

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



Seventeenth meeting of the Conference of the Parties
Johannesburg (South Africa), 24 September - 5 October 2016

Species-specific matters

SAIGA ANTELOPE (SAIGA SPP.)

1. This document has been submitted by the Standing Committee.*

Background

2. At its 16th meeting (CoP16, Bangkok, 2013), the Conference of the Parties adopted nine decisions on saiga antelope as follows:

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

14.91 *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 CoP16) 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.*

14.93 *All range States of Saiga spp. should provide information on the measures and activities they (Rev. undertook to implement the Medium-Term International Work Programme for the Saiga CoP16) 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).*

16.95 *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

16.96 *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.*

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

- 16.97 *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.*
- 16.98 *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).*
- 16.99 *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

- 16.100 *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 14.91 (Rev. CoP16) regarding the implementation of the MTIWP (2011-2015) by current range States; and*
 - b) *Decision 16.98 regarding the implementation of the MTIWP (2011-2015) by major consumer and trading countries.*

Directed to the Standing Committee

- 16.101 *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.*

Implementation of the Decisions since CoP16

3. In accordance with Decision 16.100, the Secretariat provided reports on the implementation of the MTIWP (2011-2015) to the Standing Committee at its 65th and 66th meetings (SC65, Geneva, July 2014; SC66, Geneva, January 2016) (see documents SC65 Doc. 40 and SC66 Doc. 52).
4. During the preparation of its report for SC66, the CITES Secretariat collaborated with the CMS Secretariat in organizing the *Third Meeting of Signatories of the Saiga Memorandum Of Understanding (MOS3)*, which was held from 26 to 29 October 2015, in Tashkent, Uzbekistan. The meeting reviewed the implementation of the Saiga MOU and the MTIWP for the period 2011 to 2015, and elaborated a new MTIWP for the period 2016 to 2020. The saiga range States, the IUCN/SSC Antelope Specialist Group and Saiga Conservation Alliance (on behalf of the CMS Secretariat), and others submitted detailed and well-researched contributions to the meeting, and the comprehensive outcomes greatly facilitated the reporting by the Secretariat at SC66.
5. In its report to SC66, the Secretariat concluded that the conservation status of the saiga antelope remained of concern. Significant threats to wild saiga antelope populations include habitat loss, competition with livestock, climate change, fragmentation, disease and barriers to migration. The levels of these threats differ from one range State to another. Illegal hunting for meat and horn (the former for domestic trade; the latter for international trade) remain a major threat.
6. Legal international trade in saiga parts and derivatives seems to have declined, and so has the number of seizures made outside Asia of products containing (or claiming to contain) saiga. Seizures within Asia and at borders between range and consumer States may be declining, but some large confiscations of saiga horn have been reported in recent years, indicating that illegal trade continues. This undermines the efforts to conserve and restore saiga antelope populations, and undermines future sustainable use. The conservation actions outlined in the MTIWP for the period 2016 to 2020 therefore merit full attention. There remains a genuine need for CITES Parties to continue to support these efforts.

7. With regard to Decision 16.101, at SC66, the Standing Committee noted the report by the Secretariat and welcomed the new MTIWP for the period 2016 to 2020, developed under the auspices of CMS¹.
8. The Standing Committee agreed to submit to the Conference of the Parties at its 17th meeting the following draft decisions for consideration:

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

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

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

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

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

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

17.DD Range States of *Saiga* spp. and important consumer and trading countries of saiga parts and derivatives are encouraged to collaborate to enhance *in situ* and *ex situ* conservation of saiga antelopes, develop joint actions and programmes in support of saiga conservation and restoration, and leverage financial and other resources for undertaking these activities and supporting the implementation of Decisions 17.AA to 17.CC.

Directed to the Secretariat

17.EE Based on information submitted by range States and consumer and trading countries, and in collaboration with the CMS Secretariat, the CITES Secretariat shall report to, and, as necessary, make recommendations at the 69th and 70th meetings of the Standing Committee regarding the implementation of Decisions 17.AA to 17.DD and 17.GG.

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

¹ see http://www.cms.int/sites/default/files/document/unep-cms_saiga%20mos3_mr_annex%205_mtiwp2016-2020_rev_eng_0.pdf.

Directed to the Standing Committee

17.GG The Standing Committee shall consider, at its 69th and 70th meetings, the report submitted by the Secretariat, and propose its own recommendations for consideration at the 18th meeting of the Conference of the Parties.

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

17.HH Saiga antelope range States, Parties, multilateral environmental agreements, intergovernmental organizations, non-governmental organizations, and other stakeholders are encouraged to collaborate in the conservation and restoration of the saiga antelope (*Saiga* spp.), and to support the implementation of the MTIWP (2016-2020) and Decisions 17.AA to 17.DD.

9. Decision 16.100, directed to the Secretariat, and Decision 16.101, directed to the Standing Committee, have been fully implemented.

Recommendations

10. The Standing Committee recommends that the Conference of the Parties adopt the draft decisions in paragraph 8 above.

11. Consequently, the following Decisions (indicated in paragraph 2) are recommended for deletion: Decisions 14.91 (Rev. CoP16), 14.93 (Rev. CoP16), 16.95, 16.96, 16.97, 16.98, 16.99, 16.100 and 16.101.

COMMENTS FROM SECRETARIAT

A. The Secretariat supports the recommendations of the Standing Committee concerning the adoption by the Conference of the Parties of the draft decisions presented in paragraph 8 (with amendments indicated in paragraphs B and C below), and agrees with the deletion of the Decisions listed in paragraph 11.

