



CONVENTION ON MIGRATORY SPECIES

MEMORANDUM OF UNDERSTANDING CONCERNING CONSERVATION, RESTORATION AND SUSTAINABLE USE OF THE SAIGA ANTELOPE

UNEP/CMS/Saiga/MOS4/Inf.12

Original: English

FOURTH MEETING OF THE SIGNATORIES TO THE
MEMORANDUM OF UNDERSTANDING CONCERNING
CONSERVATION, RESTORATION AND SUSTAINABLE
USE OF THE SAIGA ANTELOPE

Russian Federation, Online, 28 – 29 September 2021

REPORT OF THE CITES SECRETARIAT

(Prepared by the CITES Secretariat)

Summary:

This document describes the measures taken by the Parties to CITES [Convention on International Trade in Endangered Species of Fauna and Flora] concerning *Saiga tatarica* and *Saiga borealis* since the last Meeting of Signatories to the Saiga MOU (MOS3) in 2015.

Action requested:

- Take note of the report

REPORT OF THE CITES SECRETARIAT

Saiga listings in the CITES Appendices

1. *Saiga tatarica* and *Saiga borealis* have been included in CITES Appendix II since 1995.
2. At the 18th meeting of the Conference of the Parties (CoP18, Geneva, 2019), it was agreed to amend the listing of both species in Appendix II by adding the following annotation: “A zero export quota for wild specimens traded for commercial purposes”. These amendments were based on discussions of CoP18 Prop. 2, submitted by Mongolia and the United States of America, proposing to transfer *Saiga tatarica* from Appendix II to Appendix I¹. The Secretariat published a technical evaluation of this proposal for CoP18².
3. The implications of the amendment to the listing of *Saiga* spp. that was adopted at CoP18 are the following:
 - The annotation applies to exports for commercial purposes taking place under the provisions of Article IV, paragraphs 2 and 3. It does not apply to re-exports of saiga specimens under the provisions of Article IV, paragraphs 4 and 5, which can continue for commercial or non-commercial purposes.
 - **Range States** of *Saiga* spp. cannot authorize the export of saiga specimens of wild origin for commercial purposes [source code W and R; purpose code T]. Examples are commercial shipments of live animals, horn, bones, skulls, meat or hides.
 - **Range States** can authorize the export of saiga specimens of wild origin for non-commercial purposes [source code W and R; purpose codes Z, Q, S, H, P, M, E, N, L]. Examples are trophies, live animals for zoos or reintroduction, scientific or judicial samples, educational exchanges or personal effects.
 - **Range States** can authorize the export for commercial or non-commercial purposes saiga specimens from other sources than wild, i.e.:
 - captive bred [source code C]
 - animals ‘born in captivity’ [source code F; F1 or subsequent generations that do not fulfil the definition of ‘bred in captivity’ in Resolution Conf. 10.16 (Rev.)]
 - pre-Convention specimens [source code O]
 - **Parties [i.e. range States and non-range States]** can re-export saiga specimens from wild or other origins for commercial or non-commercial purposes.

¹ See <https://cites.org/sites/default/files/eng/cop/18/prop/060319/E-CoP18-Prop-02.pdf>

² See <https://cites.org/sites/default/files/eng/cop/18/doc/E-CoP18-105-01-A2.pdf>

Overview of CITES provisions concerning transactions involving Saiga specimens since CoP18

Red: Not allowed

Green: Allowed

Grey: To be decided by exporting CITES authority re. origin and/or commercial nature of the export

SOURCE PURPOSE	W Specimens taken from the wild	R Ranched specimens	C Animals bred in captivity in accordance with Resolution Conf. 10.16 (Rev.)	F Animals born in captivity (F1 or subsequent generations) that do not fulfil the definition of 'bred in captivity' in Resolution Conf. 10.16 (Rev.)	U Source unknown (must be justified)	I Confiscated or seized specimens	O Pre-Convention specimens
T Commercial							
Z Zoo							
Q Circus or travelling exhibition							
S Scientific							
H Hunting trophy							
P Personal							
M Medical (including biomedical research)							
E Educational							
N Reintroduction or introduction into the wild							
B Breeding in captivity or artificial propagation							
L Law enforcement / judicial / forensic							

Saiga decisions and reporting

- Since the 13th meeting of the Conference of the Parties (CoP13, Bangkok, 2004), the CITES Parties have adopted dedicated saiga decisions at each CoP, including at the 17th meeting of the Conference of the Parties (CoP17, Johannesburg, 2016) and at CoP18. These decisions have mainly been directed to Saiga antelope range States and major saiga trading and consumer States, as well as to the CITES and CMS Secretariats which have successfully collaborated on their implementation.

