

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



Sixteenth meeting of the Conference of the Parties  
Bangkok (Thailand), 3-14 March 2013

Interpretation and implementation of the Convention

Species trade and conservation

SAIGA ANTELOPE

1. This document has been prepared by the Secretariat.
2. The Secretariat is grateful to the Secretariat of the Convention on the Conservation of Migratory Species of Wild Animals (CMS) for its assistance in compiling this report and to the UNEP World Conservation Monitoring Centre (UNEP-WCMC) for its assistance in providing relevant trade data.

**Background**

3. At its 15th meeting (CoP15, Doha, 2010), the Conference of the Parties extended or revised a number of existing Decisions concerning the saiga antelope. Those decisions are detailed below.

***Directed to the range States of the Saiga antelope (Kazakhstan, Mongolia, the Russian Federation, Turkmenistan, Uzbekistan) and to China as a former range State***

*Decision 14.91*

*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)'<sup>1</sup> and its Saiga Action Plan.*

*Decision 14.93 (Rev. CoP15)*

*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 period 2009-2010.*

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

*Decision 14.94 (Rev. CoP15)*

*Important consumer and trading States of saiga parts and derivatives are encouraged to collaborate in managing and controlling trade in saiga antelope, and should take into consideration the*

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<sup>1</sup> The MoU referred to in Decisions 14.91, 14.96 and 14.97 (Rev. CoP15) was amended on 10 September 2010 at the second meeting of the signatories in Ulaanbaatar, Mongolia, to include the Mongolian saiga antelope. It is now called the 'Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga spp.)' (see [http://www.cms.int/species/saiga/saiga\\_text.htm](http://www.cms.int/species/saiga/saiga_text.htm)).

*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<sup>2</sup>), 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 specimens; and*
- 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.*

*Decision 14.95 (Rev. CoP15)*

*Important consumer and trading States of saiga parts and derivatives should provide information on their implementation of Decision 14.94 (Rev. CoP15) in their biennial reports for the period 2009-2010.*

#### **Directed to the Parties and others**

*Decision 14.96*

*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<sup>1</sup>)' and its Saiga Action Plan.*

#### **Directed to the Secretariat**

*Decision 14.97 (Rev. CoP15)*

*The Secretariat shall:*

- a) *cooperate with the Secretariat of the Convention on the Conservation of Migratory Species of Wild Animals on issues pertaining to the saiga antelope, including:*
  - i) *the implementation of the Medium-Term International Work Programme for the Saiga antelope (2007-2011);*
  - ii) *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 2010;*
  - iii) *facilitating collaboration between the range States of the saiga antelope and major consumer Parties; and*
  - iv) *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 14.91 and 14.93 (Rev. CoP15) to 14.97 (Rev. CoP15), including a written summary of the information contained in biennial reports from relevant Parties,*

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<sup>2</sup> Available at <http://www.cites.org/eng/cop/14/doc/E14-56.pdf>.

for consideration at the 16th meeting of the Conference of the Parties, and recommend appropriate actions.

- The Secretariat has prepared the present document on the implementation of all valid Decisions pertaining to the saiga antelope in accordance with paragraph b) of Decision 14.97 (Rev. CoP15).

#### Biennial reports

- The deadline for submission of the 2009-2010 biennial report was 31 October 2011. The status of biennial reports submitted by range States, and by major consumer and trading countries affected by the Decisions indicated above, by this deadline or, at least, at the time of writing (October 2012) is shown in the Table below.

Saiga antelope range States, and major consumer and trading countries required to report on the implementation of Decisions 14.91 to 14.95 (Rev. CoP15)

Country	Range or trade status	2007-2008 biennial report submitted	2009-2010 biennial report submitted
China	Former range State and major consumer or trading country	Yes	Yes
Japan	Major consumer or trading country	Yes	Yes
Kazakhstan	Range State and major consumer or trading country	No	No
Malaysia	Major consumer or trading country	Yes	Yes
Mongolia	Range State	No	No
Republic of Korea	Major consumer or trading country	Yes	Yes
Russian Federation	Range State and major consumer or trading country	No	No
Singapore	Major consumer or trading country	Yes	Yes
Turkmenistan	Range State	Non Party	Non Party
Uzbekistan	Range State	No	No

#### Implementation of Decisions 14.91 and 14.93 (Rev. CoP15)

- Reporting on implementation of Decision 14.91 was postponed from CoP15 to the present meeting because the deadline for submission of 2007-2008 biennial reports (31 October 2009) was after the deadline for submission of documents for CoP15 (14 October 2009).
- None of the current range States has submitted a biennial report for the periods under consideration. China has submitted its biennial reports, but it no longer has populations of saiga antelopes and is therefore not considered a range State, as recognized in Decision 14.91 and Decision 14.93 (Rev. CoP15). Consequently, it is not a party to the MoU and its biennial reports do not include information on measures and activities undertaken to implement the *Medium-Term International Work Programme for the saiga antelope (2007-2011)*.
- Given the above, the Secretariat is unable to report on the implementation of the measures contained in the *Medium-Term International Work Programme for the saiga antelope (2007-2011)*.
- The Secretariat does not have the mandate or resources to conduct a thorough assessment in lieu of information submitted in the biennial reports, but has been made aware of certain activities carried out in support of the implementation of Decision 14.91. Based on available information, and cognizant that such information may not be complete and does not represent a comprehensive report, the Secretariat has summarized relevant activities in paragraphs 10 to 18 below.

