fluctuations make accurate population estimates difficult to obtain and obscure population trends. The effective population size is in all cases smaller than quoted figures due to skewed sex ratios resulting from overhunting of males for their horns. Some recent estimates indicate encouraging increases but the extent to which these reflect real population growth, or sampling bias caused by changes in census methodology or in underlying saiga antelope distribution and behaviour is currently not clear.
8. Saiga antelopes occur in five populations: north-west Precaspian, Ural, Ustiurt, Betpak-dala and Mongolia (*S. t. mongolica*). These are depicted in the attached map. A sixth population of *Saiga tatarica tatarica* in northwest China became extinct by the 1960s.

North-west Precaspian population

9. The North-west Precaspian population is centred around the Chernye Zemli Biosphere Reserve and Stepnoi Sanctuary. Its range covers two administrative regions of the Russian Federation: the Autonomous Republic of Kalmykia and Astrakhan province. The Russian Federation has been in the vanguard of implementing saiga antelope conservation actions, which have been highly successful in terms of public awareness-raising and apparent stabilization of the population. They are helped in this by the relatively small range area covered by the saiga antelope, which is centred in an effective

protected area. Actions taken include livelihoods interventions, anti-poaching patrols and public awareness campaigns. Poaching is still ongoing, though apparently at a less intense commercial level than previously.

Ural population

10. The Ural population is in the far west of Kazakhstan, between the Volga and Ural rivers. It is a transboundary population, overlapping to a small extent with the Russian Federation. The Ural population suffers from neglect due to its position, remote from Almaty. Although aerial surveys are carried out there annually, and *Okhotzooptom* have an on-the-ground presence, there has been little or no other intervention or research in at least the last 10 years. There is a protected area for this population in the Russian Federation.

Ustiurt population

11. The Ustiurt population occurs west of the Aral Sea, and is a transboundary population. In general the population is in Kazakhstan most of the year, moving into Uzbekistan in the winter, and in severe winters migrating south through Uzbekistan to Turkmenistan. There are several protected areas within the recent range of this population. Kazakhstan: Buzachinsk Sanctuary; Ustiurt National Park;. Turkmenistan: Kaplankyr State Reserve (282,000 ha); Sarykamysh Sanctuary (551,000 ha); Shasenem Sanctuary (169,000 ha) and an Ustyurt Sanctuary is planned; Uzbekistan: Saiga State Sanctuary (1,000,000 ha). The number of saiga antelopes that currently occur in these protected areas, and at what time of year, is unknown.
12. The Ustiurt population is the site of the most intense current poaching pressure and disturbance (although Ural is not included in this comparison due to lack of data). This is due to the population currently being larger and/or denser than in Betpak-dala because it is more remote with a lower human population density, hence heavy poaching started later than in Betpak-dala. Remoteness also means it is hard to police and has particularly severe social problems. It has large-scale transport routes passing through it. It is also a transboundary population, with associated problems concerning implementation of protection, and one which is likely to be particularly hard hit by upcoming infrastructural development linked to oil and gas extraction.
13. Interventions have included socio-economic surveys in both the Uzbekistan and Kazakhstan ranges of the population, and a pilot alternative livelihood project in Kazakhstan. An aerial census is carried out annually in the Kazakhstan part of the range, and Kazakhstan also has anti-poaching patrols, which have recently apprehended poachers in the area.

Betpak-dala population

14. The Betpak-dala population's historical range covers a large area of central Kazakhstan, approximately from the Moinkum Sands/Chu River in the south, to Lake Tengiz and the Karaganda region in the north. The Betpak-dala population suffered particularly badly from poaching in the late 1990s, due to its location in a relatively populated area closest to Almaty. Currently, socio-economic surveys suggest that there is sporadic opportunistic poaching, but the population is too low to support large-scale commercial hunting. Improved monitoring and law enforcement may also have had a positive effect. It is the population of most interest to the Government of Kazakhstan and international NGOs with relation to protected area networks, in part due to the high bird interest of parts of the region. It has been the subject of more previous research than other populations, and many projects are currently under way by a number of NGOs. These encompass scientific research, social surveys, livelihood enhancement, anti-poaching, education and awareness. Aerial censuses are carried out annually. A network of protected areas within the saiga antelope's range is planned, to complement existing reserves: Kurgaldjinsk Zapovednik, Turgai Zapovednik, Andasai Zapovednik, Zhusandalinskaya Protected Zone. Proposals have been developed, with the support of the Kazakhstan Committee on Forestry and Hunting, for the creation of the Irgyz-Turgai Protected Zone (6,700,000 ha) covering the main calving area and the "Altyn-Dala" proposed state reserve (490,000 ha).