5. Saiga antelopes (*Saiga* spp.) have been subject of regular reports on progress with the implementation of these decisions to meetings of the CITES governing bodies, most recently the 70th meeting of the Standing Committee³ (SC70, Sochi, October 2018), CoP18⁴ (2019), and the 31st meeting of the Animals Committee⁵ (AC31, online, June 2021).
6. Five decisions on saiga antelopes, Decisions 18.270 to 18.274, were adopted at CoP18 and are currently in effect. They are included in Annex 1 to the present document.
7. At AC31, the Animals Committee agreed to propose the renewal and update of Decisions 18.270 to 18.274 to the Standing Committee for onward submission to CoP19, to be held in November 2022. The proposed text for these renewed decisions is included in Annex 2 of the present document.
8. At AC31, the United States of America committed funding [40,000 USD] for the implementation by the CITES Secretariat of Decision 18.271, paragraph d), concerning the management of saiga horn stockpiles in saiga range States and major trading and consumer States. The other activities that are envisaged under this Decision remain unfunded.

Trade in specimens of *Saiga* spp.

Trade recorded in the CITES trade database

9. Annex 3 provides an overview of trade in *Saiga* spp. specimens between 2007 and 2019, as recorded in the CITES trade database.
10. The range States of *Saiga tatarica* stopped commercial exports of specimens of saiga antelope around 2005. Since that time, the legal international trade in, and consumption of, saiga specimens was essentially based on saiga horns that were imported by trading and consumer countries before these export suspensions took effect. *Saiga borealis* is fully protected and has not been subject of commercial trade.
11. Between 2007 and 2019, 401 transactions of *S. tatarica* parts and derivatives were recorded in the CITES database of which 217 reported by weight. There is a generally low volume of direct trade reported between 2010 and 2018. Based on exporter reported data, this consisted of derivatives [109 kg in 2010, 17.1 kg in 2011 and 11.7 kg in 2012] and an annual average of 294 kg of horn and 254.5 kg of medicines. Importer reported data for the same period shows trade in 12.2 kg of derivatives in 2010 and 139 kg in 2011, and an annual average of 223 kg of horn and 153 kg of medicine.
12. In 2019, over 4,500 kg of horn was traded. This consisted of 3,135 kg of horn re-exported from Singapore to Hong Kong SAR of wild origin (origin Kazakhstan), and 1,494 kg of horn from Ukraine to China (pre-convention and unknown origins).
13. The main direct exporter of trade reported by weight was China, followed by Ukraine. Japan, Hong Kong SAR and Singapore were also important exporters. Japan was the main importing country of direct trade in *S. tatarica* reported by weight, followed by China. Other important importers were Hong Kong SAR, Malaysia and Singapore. Singapore is a major re-exporter of horn it imported from Kazakhstan, Russia and Unknown origins, mainly going to Hong Kong SAR (>80%) and Japan (15%).

³ see <https://cites.org/sites/default/files/eng/com/sc/70/E-SC70-58.pdf>

⁴ see <https://cites.org/sites/default/files/eng/cop/18/doc/E-CoP18-086.pdf>

⁵ see and <https://cites.org/sites/default/files/eng/com/ac/31/Docs/E-AC31-30-Add.pdf>

Illegal trade in saiga specimens

14. Annex 3 presents information on the illegal trade records in the CITES database (source code I). Additional information on illegal trade in specimens of saiga was collected by the Secretariat for the period 2015-2017, and presented in document SC70 Doc. 58. Seizures were recorded by several Parties, mostly involving small quantities of pharmaceutical medicines containing, or claiming to contain, saiga antelopes.
15. In 2019, Hong Kong SAR reported the confiscation of 50 kg of saiga horn. The 2020 World Wildlife Crime Report 2020 (UNODC) does not contain data or case information on illegal saiga trade.

CITES Secretariat activities

16. The CMS and CITES Secretariats jointly organized the third meeting of the signatory States to the Saiga MoU (Tashkent, 2015), and an international workshop for the review of the Medium-Term International Work Programme 2015-2020 and the development of a new Medium-Term International Work Programme 2020-2025 (Vilm, 2019).
17. Since 2015, the collaboration between the CITES and CMS Secretariat on saiga antelope conservation and sustainable use has been active and effective, resulting in parallel and mutually supporting processes and CoP decisions, encouraging continued cooperation. Results are presented in documents CoP17 Doc. 70 and CoP18 Doc. 86.
18. The new CITES-CMS work programme 2021-2025 recognizes *Saiga* spp. as “Shared species of particular attention”. Activities that the CITES and CMS Secretariats plan to undertake jointly include collaboration on the implementation of the new Medium-Term International Work Programme under the Saiga MOU, and organizing meetings of the signatories to the Saiga MOU (see document SC73 Doc. 13).