10. A second meeting of the signatories to the *Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga spp.)* was convened in Ulaanbaatar, Mongolia, from 7 to 10 September 2010, and attended by the CITES Secretariat<sup>3</sup>. The meeting was co-sponsored by Germany and Mongolia, and supported by UNEP/CMS funding. A new *Medium Term International Work Programme (MTIWP) (2011-2015)*<sup>4</sup> was adopted (see also paragraph 11 below). This new work programme specifies a series of actions to be undertaken by range and consumer States to enhance *in situ* conservation of saiga antelopes throughout their range, including incorporating work programme activities within National Biodiversity Strategies and Action Plans (activity 1.1 in MTIWP 2011-2015) of the Convention on Biological Diversity (CBD).
11. At the meeting mentioned above, the signatories to the MoU accepted a proposal from two non-governmental organizations (NGOs) – the Association for the Conservation of Biodiversity in Kazakhstan (ACBK) and the Saiga Conservation Alliance (SCA) – to provide joint technical coordination of and support for the implementation of the MoU, of which the MTIWP (2007-2011 and 2011-2015) constitutes an integral part. The CMS Secretariat concluded an agreement with both NGOs for that purpose in February 2011 and Switzerland pledged EUR 15,000 to support technical coordination of the MoU and its *Saiga Action Plan* through ACBK and SCA.
12. The Forestry and Hunting Committee (FHC) of the Ministry of Agriculture of Kazakhstan, in collaboration with the CMS Secretariat and ACBK, hosted the *Workshop on the Implementation and Coordination of the Saiga Antelope (Saiga spp.) Memorandum of Understanding (MoU<sup>5</sup>) and other CMS Instruments for Migratory Ungulates in Kazakhstan*<sup>6</sup> in Astana, in February 2011. The workshop was sponsored by the Federal Ministry for the Environment, Nature Conservation and Nuclear Safety of Germany, and attended by the Chair of the CITES Management Authority of Kazakhstan and over 20 other participants, including the head of Field Inspection of the FHC, the Kazakhstan Institute of Zoology and representatives of the CMS Secretariat, the UNDP/GEF Project on Steppe Ecosystems Management and several NGOs, including ACBK, SCA and WWF. Some key issues discussed at the meeting are indicated below.
  - a) Kazakhstan reported that poaching of saiga antelopes had increased significantly across all populations since 2010, and reported on its implementation of the MTIWP (2007-2011).
  - b) Kazakhstan signed a bilateral agreement with Uzbekistan in April 2010 to coordinate and strengthen transboundary conservation activities in the Ustiurt region across the two countries. The corresponding Action Plan under this bilateral agreement has been developed but, at the time of writing, was awaiting approval at ministerial level in Uzbekistan.
  - c) The development of a bilateral agreement between the Ministry of Agriculture of Kazakhstan and Ministry of Natural Resources and Ecology of the Russian Federation on the protection, reproduction and use of Volgo-Ural saiga population. This agreement was signed in September 2012.
  - d) Participants acknowledged that the recommendations from the Urumqi meeting held in China in September 2010 (see paragraphs 26 and 27 below) required urgent attention, and they reiterated the need to collaborate closely with China and the Traditional Chinese Medicine (TCM) industry.
  - e) During the workshop, CMS signed an agreement with ACBK and SCA to coordinate the implementation of the MTIWP. Activities under the agreement included the set-up of a new database and website, *The Saiga Resource Centre*, which would serve as an information hub about the saiga

<sup>3</sup> A list of participants is available at: [http://www.cms.int/species/saiga/2ndMtg\\_Mongolia/Mtg\\_Rpt/Annex\\_6\\_Participants\\_List\\_Eonly.pdf](http://www.cms.int/species/saiga/2ndMtg_Mongolia/Mtg_Rpt/Annex_6_Participants_List_Eonly.pdf).

<sup>4</sup> See [http://www.cms.int/species/saiga/2ndMtg\\_Mongolia/Mtg\\_Rpt/Annex\\_5\\_MTIWP\\_2011\\_2015\\_E.pdf](http://www.cms.int/species/saiga/2ndMtg_Mongolia/Mtg_Rpt/Annex_5_MTIWP_2011_2015_E.pdf).