Mongolian sub-species

15. Distribution of the Mongolian sub-species, *Saiga tatarica mongolica*, is centred on the Shargiin Gobi, Khuisiin Gobi and Dorgon Steppe in western Mongolia. This area represents a significant expansion since the 1970s but is still only about 20% of the historical distribution. The nominate subspecies formerly occurred in southwest Mongolia but is now extinct there. The population of Mongolian

saiga antelopes was estimated at about 2,000 in summer 2006, down from 3,000 in the year 2000. Both poaching and adverse weather are involved in this decline – an estimated 80 % of the saiga antelope population died during the harsh winter of 2002. Effects of drought are exacerbated by increasing numbers of domestic livestock occupying available water sources. Sharga-Mankhan Nature Reserve (390,000 ha) was established in 1993 to protect two populations of Mongolian saiga antelopes. A small part of the range also lies within Khar Us Nuur National Park. A reserve has been proposed in Khuisiin Gobi. However, patrolling and other conservation activities in reserves are limited by lack of funding. Current conservation actions include anti-poaching patrols and feasibility studies for further intervention. A recent seizure of 36 horns provides some evidence that Mongolia is becoming a transit route for the illegal horn trade from Kazakhstan. Two or three people poaching on the Mongolian population were caught in 2005. A recent taxonomic revision (Wilson & Reeder 2005) lists Mongolian Saiga as a separate species, *S. borealis*. Based on latest genetic evidence, IUCN/SSC Antelope Specialist Group continues to regard it as *S. t. mongolica*.

16. Conservation measures required are: fund anti-poaching measures to make them fully effective; institute public engagement activities, including awareness and livelihood enhancement; establish a captive breeding facility to preserve the distinctive gene pool; estimate population size using a reliable method and map saiga antelope movements.

Saiga antelopes in China

17. In China, *Saiga tatarica tatarica* formerly occurred in the Dzungarian Gobi of Xinjiang, northwest China, but they became extinct by the 1960s. There have been a few subsequent reports of saiga antelopes from this area that probably relate to wandering individuals from Kazakhstan. A captive breeding herd, currently numbering 51 animals, is kept at the Wuwei Endangered Animal Breeding Center, Gansu Province. Reintroduction remains a future aim but there is no detailed implementation schedule at present.

Table 1. Populations of saiga antelope based on information collected for the 2006 CMS MoU meeting

Population	Average numbers 2001-2005/6	Proportion of 1980s population	Latest estimate	Postulated trend
NW Precaspian [RU]	15-20,000	13%	15-20,000	Stable/increasing
Ural [KZ, RU]	8,300	7%	12,800	Stable
Ustiurt [KZ, TM, UZ]	16,600	9%	17,800	Decreasing
Betpak-dala [KZ]	8,500	2%	16,800	Increasing
Mongolia [<i>S. t. mongolica</i>]	-	-	2,000	Decreasing
Total (<i>S. t. tatarica</i>)	48,400-53,400		64,400-69,400	

3.0 Implementation of the Action Plan

18. **MoU.** The CMS MoU was first signed by Turkmenistan at the Eighth Meeting of the CMS Conference of the Parties in November 2005. It was signed in Bonn by Uzbekistan in May 2006. Kazakhstan signed the MoU during the first meeting of the signatories of the MoU on 25 September 2006, and it subsequently entered into effect. Signature by the Russian Federation would mean that all *Saiga tatarica tatarica* range States will have formerly associated themselves with the MoU and the new international forum it creates. This would significantly enhance conservation efforts regionally and globally. The Ministry of Nature and Environment of Mongolia has signed the MoU as a collaborating organization in light of CITES Decision 13.30 relating to its sub-species. Consideration should be given to extending the MoU and Action Plan to include China and Mongolia so that the instruments are applicable to the species as a whole.
19. **International Agreements.** *Saiga tatarica tatarica* was listed in CMS Appendix II in 2002. The saiga antelope was included in Appendix II of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) in 1995. At its 13th meeting in October 2004, the Conference of the Parties to CITES adopted nine interconnected Decisions on saiga antelope, *inter alia* urging all

concerned Parties, range States, organizations and stakeholders to work together to halt further population declines, improve trade controls and support the entry into effect of the CMS MoU and the implementation of the Action Plan. The IUCN World Conservation Congress in November 2004 also adopted a comprehensive resolution on saiga antelope conservation urging increased international action.