B. In draft decision 17.CC, paragraph a), the Secretariat suggests the following amendment, to avoid ambiguity:

a) supporting the development of tools to facilitate the identification, sourcing and determination of age ~~aging~~ of saiga horns;

C. Concerning draft decisions 17.EE and 17.GG, the Secretariat is of the opinion that one report to the Standing Committee between CoP17 and CoP18 could suffice, and that the timing of the reporting should remain flexible in order to facilitate the collaboration with the CMS Secretariat. The Secretariat therefore suggests the following amendments:

Directed to the Secretariat

17.EE Based on information submitted by range States and consumer and trading countries, and in collaboration with the CMS Secretariat, the CITES Secretariat shall report to, ~~and, as necessary, make recommendations at the 69th and 70th meetings of the~~ Standing Committee regarding the implementation of Decisions 17.AA to 17.DD and 17.GG.

Directed to the Standing Committee

17.GG The Standing Committee shall consider ~~at its 69th and 70th meetings~~ the report submitted by the Secretariat, and ~~propose~~ make any its own recommendations, it considers appropriate, for consideration at the 18th meeting of the Conference of the Parties.

D. The Secretariat requested UNEP-WCMC to identify the “important consumer and trading countries of saiga parts and derivatives” that would be concerned by the implementation of the draft decisions in paragraph 8. An analysis of available data on CITES trade in saiga specimens for the period 2007-2014 suggests that, at present, these countries are: China (including Hong Kong Special Administrative Region), Indonesia,

Japan, Malaysia, Singapore and Viet Nam. If the draft decisions are agreed, the Secretariat will work with these Parties in implementing draft decisions 17.EE and 17.FF.

- E. As was the case for its reporting to SC66, the Secretariat suggests that to the extent possible, future substantive reporting to CITES bodies, as envisaged in draft decisions 17.AA and 17.EE, be coordinated with CMS and the Signatories of the Saiga Memorandum Of Understanding, and that duplicative reporting be avoided. In order to effectively implement draft decision 17.EE and make sure that sufficient relevant information is generated for consideration by the Standing Committee, the Secretariat would collaborate with the CMS Secretariat, the CMS-supported Saiga Conservation Alliance, IUCN and other IGOs and NGOs as appropriate, and with saiga antelope range States and relevant Parties. The resource implications for implementing the draft decisions are indicated in Annex 1 to the present document.
- F. The Secretariat understands that in the mass die-off of saiga antelopes in 2015, emergency diagnostic specimens were subject to delays in obtaining import and/or export permits because they were considered by a number of Parties to be regular trade products. According to the World Organisation for Animal Health (OIE), in the case of the saiga antelope and other CITES-listed species, the length of time to obtain import and export permits to send samples to Reference Centres has repeatedly hindered identification and implementation of control measures to prevent further disease spread and to inform national authorities on potential disease risk to wildlife, livestock or humans. The Secretariat recalls that similar concerns have been expressed regarding the transport of biological samples from CITES-listed marine species for fisheries management research purposes, particularly when these samples fall under the CITES provisions for Introduction from the Sea (see documents CoP17 Doc. 36 and CoP17 Doc. 56.2).

In this context, the Secretariat would like to remind Parties of the simplified procedures to issue permits and certificates for such specimens, agreed under Section XII of Resolution Conf. 12.3 (Rev. CoP16) on *Permits and certificates*.

In order to identify any potential problems that Parties may have with the implementation of Section XII of Resolution Conf. 12.3 (Rev. CoP16), the Secretariat further suggests the following additional draft decisions to be adopted by the Conference of the Parties:

Directed to the Secretariat

- 17.II The Secretariat shall issue a Notification to the Parties requesting Parties to report on their implementation of, and experiences with the simplified procedures to issue permits and certificates to facilitate and expedite trade that will have a negligible impact, or none, on the conservation of the species concerned, as agreed under Section XII of Resolution Conf. 12.3 (Rev. CoP16), and submit a compilation of this information and its recommendations for consideration by the Standing Committee prior to the 18th meeting of the Conference of the Parties.

Directed to the Standing Committee

- 17.JJ The Standing Committee shall consider the report and recommendations from the Secretariat provided in accordance with Decisions 17.II, and make recommendations for consideration by the Parties, if deemed necessary,

TENTATIVE BUDGET AND SOURCE OF FUNDING
FOR THE IMPLEMENTATION OF DRAFT DECISIONS

In Resolution Conf. 4.6 (Rev. CoP16) on *Submission of draft resolutions, draft decisions and other documents for meetings of the Conference of the Parties*, the Conference of the Parties decides that any draft resolutions or decisions submitted for consideration at a meeting of the Conference of the Parties that have budgetary and workload implications for the Secretariat or permanent committees must contain or be accompanied by a budget for the work involved and an indication of the source of funding.

The authors of the present document propose the following tentative budget and source of funding.

| Decision | Activity | Cost implications (USD) | Source of external funding |
|-----------------|--|--|-----------------------------------|
| 17.EE | Collaboration with CMS, relevant Parties, the Saiga Conservation Alliance, IUCN and other relevant IGOs and NGOs; collection and compilation of information. | 30,000 | Not identified |
| 17.HH | In-country missions; organization of a cooperation and training workshop; targeted training and outreach materials. | 20,000 (per range State, or trading and consumer State that is requesting assistance) | Not identified |