<sup>5</sup> The Saiga MoU was concluded and took effect on 24 September 2006 after signature by the third range State. Signatories to the saiga antelope MoU are: Turkmenistan (23 November 2005), Uzbekistan (23 May 2006), Kazakhstan (24 September 2006), the Russian Federation (24 June 2009) and Mongolia (10 September 2010).

In addition, the following organizations have signed the MoU: CMS Secretariat (23 November 2005), Ministry of Nature and Environment of Mongolia (23 November 2005), International Council for Game and Wildlife Conservation (23 November 2005), IUCN/SSC (23 November 2005), WWF International (23 November 2005), Fauna and Flora International (24 September 2006), Frankfurt Zoological Society (24 September 2006), Wildlife Conservation Society (24 September 2006), Association for the Conservation of Biodiversity of Kazakhstan (10 September 2010) and The Saiga Conservation Alliance (10 September 2010).

<sup>6</sup> The meeting report is available at:

[http://www.cms.int/species/bukhara\\_deer/Meetings/1st\\_Mtg/BKD1\\_Inf\\_07\\_Report\\_Workshop\\_Saiga\\_&\\_Migratory\\_Ungulates\\_in\\_Kazakhstan\\_E.pdf](http://www.cms.int/species/bukhara_deer/Meetings/1st_Mtg/BKD1_Inf_07_Report_Workshop_Saiga_&_Migratory_Ungulates_in_Kazakhstan_E.pdf).

antelope and as a tool for monitoring progress in the implementation of the new MTIWP (2011-2015). The website is expected to be functional by the end of 2012, together with the online database.

- f) The project format to collect data has been distributed through the Saiga News mailing list and posted on the SCA website. This forms part of the coordination activities of ACBK and SCA but, as such, the database has not yet been adopted officially as the official monitoring tool for the MTIWP yet. Nonetheless, ACBK has received information on 18 projects that were ongoing in September 2012.
  - g) SCA publishes the bi-annual online newsletter *Saiga News*, available (including back-issues) in Chinese, English, Kazakh, Mongolian, Russian and Uzbek<sup>7</sup>.
13. In March 2011, the CITES and CMS Secretariats held a video conference to discuss, *inter alia*, follow-up missions by CMS to selected range States of the saiga antelope in Central Asia. They also agreed to exchange additional information related to that species. In this connection, the CITES Secretariat shared with CMS Russian versions of its training materials on enforcement (including the *Controlled Delivery Manual*, the *Questioning of Smugglers Manual* and a link to the Russian version of the *Green Customs Guide*) compiled by the Secretariat in conjunction with INTERPOL.
  14. In Kazakhstan and Uzbekistan, the Governments of the United Kingdom of Great Britain and Northern Ireland and the United States of America provided USD 1.5 million to Flora and Fauna International (FFI) to run the Ustiurt Landscape Conservation Initiative. This is implemented through a partnership between FFI, ACBK and Pact Inc, and NGO, in close cooperation with the FHC, the State Committee for Nature Protection of Uzbekistan and the United Nations Development Programme (UNDP) office in Uzbekistan.<sup>8</sup> The initiative was made possible with funding from the Sustainable Conservation Approaches for Priority Ecosystems (SCAPES) programme of the United States Agency for International Development (USAID), the United Kingdom Darwin Initiative, Halcyon Land & Sea, the Disney Worldwide Conservation Fund and others, for the period October 2009 to September 2014. The project follows a holistic, landscape-scale approach to conservation and includes a component on addressing the illegal regional trade in saiga products. Training materials have been developed for Uzbekistan to strengthen the capacity of enforcement agencies, including Customs, local and border police and rangers. The development of similar training for Kazakhstan is under negotiation. Activities also included awareness-raising campaigns developed for both countries in the form of video clips and posters emphasizing the national law that forbids hunting of saiga and trade in saiga specimens and the financial penalties for violation of this law. At the time of writing, an MoU between the FHC and the Customs Control Committee in Kazakhstan was under preparation to formalize future cooperation regarding the use of sniffer dogs to detect saiga horn and meat.
  15. FFI is exploring the feasibility of training sniffer dogs to detect saiga horn and it has reportedly established good contacts with the Dog Centre of the Customs Control Committee under the Ministry of Finance of Kazakhstan, which conducts region-wide training in using sniffer dogs. FFI is currently supporting the FHC with preparing an official MoU with the Customs Control Committee to formalize further cooperation. It expects engagement in experience exchange in late 2012 or early 2013 with European Union Member States that already use dogs to detect illegally traded wildlife.
  16. ACBK has been implementing the Altyn Dala Conservation Initiative with funding from the Frankfurt Zoological Society (Germany). This initiative (Altyn Dala means 'golden steppe' in Kazakh) aims to create an integrated network of grassland habitat reserves extending through central Kazakhstan. Over 5.2 million hectares have already been legally protected, but the initiative plans to increase this by up to an additional 5 million hectares.<sup>9</sup>
  17. Recently, the CMS Secretariat as well as various NGOs expressed concern about the ongoing construction of a border fence between Uzbekistan and Kazakhstan, reportedly to curb drug smuggling, which could become a barrier for saiga migration and facilitate poaching. The consequences of this fence for the Ustiurt saiga population, which remains in a critical condition, are unforeseeable but potentially