20. **Habitat [AP Objective 2].** The Action Plan calls for habitats to be restored to optimal levels. Range State reports indicate low levels of habitat loss or degradation. Habitats are intact or moderately fragmented across the global range, and habitat quality is likely to have been improving over the last decade in all locations except Mongolia, due to a sharp reduction in livestock grazing pressure.
21. Protected areas coverage is patchy. A major problem remains chronic lack of funding for many sites which limits or prevents any meaningful management activity. Long distances between summer and winter ranges have further complicated the establishment of a comprehensive protected area network. This issue is currently being addressed in Betpak-dala through proposals for an extensive protected zone. Table 2 lists protected areas containing saiga antelopes.
22. **Populations shared between range States [AP Objective 3].** The largest transboundary population is in Ustiurt. A bilateral agreement has been signed between **Kazakhstan** and **Turkmenistan** and a state landscape transboundary reserve is planned in **Uzbekistan**, the third range State where this population occurs.
23. **Laws, Institutions and Trade [AP 1.6.3, 1.6.4., 1.6.5].** The saiga antelope is legally protected in all countries of its breeding range: **Kazakhstan, Mongolia, the Russian Federation, Turkmenistan, Uzbekistan**, and in former range State **China**. Legal frameworks are generally adequate but increased patrolling and much more stringent enforcement are needed for these to be fully effective.
24. International trade in saiga antelopes and parts and derivatives thereof is authorized but strictly regulated under the terms of CITES. Since 2001, recommendations have been in place to suspend imports of specimens of saiga antelope from **Kazakhstan** and the **Russian Federation**. The Government of **China** is registering stocks of saiga antelope parts and derivatives. TRAFFIC and the Wildlife Conservation Society are currently undertaking a large-scale survey of trade issues under the auspices of the CITES Secretariat. The survey runs until December 2006 and will analyse trade data (legal and illegal), trends, routes and markets.
25. Preliminary results of the CITES trade and market studies confirm the importance of saiga horn as an essential and virtually irreplaceable ingredient in Traditional Asian Medicine, and show the availability of both fresh and old horns on Asian retail markets, the relative scarcity of the product in the face of continued demand, and significant price increases in recent years. According to trade data reported by Parties to CITES, 67 tons of saiga parts and derivatives were traded between 1995 and 2004. This is estimated to represent 280,000 animals. In addition, an unknown amount of saiga horn is traded illegally.
26. The nine Decisions adopted by CITES in 2004 were developed mainly to address concerns related to non-sustainable use of and illegal trade in saiga antelopes. Their implementation and overall impact will be discussed in October 2006 and June 2007, when CITES Parties and range States have to report on actions taken to comply with these Decisions.
27. **Captive Breeding [AP 1.7].** In the **Russian Federation**, the Centre for the Conservation of Wild Animals (CWA) of Kalmykia has led the way in successfully breeding saiga antelopes, though additional funding is needed for expansion and consolidation of facilities. A small centre in Rostov *oblast* has received training and saiga antelopes from staff of the CWA. There is a breeding centre in Astrakhan *oblast* and saiga antelopes are kept at the Moscow Zoological Gardens. In total the captive population is more than 110 animals. Further facilities are planned.
28. Wuwei Endangered Animal Breeding Centre in Gansu province, **China**, established a breeding herd in the 1980s with a view to future reintroduction. It now has 51 animals. A small group was sent there from the Kalmykia Breeding Centre in 2004.
29. Attempts in **Mongolia** to establish a captive breeding herd in the 1970s were unsuccessful. WWF Mongolia is currently conducting a feasibility study on establishing a captive breeding herd and possible reintroduction.
30. At the international level, a number of zoos and collections have kept saiga antelopes, mostly with limited breeding success. The Zoological Society of San Diego conducted captive breeding over a

34^o-^oyear period, from 1962 to 1996, with cooperation from facilities in Europe and the United States, and produced 118 offspring. The Centres for Conservation and Species Survival, a consortium of zoos in the United States, are currently planning cooperative captive breeding programmes.