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<sup>7</sup> See [http://saiga-conservation.com/saiga\\_news](http://saiga-conservation.com/saiga_news).

<sup>8</sup> See <http://centralasia.usaid.gov/kazakhstan/354>.

<sup>9</sup> Further details are available at <http://www.zqf.de/?projectId=40&id=65&language=en>.

severe. The FHC was reportedly interested in learning about experiences from other countries in the design of migration paths and wildlife-friendly fences.<sup>10</sup>

18. A summary of other saiga-related projects undertaken in the signatory countries to the *Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope* (Saiga spp) (2006) are available online.<sup>11</sup>

#### **Implementation of Decisions 14.94 (Rev. CoP15) and 14.95 (Rev. CoP15)**

19. In 2007, in collaboration with UNEP-WCMC, 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 (see document CoP14 Doc. 56, paragraph 6).
20. In 2012, the Secretariat asked UNEP-WCMC to provide an update on the most important consumer and trading countries of saiga parts and derivatives, based on trade data from 2007 to 2010 (the most recent data available at the time of writing). This information is included as a footnote to this document<sup>12</sup>. Although newly identified countries are not concerned with the implementation of Decisions 14.94 (Rev. CoP15) and 14.95 (Rev. CoP15), Parties may wish to consider this information when deliberating on the recommendations in the Annex to this document.
21. With regard to the implementation of Decision 14.94 (Rev. CoP15), and consequently of Decision 14.95 (Rev. CoP15), China reported in its 2009-2010 report two actions related to saiga antelopes, both of which were seizures: one was a single seizure in September 2009 of two saiga antelope horns by the Shenzhen Customs, Guangdong Province; and the other was a seizure (date not provided) of five pieces of saiga horn in Macau SAR.
22. No information regarding the saiga antelope or the implementation of Decision 14.94 (Rev. CoP15) was contained in the biennial reports of Japan, Malaysia, the Republic of Korea or Singapore. It is unclear whether this is because no relevant actions were undertaken, or whether actions undertaken were not reported. As indicated in paragraph 19 above, the two remaining important consumer and trade States, Kazakhstan and the Russian Federation, did not submit biennial reports.
23. Consequently, the Secretariat is unable to report on the implementation of measures taken in accordance with Decision 14.94 (Rev. CoP15), on the basis of information provided in the biennial reports.
24. The Secretariat does not have the mandate or necessary resources to conduct a broad assessment in lieu of information to be submitted in the biennial reports, or to follow up with each major consumer or trading State. However, the Secretariat is aware of certain activities that contributed to the implementation of Decision 14.94 (Rev. CoP15). The Secretariat also followed up on certain specific points with China as agreed at the 62nd meeting of the Standing Committee (Geneva, July 2012) (see document SC62 Doc. 14.3, Annex<sup>13</sup>);
25. Based on available information, and recognizing that such information is unlikely to be complete or comprehensive, the Secretariat has summarized in the paragraphs below a number of relevant actions in important consumer and trading States in support of the implementation of Decision 14.94 (Rev. CoP15).
26. The State Forestry Administration and CITES Management Authority of China, in collaboration with the Secretariats of CITES and CMS, jointly organized the *Workshop on the Conservation and Sustainable Use of Saiga Antelope* in Urumqi, China, from 27 to 29 September 2010. The workshop was funded by the Chinese CITES Management Authority. The Secretariat wishes to acknowledge China's exemplary organization of this workshop, including the provision of simultaneous interpretation which greatly

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<sup>10</sup> See [http://www.saiga-conservation.com/saiga\\_news.html](http://www.saiga-conservation.com/saiga_news.html).

<sup>11</sup> At [http://www.cms.int/species/saiga/2ndMtg\\_Mongolia/Mtg\\_docs/Inf\\_15\\_Summary\\_SaigaProjectActivities\\_En&Ru.pdf](http://www.cms.int/species/saiga/2ndMtg_Mongolia/Mtg_docs/Inf_15_Summary_SaigaProjectActivities_En&Ru.pdf).

<sup>12</sup> The most important consumer and trading countries of saiga parts and derivatives, based on CITES trade data for the years 2007-2010 (all trade, as reported by both importers and exporters), were China, Japan, Malaysia, New Zealand, Singapore, the United States and Viet Nam. Trade involving Japan was both derivatives and horns; trade involving Viet Nam, New Zealand and the United States was predominantly in derivatives and therefore hard to quantify in number of horns. Imports into New Zealand and the United States were recorded under the source code "P".

<sup>13</sup> Available at <http://www.cites.org/eng/com/SC/62/E62-14-03.pdf>.

facilitated the proceedings. The summary report and the recommendations of the workshop are available online.<sup>14</sup>

27. In the meeting summary report, China reported on a number of measures taken, or underway, to ensure the conservation and long-term sustainable use of the saiga antelope, including, *inter alia*:
  - a) Strengthening law enforcement and border checks for detecting illegal trade;
  - b) Quantifying and registering stocks of legal saiga horn, and sealing them within coded and traceable containers;
  - c) Ensuring that re-exports of saiga parts and derivatives are no longer erroneously reported as “exports”; and
  - d) Establishment of a fund for *in situ* conservation and conducting visits to range States with representatives of the Chinese Association of Traditional Chinese Medicine (CATCM) (see paragraph 45 below).
28. China is planning to convene a training workshop for Mongolian Customs Officials from 6 to 9 November 2012 in Urumqi. The workshop will promote knowledge and skills in border law enforcement, and also establish a communication and cooperation network between officials. The workshop is jointly funded by China and Mongolia.
29. China has also undertaken a saiga horn stock inventory that concluded on 30 December 2011 with a total quantity of horns in stock of 115 tons. In addition, China informed the Secretariat in September 2012 that the Nanjing Chinese Medicine College was undertaking research into medicinal alternatives to saiga horn.
30. The Secretariat draws attention to the official *Notice on enhancing the protection of saiga antelope, pangolin, rare snake species and management of the standardization of their products for medicine* of 12 November 2007, issued jointly by China’s State Forestry Administration, Ministry of Health, State Industry and Commerce Administration, State Food and Drug Administration and State Administration of Traditional Chinese Medicine. This Notice:
  - a) limits the sale and consumption of saiga horn to designated hospitals and for clinical use in TCM only;
  - b) requires that horns used in designated hospitals be first verified, registered and stored in a standardized manner;
  - c) prohibits the sale of saiga horn and its powder outside these designated hospitals, although pre-packaged products using saiga horn are allowed to be sold in retail outlets;
  - d) requires units wishing to use saiga horn to have received permission from the State Food and Drug Management and Supervision agencies;
  - e) requires that TCM products containing saiga horn be labelled and managed; and
  - f) requires that, from 1 March 2008, all TCM products containing saiga horns obtain a “China Wildlife Management Label” and put this onto packs of its smallest sale unit before the product may enter the commodity chain.
31. The 2007 Notice remains in effect, although China has acknowledged that achieving its aims and objectives has taken longer than originally anticipated.
32. The Secretariat exchanged correspondence with Mongolia concerning the seizure of 2,000 saiga horns in 2008, and offered guidance regarding the disposal of the confiscated horns. Attention was drawn to examples provided by Belgium and Switzerland whereby the proceeds from the sale of confiscated specimens of Appendix-II species were used to fund CITES-related conservation projects.

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<sup>14</sup> At [http://www.cms.int/species/saiga/other\\_saiga\\_meetings.html](http://www.cms.int/species/saiga/other_saiga_meetings.html).

33. A follow-up meeting with China was also held in the margins of the 25th meeting of the Animals Committee (Geneva, July 2011) to learn about implementation and future plans regarding the recommendations arising from the Urumqi workshop.
34. China and Mongolia hosted the *Sino-Mongolia meeting of CITES Management Authorities on the conservation and sustainable use of saiga antelope*, convened in Beijing, China, in March 2012, with funding from the US Fish and Wildlife Service (USFWS) Small Grants programme 2011. The primary focus of the meeting was the exchange of wildlife trade information and the identification of means to improve cooperation among law enforcement agencies in the border area. A bilateral China / Mongolia MoU is under preparation to address the purported increase in illegal trade following the moratorium on harvest and use put in place by the range States. Mongolia reported increased pressure on saiga populations from illegal hunting following Kazakhstan's voluntary moratorium on hunting and trade, which entered into force in 1999. Since that time, the moratorium has been regularly extended, most recently in 2010 up until 2020 (CMS Secretariat, *in litt.*, 13 September 2012). Since 2011, Kazakhstan has implemented a complete ban on domestic and international commercial trade in saiga products, including meat and horns, both old and fresh. To facilitate implementation of this ban, ACBK also started an information campaign (see paragraph 38 below).
35. An analysis of CITES trade data from 2007 to 2010 (the most recent year available) confirmed that, during this period, no exports for commercial purpose of saiga horns of wild origin were reported from the range States. Two consignments of horns originating from the Russian Federation were reportedly re-exported in 2008 and 2010, respectively, from Singapore to Hong Kong SAR. These were reported to be pre-Convention specimens. Small trade in specimens for other purposes, such as scientific research, was also reported from the range States.
36. For the period 2007 to 2010, China, Japan and Singapore were the main reported exporters of horns and derivatives. In terms of imports reported, Hong Kong SAR reported the largest volume of imports with over 13 tons. All were reported as being imported from Singapore and of pre-Convention origin. Japan followed with reported imports of just over 600 kg of horns from China. Derivatives, most likely as medicines, were reported in large quantities but often without units reported. New Zealand and the United States both reported large quantities of imported derivatives (over 22,000 and over 10,000 blank units, respectively) with source code I ("confiscated or seized origin"). China was reported as the source of these imports for both countries.