31. There is a stated intention by the Government of Kazakhstan to establish a saiga antelope breeding facility in **Kazakhstan** in the near future.
32. There is a proposal from **China** for a workshop to bring together experts in captive breeding of saiga antelopes. There is a need for training and exchange of expertise.
33. Representatives of the traditional medicine industry in **China** have expressed to the CITES Secretariat their interest in establishing commercial breeding operations for saiga antelopes with the intention to produce horns.
34. **Education and Awareness [AP 3.2]**. Education and awareness programmes have been carried out in most range States; further activities and publications are planned. An excellent visitor centre has just been unveiled at the Kalmykian captive breeding centre. There are at least two websites that contain saiga conservation information, and *Saiga News* has been operational for 18 months. This is a biannual newsletter available electronically and in paper versions, in English and the range State languages. There has been a lot of publicity in the mass media at all scales and using all formats – film, TV, newspapers and magazines.
35. **Human Dimension**. Surveys of social attitudes have been conducted in the **Russian Federation** (Kalmykia), Betpak-dala and Ustiurt (**Kazakhstan** and **Uzbekistan**), using standardized questionnaires. The results are now being analysed. This has not been done for the Ural population. An update in **Mongolia** forms part of current proposals.
36. There has been some direct but small-scale intervention to improve local people's livelihoods in Kalmykia in **Kazakhstan** and the **Russian Federation**. Linking improved local livelihoods with saiga antelope conservation is critical to conservation success and expanded programmes throughout saiga antelope range are a priority.
37. **Ecological Studies [AP 1.2, 1.3, 1.4]**. The Action Plan calls for adoption of standardized monitoring programmes and field investigations of breeding biology and ecology.
38. Aerial and ground counts are conducted in most parts of saiga antelope range. Different census techniques have been reviewed and 'best practice' methodologies adopted for birth area censuses. Some standardization and collation of data have also been undertaken for herd counts in **Kazakhstan**, the **Russian Federation** in Kalmykia and **Uzbekistan**. There is a need to develop best practice for population size estimation, whether by aerial survey or other means. A proposal to do this in **Kazakhstan** is under development.
39. Regular monitoring of sex/age ratio in saiga antelope populations is ongoing in the **Russian Federation** in Kalmykia and Ustiurt, though funding for these activities will cease in 2007. This is planned for **Mongolia** under a current proposal.
40. An international research project on the reproductive ecology of the saiga antelope is being carried out. Other proposed projects include satellite tracking and other aspects of saiga antelope ecology.
41. **Threats**. National reports listed the following main threats. **Kazakhstan**: hunting for meat and hunting for horns – medium level threats. Other factors are of low importance. **Russian Federation**: predation – very high level threat; climate and fragmentation – high level; other factors are regarded as medium or low level. **Turkmenistan**: predation – high level threat; other factors are regarded as low. **Uzbekistan**: hunting for horns or trade – very high; demographic factors – high level. **Mongolia**: Hunting for horns/trade and competition with livestock – very high; habitat loss, drought and severe winters – high.
42. **Priority Actions**. Priority actions listed in the range State reports are: **Kazakhstan**: create new specially protected areas; captive breeding. **Russian Federation**: analyse rutting progress; analyse pasture status. **Uzbekistan**: establish efficient mobile inspection teams; establish a landscape *zakaznik*/sanctuary; carry out regular monitoring of saiga antelope populations; captive breeding. **Mongolia**: reintroduction to former distribution.

4.0 Evaluation

43. Based on the synthesis of the national reports and other available information the following achievements can be recognized:

- Awareness of the critical plight of the saiga antelope has been recognized at international and other forums.
- Conservation interventions by governmental and non-governmental organizations have increased, and there is improved collaboration between them.
- The severe global population decline has apparently been halted and some populations may have begun to increase.
- Improved techniques have led to regular breeding of captive animals.
- Integration of saiga antelope conservation into wider biodiversity conservation has been initiated.
- Widespread public awareness campaigns have been effective.
- The Government of China has expressed its commitment to control trade in parts and derivatives of saiga antelopes and interest in contributing to international conservation efforts within the range States.

44. Less progress has been achieved in the following fields:

- Anti-poaching efforts have intensified but should be extended to all parts of the range and given sufficient funding to make them fully effective.
- Existing laws prohibiting saiga antelope hunting and trade need stringent enforcement to ensure arrest and successful prosecution of offenders.
- Some socio-economic surveys have been carried out and pilot projects on livelihoods conducted, but the human dimension has so far otherwise been relatively neglected. Integration of local communities into saiga antelope conservation programmes, especially alternative livelihood provision will be critical for long-term success.

RANGE OF SAIGA ANTELOPE



Table 2. Saiga antelope occurrence in Protected Areas

Name	Area (ha)	IUCN Category	Months saiga antelope present	Rut ¹	Calving ¹
Russian Federation					
Chernye Zemli Biosphere Reserve	121,900		1-12	Yes	Yes
Stepnoi Sanctuary			1-12	Yes	Yes
Mekletinskiy Wildlife Reserve	10,520		Varies	-	Rarely
Tinguta Wildlife Reserve	19,780		1-12	Yes (partly)	Yes (partly)
<i>Proposed</i>					
Sarpinskiy Wildlife Reserve	19,590		6		
Kharbinskiy Wildlife Reserve	16,300				
Saiga Wildlife Reserve	60,000				
Kazakhstan					
Kurgaldjinsk Zapovednik	258,963		5-10	-	Some years
Turgai Zakaznik	348,000		5-10	-	Some years
Andasai Zakaznik	1,000,000		10-4	Yes	No
Zhusandalinskaya Protected Zone	2,757,500		10-4	Yes	No
South-Kazakhstan Protected Zone	6,258,000		10-4	Yes	No
Ustiurt National Park	223,342		1-12	Some years	Some years
<i>Proposed</i>					
Irgiz-Turgai Protected Zone	6,700,000		1-12	Yes	Yes
Zhaltyrkol Protected Zone	1,400,000		1-12 (some years)	Some years	Yes
Turkmenistan					
Kaplankyr State Reserve	282,000	I	11-3		
Sarykamysh Sanctuary	551,000		11-3		
Shasenem Sanctuary	169,000		11-3		
<i>Proposed</i>					
Ustyurt Sanctuary	150		11-3		
Uzbekistan					
Saigak State Zakaznik	1,000,000	III	10-5	Yes	Possibly
Mongolia					
Sharga-Mankhan	390,000		1-12	Yes	Yes
Khar Us Nuur NP [part of]			1-12		
<i>Proposed</i>					
Khuisiin Gobi			1-12	Yes	Yes

¹ 'Yes' and 'Some years' refer to the situation c. 20 years ago. With the severe recent population declines, rut and calving may not currently occur in a particular locality every year.

Trade in saiga antelope horns and other parts: an overview of recent global trade trends and conservation aspects with a focus on market demand in Southeast Asia.

von Meibom, S., Vaisman A., Leong, S.H., Xu, H. (2006).

TRAFFIC Project report to the CITES Secretariat, CITES Project No. S-287

Executive summary

The saiga antelope *Saiga tatarica* inhabits the semi-arid deserts of Central Asia; it is found in Kazakhstan, Mongolia, the Russian Federation and in parts of Turkmenistan and Uzbekistan. The species has been hunted for its horns, meat and hides for several centuries and there are records of historic exports of saiga horns to China in the 18th century. By the early 20th century, hunting had reduced saiga antelopes to near-extinction but, following a ban on hunting, the populations recovered and commercial hunting of saiga antelopes was resumed in the 1950s and continued until the late 1990s. However, the situation changed dramatically with the collapse of the Soviet Union in the early 1990s and resulted in a sharp increase in poaching of saiga antelopes throughout the species' range. Over the last 10 years the population has shown an observed decline of over 90 %, mainly owing to poaching of and illegal trade in Saiga horns and other products, such as meat. The horns, which are only borne by the males, were the main target of poachers and are traded to East and Southeast Asia, where they are used in traditional Asian medicine. The selective hunting of males has resulted in a skewed sex ratio and reproductive collapse. The global population of the nominate subspecies, *S. t. tatarica*, is now estimated to be at around 56,300 – 61,300 animals, down from 1,250,000 in the mid-1970s.

China is the largest importer of saiga antelope horns. However, Southeast Asia is also known to have a large demand for saiga antelope horns for use in traditional medicines and to play an important role as a trading or transit region for saiga horns. Since 2002, the saiga antelope has been listed as *Critically Endangered* in the IUCN Red List of Threatened Species and has been listed in Appendix II of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) since 1995. It is also listed in Appendix II of the Convention on the Conservation of Migratory Species of Wild Animals (CMS).

The aim of this project, which was commissioned by the CITES Secretariat, was to compile up-to-date information on current trade in saiga products and derivatives, focusing on some key areas. These key areas included analysing global trade in saiga parts and derivatives, undertaking market research in Malaysia and Singapore, compiling information on the population status, levels of poaching and trade in Kazakhstan, the Russian Federation and Uzbekistan, and providing information on the availability and management of stockpiles of saiga parts in some important consumer States, such as China. More general information on the demand, availability and recent trade trends in saiga horns in China has been recently compiled by the Wildlife Conservation Society on behalf of the CITES Secretariat and therefore this report only focused on the management of saiga horn stocks in China.

The information used in this report was compiled from literature references and interviews with saiga experts and government officials, market surveys in Malaysia and Singapore, and an analysis of global trade figures for saiga parts and derivatives, as recorded in the CITES trade database.