#### Seizures and initiatives to control illegal trade

37. Although not specifically required under the provisions of the current saiga decisions, the Secretariat has collated information available on seizures of saiga specimens, as well as examples of initiatives to control illegal trade in saiga. This information is presented in document CoP16 Inf. 4.

Information regarding similar initiatives is also contained in paragraphs 12. b) and c), 13-15, 26-28, 30, 32, 34 and 36 above.

38. In June 2012, ACBK launched an information campaign against signs offering saiga horns for sale, which had become more prominent in the cities of Kazakhstan. The goal of the campaign was to discourage poaching through preventing the spread of advertisements for sale or purchase of saiga horns.
39. The Wildlife Conservation Society (WCS)-China set up its South China Project in Guangzhou in August 2008. The goal of the project is to stop illegal trade in protected species (CITES Appendix I, CITES Appendix II with a zero export quota and State Class-1 protected species (the highest level of national protection), as well as other species controlled by local laws in the Guangdong Province. It is carried out through market surveillance, the provision of intelligence to government enforcement agencies and a collaborative education programme. The saiga antelope has been a target species for this project, which has been supported by three Saiga Conservation Alliance Small Grants since 2009.
40. During the compilation of the present document, the Secretariat's attention was drawn to an article in *Asian Scientist* entitled *Chinese 'Cooling Drinks' May Contain Endangered Saiga Antelope Horns*<sup>15</sup>. Bottles of water, reportedly containing saiga antelope horn, were reported to be on sale in Singapore for SGD 5.00 per bottle. If saiga "cooling water" is indeed a new development, it would appear to be inconsistent with

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<sup>15</sup> See <http://www.asianscientist.com/topnews/chinese-tcm-cooling-drinks-endangered-saiga-antelope-horns-2012/>.

Decision 14.94 (Rev. CoP15) which calls for “the reduction of the overall consumption of saiga parts and derivatives ... 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.” The Secretariat has written to Singapore to seek clarification on this development, including the source of the horns used therein.

#### **Implementation of Decision 14.96**

41. In addition to the sponsorship of meetings and technical coordination already described above, the following important contributions from the donor community should also be noted:
- a) The United States, through the USFWS Small Grants Programme, funded a capacity-building programme for preventing transboundary trade in saiga derivatives in the western parts of Mongolia and China, which included the *Sino-Mongolia meeting of CITES Management Authorities on the conservation and sustainable use of saiga antelope* convened in Beijing, China, in March 2012, mentioned in paragraph 34 above.
  - b) The Morris Animal Foundation Betty White Wildlife Rapid Response Fund provided funding to FFI of USD 26,158 for studies to investigate the possible causes of the saiga mass mortality events in Kazakhstan in May 2010. The studies were conducted in September and October 2011, and February 2012.

#### **Implementation of Decision 14.97 (Rev CoP15)**

##### Sub-paragraph a) i)

42. Information on cooperation between the CITES and CMS Secretariats in the context of the implementation of the *Medium-Term International Work Programme for the saiga antelope (2007-2011)* has been incorporated in the present document (see paragraphs 10, 11, 13 and 26).

##### Sub-paragraph a) ii)

43. As indicated in paragraph 10 above, the second meeting of signatories to the *Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga spp.)* was convened in Ulaanbaatar, Mongolia, 7-10 September 2010, and a new *Medium Term International Work Programme (2011-2015)* was adopted. This new work programme specifies a series of actions to be undertaken by range and consumer States to enhance *in situ* conservation of saiga antelopes throughout their range. Section 3 identifies specific actions addressing sustainable use and trade. The CITES Secretariat attended the meeting and provided inputs regarding these aspects of the work programme.