Analysis of global trade in saiga horns reported in 1995 – 2004

In the period from 1995 to 2004, CITES Parties reported in total exports and re-exports of 87,449°kg of saiga horns and 10,940 horns. This is equivalent to around 518,000 to 931,500 horns or 259,000 to 465,750 male saiga antelopes. Of the 87,449 kg of horns, 38,813 kg were reported as direct exports and 48,636°kg of horns as re-exports. The most important (re-)exporter was Kazakhstan (31,323°kg, all exports), followed by the Russian Federation (16,870°kg, consisting of 7,360°kg of saiga horn re-exported from Kazakhstan and 9,510°kg exported) and Singapore (15,581°kg, all re-exported). Annual trade volumes fluctuated over the 10-year period with a peak of 19,120°kg of horns exported in 2001. Following 2001, trade levels decreased steadily, from 12,101°kg in 2002, to 8,306°kg of horns in 2004.

The largest importers of saiga horn were China (34,851°kg), Singapore (17,186°kg) and Japan (13,312 kg). Countries and territories such as Singapore, Hong Kong SAR and Malaysia play important roles as re-exporters, re-exporting amounts similar to that of reported imports. Singapore appears to be the main hub of saiga horn trade in Southeast Asia, importing the majority of saiga horns from the Russian Federation and Hong Kong SAR and re-exporting mainly to China, Hong Kong SAR and Malaysia. Hong Kong SAR plays a similar role in East Asia and imported the majority of saiga horn from Singapore and Malaysia and re-exported the majority to Singapore and Japan.

In addition to the horns, CITES Parties also reported various other products derived from saiga antelopes. For example, over two million derivatives containing saiga antelope have been reported in trade in 1995°–°2004. China is the biggest exporter of saiga horn derivatives and exported 1.8 million derivatives in 1995°–°2004, of which the large majority (>98°%) was exported to Japan. 140 specimens of saiga antelope reported as trophies and 193 live specimens were traded in 1995°–°2004. The Russian Federation exported the large majority of both categories (131 trophies and 170 live specimens).

Both Kazakhstan and the Russian Federation have continued to export specimens of saiga antelopes since 2001, despite recommendations from the CITES Standing Committee to suspend imports from these two countries until they had complied with recommendations made by the Standing Committee in 2001.

Status of saiga antelopes, poaching and illegal trade in Kazakhstan, the Russian Federation and Uzbekistan

In the Russian Federation, Kazakhstan and Uzbekistan poaching remains the basic threat to the species and is the main cause of the dramatic declines observed since the mid-1990s. Numbers of all five populations of saiga antelopes have dramatically decreased since the mid-1970s. Currently, the total number of saiga antelopes is estimated at around 56,300 to 61,300 individuals, down from approximately 1,250,000 individuals in the mid-1970s. There are some indications that one or two of the populations may recently have been stabilizing in numbers, however it is too early to confirm these indications.

The Betpak-Dala population has been the population most affected by poaching in the 1990s, probably owing to its location in a relatively populated area closest to Almaty, and consequently is the population with the largest decreases. However, the Ustiurt population is the site with the most intense current poaching pressure. This is due to the population currently being larger and denser than in Betpak-Dala, where the population is too low to support large-scale commercial hunting. Owing to the selective hunting of male antelopes for their horns, the sex ratio of populations has been significantly skewed and adult males have represented as little as 5.7°% of the Ustiurt population and 12.7°% in the north-western Precaspian population.

Despite the efforts of governmental bodies, illegal hunting of saiga antelopes is still extensive. This indicates that the system of purchasing and subsequently illegally exporting horns abroad not only persists, but also is well organized and a profitable business. In Kazakhstan, the Russian Federation and Uzbekistan, the areas inhabited by saiga antelopes are located in economically deprived regions. Illegal hunting often serves as an important source of income, from the sale of saiga horns for subsequent export to Asia, and the sale of saiga meat for local consumption. The meat is also used for subsistence. Some saiga antelope populations are at such low levels that commercial hunting for the horns is no longer profitable. In these areas, saiga antelopes are mostly hunted for meat for subsistence use or local sale. Some saiga meat is also exported, for example from Uzbekistan to Kazakhstan where higher prices can be obtained.

Prices for saiga horn have increased considerably since the mid-1990s. In the early 2000s, saiga horns were purchased from local people for as much as USD 180 per kg in Kazakhstan and the Russian Federation and for up to USD 120 per kg in Uzbekistan (compared to USD 30 per kg paid in 1994 to local people, as described by Chan *et al.*, 1995). Such high prices certainly stimulate poaching. One carcass of a saiga antelope costs approximately USD 11.5°–°13.5 in the Russian Federation, and in Uzbekistan the price varies from USD 8 to USD 16. In Uzbekistan, prices of saiga meat are approximately 1.5 to 2 times lower than that of beef.