##### Sub-paragraph a) iii)

44. The Secretariat provided assistance to China, a major consumer and trading country, in facilitating the convening of the workshop held in Urumqi in September 2010 (see paragraph 26 above). The CMS and CITES Secretariats informally agreed that the CITES Secretariat would focus on measures to address illegal and unsustainable trade and use, whilst the CMS Secretariat would focus attention on issues of *in situ* management. The Secretariats are grateful to the CITES Management Authority of China for the financial, logistical and substantive support it provided to the workshop as well as the warm hospitality it extended to all participants. A CITES/CMS joint press release, which incorporated input from China, was issued following the workshop.<sup>16</sup>

##### Sub-paragraph a) iv)

45. In addition to attending that workshop, the Secretariat has since exchanged correspondence with the CITES Management Authority of China regarding the establishment of a fund or other enabling mechanism through which the TCM industry could provide financial, technical and human resources to address mutually-agreed priorities for *in situ* restoration of the saiga antelope. In September 2012, this project had reached the following stage:

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<sup>16</sup> See <http://www.cites.org/eng/news/sundry/2010/saiga.shtml>.

- a) CATCM was still in the process of designing an overall endangered species strategy that would provide the guidance for the establishment of the fund or an enabling mechanism for *in situ* conservation; and
- b) China's CITES Management Authority continued to explore the feasibility of organizing site visits to range States to help build bridges between the TCM industry's interests and *in situ* conservation needs, also as a means of guiding development of the endangered species strategy.

Other cooperation between the CITES and CMS Secretariats concerning saiga antelopes

46. The CMS/CITES Joint Work Programme 2012-2014, as endorsed by the CITES Standing Committee at SC62, details a number of specific activities concerning saiga antelopes that should be implemented by the CITES and CMS Secretariats in the course of 2012 to 2104 (see document SC62 Doc. 14.3). They are shown below:

Description of envisaged joint activities		Timeframe
<u>Saiga antelope</u>		
B10.	CMS and CITES will collaborate to identify a host country, and jointly fundraise for the third meeting of the signatories of the Saiga MoU to be held in 2014/2015, including for expert participation at the meeting (subject to external funding).	2014
B11.	The CITES Secretariat will participate in the implementation of the <i>Medium Term International Work Programme for the Saiga Antelope (2011-2015)</i> and in particular in the implementation of measures pertaining to transboundary anti-poaching and law enforcement activities, and the sustainable use of and trade in the saiga antelope. CMS and CITES will investigate the possibility of making use of the experience of the CITES MIKE programme on monitoring poaching.	On-going
B12.	CITES will explore, as per CITES Decision 14.97 (Rev. CoP15), possibilities to establish a mechanism to use funds from the traditional Asian medicine industry for <i>in situ</i> conservation of the saiga antelope. The aim being that consumer countries will contribute to improving the conservation status of the saiga. For example, follow up on the priorities for population-specific action that were proposed by the Urumqi workshop on the conservation and sustainable use of the saiga antelope (27-29 September 2010).	On-going

**Conclusion**

- 47. As was the case at CoP15, it is not possible for the Secretariat to provide an assessment of the status of the implementation of Decisions 14.91 to 14.95 (Rev. CoP15) solely based on the information that was to be submitted to the Secretariat by the Parties and States concerned. Information gathered directly by the Secretariat on these Decisions provides a better picture, but may also omit actions and measures taken by relevant Parties or stakeholders. Current work being done on the special reporting requirements under the Convention should facilitate the preparation and submission of implementation information on the saiga antelope in future. Moreover, the website mentioned in paragraph 12. e) above should assist the gathering, analysis and use of saiga-related information.
- 48. A number of positive actions and developments have taken place since CoP15, including the establishment of protected areas, coordinated enforcement actions, training in identification for enforcement officials, awareness raising and the adoption of the new *Medium Term International Work Programme for the Saiga Antelope (2011-2015)*. However, many actions in the MTIWP (2007-2011) have not been implemented yet and the new MTIWP (2011-2015) contains many new ones. Threats to saiga antelopes persist and certain populations are under pressure from increased levels of poaching and more high-tech poaching methods. The Secretariat therefore strongly supports the CMS Secretariat in its call for attention to full implementation of measures identified in the new *Medium Term International Work Programme*.
- 49. Noting difficulties faced by the Parties in fulfilling their reporting obligations and, consequently, by the Secretariat in reporting to the Conference of the Parties, it is clear that better and more coherent systems of assessing progress in implementing internationally-agreed conservation and management actions are required. The Secretariat would note that the Standing Committee Working Group on Special Reporting

Requirements has been assessing whether special reports under the Convention (such as the reporting required on saiga antelopes) have been or might be effectively incorporated into the annual and biennial reports. It has also been considering how the biennial report format might be revised to facilitate such incorporation [see Decision 14.37 (Rev. CoP15)<sup>17</sup>]. The Group's report is contained in document CoP16 Doc. 30. In this context, the Secretariat draws once more attention to the development of the online database, run by ACBK and SCA under the auspices of CMS, where range States and major consumer and trading countries will be able to report directly and in real time on the implementation of the MTIWP for saiga antelopes.