In Kazakhstan, official stockpiles of saiga antelope totalled 3,500 to 4,000 kg in 1995 and in the Russian Federation some 1,500°kg. Today, according to the information obtained, neither country has official stockpiles of saiga antelope horns. Since 1995, Kazakhstan exported, according to CITES annual report

data, 31,323°kg of horns and the Russian Federation (re-)exported 16,870°kg (including 9,510°kg of horns re-exported from Kazakhstan), which is equivalent to around 279,400 to 507,300 horns or 139,700 to 253,650 male saiga antelopes.

There are indications that government officials are involved in the illegal hunting of and trade in saiga products and that they cooperate with poachers. Enforcement of existing regulations and laws seems insufficient and government officials tasked with the control of poaching activities in the saiga range areas are underpaid and not sufficiently equipped.

Availability of saiga horns in Malaysia and Singapore

Saiga horn and products made thereof are readily available in Malaysia and Singapore. A total of 162 shops were surveyed and only two of these did not offer saiga horns or products made from these. A total of 4,054 horns were observed during the surveys and an additional, although unquantified, volume of saiga horn ribbons (shavings) and processed products. The surveys found a wider variety of processed products containing saiga horn in Singapore and a larger stock of raw horns compared to Malaysia.

The average prices for one liang (= 37.5°g) of saiga horn were USD 31.8 in Malaysia and USD 32.9 in Singapore. This is equivalent to USD 848 per kg and USD 877 per kg, respectively. Prices for saiga horn have increased compared to previous years and are expected to continue to increase in the future.

There are indications that saiga horns are illegally exported from Malaysia and Singapore, although the volume and significance of this trade are unknown. However, given that one customer from China would buy up to 10 horns at a time and take them out of the country, the actual number of horns being smuggled out of Malaysia and Singapore could be significant.

National regulations regarding the sale of protected wildlife for medicine are insufficient in Malaysia. Owing to loopholes in the law, horns that were illegally imported into the country cannot be seized. The Malaysian Government is now in the process of drafting new legislation (*International Trade in Endangered Species Bill 2006*) which will be used to implement CITES in Malaysia and to address such shortcomings.

In Singapore, saiga horns that enter the country need a CITES permit from the Director-General of the Agri-food and Veterinary Services (AVA). However, unlike the situation in Peninsular Malaysia, it is illegal to sell saiga horns that entered the country without the relevant CITES permits. The Government of Singapore has the authority to seize the horns and prosecute the trader, if the trader is found to sell horns that entered the country illegally.

Based on the responses to questions on general awareness among Traditional Chinese Medicine (TCM) shops in Malaysia and Singapore, it is clear that the knowledge of the conservation status of the saiga antelope is low. The majority of consumers and TCM dealers in Malaysia and Singapore are unaware of the critical conservation status of the saiga antelope and the majority of dealers believed that saiga antelopes were farm-raised.

Stockpiles of saiga horns in China

China is the largest importer and consumer of saiga horns and has imported a total of 31,323°kg of saiga horns since 1995. Annual consumption of saiga horn in China is estimated at around 8,500 and 9,500°kg.

To date, China has conducted two surveys to evaluate the total volume of saiga horn held in stocks in the country. One survey was conducted in 1994 and estimated the total stock of saiga horn held in China at 155,500°kg by the end of that year. A second nationwide survey was undertaken by the Department of National Forestry Bureau Protection (2005°–°2006) and revealed that the total volume of saiga horns in China was 55,000°kg by the end of August 2006. Taking into account an annual consumption of around 9,000°kg per year, the current stocks are likely to last only for another six years if no further imports take place. Demand for saiga horn is still high and not expected to decrease in the near future.

The Chinese General Administration of Customs reported 27 cases of illegal trade in saiga horn in 1999°–°2004. A total of 4,000 to 5,000°kg of saiga antelope horns (equivalent to 29,000 to 52,600 individual horns) was confiscated. The majority of these horns originated in Kazakhstan and the Russian Federation.

Recommendations

Directed to the governments of saiga antelope range States, in particular Kazakhstan, the Russian Federation and Uzbekistan