50. The Secretariat remains convinced of the importance of collaboration among CITES, CMS, saiga antelope range States and consumer and trading countries of saiga parts and derivatives in order to assist in the conservation and restoration of the saiga antelope. The Secretariat also acknowledges the important role that the TCM industry and NGOs have to play in this process.
51. The Secretariat stresses the importance of the new *Medium Term International Work Programme for the Saiga Antelope (2011-2015)* and of cooperation with CMS in meeting the objectives of this plan. As indicated in paragraph 46 above, this continued cooperation is included in the CMS/CITES joint work plan (2012-2014). Given the importance of monitoring the consumption of and trade in saiga parts and derivatives to ensure the conservation and sustainable use of this species, the Secretariat is of the opinion that it would be appropriate for CITES to continue to monitor progress with the implementation of the five-year work programme through:
  - a) continued liaison with CMS, and facilitating and encouraging, as far as possible, range States and major consumer and trading countries to report progress in implementing the MTIWP (2011-2015) in the online saiga antelope database; and
  - b) a revision of the biennial report format to facilitate incorporation of any special reporting which the Parties deem necessary in relation to the saiga antelope.

## Recommendations

52. The Secretariat proposes that the Parties adopt the draft decisions in the Annex to this document. Consequently, the following decisions are also recommended for deletion: 14.91; 14.93 (Rev. CoP15); 14.94 (Rev. CoP15); 14.95 (Rev. CoP15); 14.96 and 14.97 (Rev. CoP15).

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<sup>17</sup> See [http://www.cites.org/eng/dec/valid15/14\\_37-38.php](http://www.cites.org/eng/dec/valid15/14_37-38.php).

DRAFT DECISIONS OF THE CONFERENCE OF THE PARTIES

Saiga antelope

***Directed to the range States of the saiga antelope (Kazakhstan, Mongolia, the Russian Federation, Turkmenistan and Uzbekistan)***

- 16.A In order to contribute to the effective implementation of CITES, 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 (2011-2015)* [MTIWP (2011-2015)], developed in support of the *Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga spp.)* and its *Saiga Action Plan*.
- 16.B All range States of *Saiga* spp. should provide information on the measures and activities they undertook to implement the *Medium-Term International Work Programme for the saiga antelope (2011-2015)* via the online Saiga Resource Centre and its associated project database, managed under the auspices of the Convention on the Conservation of Migratory Species of Wild Animals (CMS).
- 16.C All range States of *Saiga* spp. are encouraged to communicate their priorities for *in situ* conservation action to the CITES and CMS Secretariats, *inter alia*, to share such information with potential financial donors.

***Directed to important consumer and trading countries of saiga parts and derivatives***

- 16.D Important consumer and trading countries of saiga parts and derivatives, as identified by the Secretariat on the basis of CITES trade data, are encouraged to collaborate in managing and controlling trade in saiga antelope and to implement the actions regarding *Sustainable Use and Trade* (Section 3) contained in the *Medium Term International Work Programme for the Saiga Antelope (2011-2015)*, developed in support of the *Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga spp.)* and its *Saiga Action Plan*.
- 16.E Important consumer and trading countries of saiga parts and derivatives are encouraged to contribute financially towards the *in situ* conservation of saiga antelopes in current range States.
- 16.F Important consumer and trading countries of saiga parts and derivatives should provide, via the online saiga antelope database managed under the auspices of CMS, information on the measures and activities they undertook to implement the *Medium-Term International Work Programme for the saiga antelope (2011-2015)*.
- 16.G Important consumer and trading countries of saiga parts and derivatives are encouraged to reduce consumption in saiga products and derivatives, for example through the use of alternative products with similar medicinal properties, and to implement in this respect the recommendations of the Urumqi workshop on the conservation and sustainable use of the saiga antelope (September 2010).

***Directed to the Secretariat***

- 16.H Based on information submitted by the relevant range States and consumer and trading countries, and following consultation with the CMS Secretariat, the CITES Secretariat shall report to and, as necessary, make recommendations at regular meetings of the Standing Committee regarding the implementation of:
- a) Decision 16.A regarding the implementation of the MTIWP (2011-2015) by current range States; and
  - b) Decision 16.F regarding the implementation of the MTIWP (2011-2015) by major consumer and trading countries.

***Directed to the Standing Committee***

- 16.1 The Standing Committee shall consider the reports submitted by the Secretariat, and, on their basis, propose its own recommendations for consideration at the 17th meeting of the Conference of the Parties.