- Undertake demonstrable efforts to implement the Medium-Term International Work Programme for the saiga antelope (2007-2011) in support of the CMS Memorandum of Understanding (MoU) concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (*Saiga tatarica tatarica*) and its associated Saiga Action Plan, as adopted in September 2006 at the first meeting of the signatories to the MoU, held in Almaty, Kazakhstan.
- Strengthen national legislation pertaining to the (illegal) hunting, possession, purchase, sale of, transport and trade in saiga antelopes and parts and derivatives thereof in Kazakhstan, the Russian Federation and Uzbekistan, and ensure that sanctions are sufficiently high to act as a disincentive for poaching and illegal trade and that offenders are prosecuted.
- Directed to Kazakhstan and the Russian Federation: Demonstrably comply with the recommendations made by the CITES Standing Committee in 2001 and increase efforts to improve overall compliance with CITES provisions.
- Directed to the Russian Federation: Sign the CMS MoU mentioned above and start implementing it.
- Ensure that anti-poaching teams are sufficiently funded and equipped with the appropriate logistical support (mobile phones, motor vehicles, etc.) and have the requested expertise. Provide regular training and appropriate tools in local languages, outlining the legal provisions governing trade and smuggling techniques used, and assisting with the identification of saiga parts and derivatives in trade.
- Develop strict policies on the disposal of confiscated parts of saiga antelopes, including the logging of all seizures and registration of confiscated stock by the relevant authorities. In addition, records should be kept on the stock of saiga horns that originate from natural mortality and these stocks, together with the stock of seized and confiscated horns, should be reported annually to the CITES Secretariat. Marking of horns held in these stocks should be considered in order to avoid these horns entering markets in Asia illegally and undetected.
- Learn from existing studies and projects that focus on improving understanding of the socio-economic aspects of poaching of and illegal trade in saiga antelopes, and support and conduct further studies on that subject in order to inform conservation and community-based projects that aim to develop incentives to stop poaching and illegal trade and improve local livelihoods.
- Assess available options and criteria, as well as conservation risks and benefits, of using managed hunting of saiga antelopes (including trophy hunting) as a possible mechanism to generate funding to support conservation efforts and benefit local communities, if populations have recovered to a level that would allow such uses and if all CITES conditions have been complied with.

Directed to the governments of importing and consuming countries of saiga antelopes, in particular China, Malaysia and Singapore

- Determine, through comprehensive surveys, the volume of saiga horn and horn parts kept in stock and ensure that all saiga horns and parts kept in stock (by government and traders) are registered with the relevant government authorities, and maintain a central database that will be regularly updated based on reported records by traders and other stockpile owners and assist assessment of overall consumption of saiga horn use and monitoring of stockpiles.
- Restrict the number and varieties of patent medicines that are allowed to contain saiga horn and to be produced by manufacturing companies, building upon experiences of the Chinese Government with regard to medicine containing musk deer. This has to be done in close cooperation with medicine manufacturers and TCM communities in order to ensure that the objectives and aims for such a restriction are fully understood and supported. In close collaboration with the TCM community and manufacturers, assess the feasibility of restricting the use of saiga antelope horns to treatment only of the most important medical conditions, in order to reduce overall consumption of horns.
- Adopt a labelling system for products containing saiga horn in order to try and prevent illegally sourced saiga horns from entering legal markets. Examine markets selling medicinals nationwide in order to identify and punish illegal trade in and use of saiga horns.

- Undertake further research on the use of alternative and appropriate substitutes for saiga horn, taking into account possible conservation impacts of using such alternatives and learning from experiences made in promoting alternatives for other species such as the tiger, rhinoceroses, bears, etc. Promote among TCM traders and users the use and acceptance of substitutes for saiga horns already available for certain conditions, in order to reduce the consumption of saiga horn where possible.

Directed to both saiga antelope range and consumer States, with a focus on China, Kazakhstan, Malaysia, Mongolia, the Russian Federation, Singapore and Uzbekistan, and other stakeholders such as the CITES Secretariat, the CMS Secretariat, NGOs and scientific institutions

- Strengthen law enforcement and the control of illegal crossborder trade by providing training and improving co-operation and information exchange among the relevant law enforcement authorities, focusing on crossborder smuggling and trade at China's northern borders with Kazakhstan, Mongolia and the Russian Federation, and trade to and from Malaysia and Singapore.
- Strengthen the research and expertise on raising saiga antelopes in captivity, based on experiences from China and the Russian Federation, with the aim of using these populations, where appropriate, to enhance wild populations, taking into account the genetic distinctiveness of the different populations and following strict guidelines for their reintroduction.
- Undertake targeted public awareness campaigns to educate the consumers and TCM dealers in China, Malaysia and Singapore on the conservation status of saiga antelopes. The use of saiga horn for illnesses that can be easily treated by other types of medicines, should be discouraged where possible. The cooperation and support of NGOs should be sought for developing and undertaking these campaigns. This should also be carefully planned through consultation with TCM practitioners and producers.
- Explore possible funding sources for supporting saiga antelope conservation, management and trade regulation through the establishment of links among stakeholders of the Asian medicine industry with *in situ* conservation projects in saiga antelope range States.