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

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

- a) The range States of the saiga antelope (*Saiga spp.*) and important consumer and trading countries of saiga parts and derivatives, as identified by the Secretariat on the basis of CITES trade data, should fully implement the measures directed to them in the *Medium-Term International Work Programme for the Saiga Antelope for 2016-2020* [MTIWP (2016-2020)] and for 2021-2025 [MTIWP (2021-2025)], developed in support of the *Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga spp.)* and its *Saiga Action Plan*; and
- b) Consistent with the measures directed to Saiga range States in the *Medium-Term International Work Programme for the Saiga Antelope for 2016-2020* [MTIWP (2016-2020)], the range States of the saiga antelope are encouraged to establish internal market controls for saiga parts, including registration of stockpiles, labelling of parts and products, and registration of manufacturers and traders, and report such information to the CITES Secretariat.

18.271 Directed to the Secretariat

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

- a) assist the Secretariat of the Convention on the Conservation of Migratory Species of Wild Animals (CMS) in organizing the fourth meeting of the signatories of the *Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga spp.)*, expected to be held in the Russian Federation in 2020;
- b) in collaboration with the CMS Secretariat, provide inputs as needed in developing a *Medium-Term International Work Programme for the Saiga Antelope for 2021-2025* [MTIWP (2021-2025)], developed in support of the *Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga spp.)* and its *Saiga Action Plan*;
- c) review, in consultation with the CMS Secretariat, the conservation of and trade in saiga antelope, *Saiga spp.*, based on available data on legal and illegal trade, materials and outcomes of the fourth meeting of saiga MoU signatories, and stakeholder consultations, and report any consequent findings and recommendations to the Animals Committee, and to the Standing Committee in the context of the implementation of Resolution Conf. 13.3 on *Cooperation and synergy with the Convention on the Conservation of Migratory Species of Wild Animals (CMS)* and the joint CMS-CITES work programme;
- d) consult saiga range States and major trading and consumer States concerning their management of stockpiles of saiga specimens; review processes and practices; and provide assistance in ensuring effective stockpile management and monitoring, including the development of inventories and strengthening stockpile security; and
- e) report to the Animals Committee and Standing Committee on the implementation of this Decision, as appropriate.

18.272 Directed to the Animals Committee

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

18.273 Directed to the Standing Committee

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

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

Saiga antelope range States, Parties, multilateral environmental agreements, intergovernmental organizations, non-governmental organizations and other stakeholders are encouraged to collaborate in the conservation and restoration of the saiga antelope (*Saiga* spp.), and to support the implementation of MTIWP (2016-2020) and MTIWP (2021-2025).

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

18.270 (Rev.CoP19) Directed to range States of saiga antelope (*Saiga* spp.) (Kazakhstan, Mongolia, the Russian Federation, Turkmenistan and Uzbekistan), and important consumer and trading countries of saiga parts and derivatives

- a) The range States of the saiga antelope (*Saiga* spp.) and important consumer and trading countries of saiga parts and derivatives, as identified by the Secretariat on the basis of CITES trade data, should fully implement the measures directed to them in the *Medium-Term International Work Programme for the Saiga Antelope for 2021-2025* [MTIWP (2021-2025)], developed in support of the *Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga spp.)* and its *Saiga Action Plan*; and
- b) Consistent with the measures directed to Saiga range States in MTIWP (2021-2025), the range States of the saiga antelope are encouraged to establish internal market controls for saiga parts, including registration of stockpiles, labelling of parts and products, and registration of manufacturers and traders, and report such information to the CITES Secretariat.

18.271 (Rev.CoP19) Directed to the Secretariat

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

- a) review, in consultation with the CMS Secretariat, the conservation of and trade in saiga antelope, *Saiga* spp., based on available data on legal and illegal trade, materials and outcomes of the fourth meeting of saiga MoU signatories, and stakeholder consultations, and report any consequent findings and recommendations to the Animals Committee, and to the Standing Committee in the context of the implementation of Resolution Conf. 13.3 on *Cooperation and synergy with the Convention on the Conservation of Migratory Species of Wild Animals (CMS)* and the joint CMS-CITES work programme;
- b) consult saiga range States and major trading and consumer States concerning their management of stockpiles of saiga specimens; review processes and practices; and provide assistance in ensuring effective stockpile management and monitoring, including the development of inventories and strengthening stockpile security; and
- c) report to the Animals Committee and Standing Committee on the implementation of this Decision, as appropriate.

18.272 (Rev.CoP19) Directed to the Animals Committee

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

18.273 (Rev.CoP19) Directed to the Standing Committee

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

18.274 (Rev. CoP19) Directed to saiga antelope range States, Parties, multilateral environmental agreements, intergovernmental organizations, non-governmental organizations, and other stakeholders

Saiga antelope range States, Parties, multilateral environmental agreements, intergovernmental organizations, non-governmental organizations and other stakeholders are encouraged to collaborate in the conservation and restoration of the saiga antelope (*Saiga* spp.), and to support the implementation of MTIWP (2021-2025).

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

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

Saiga borealis

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

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

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

Saiga tatarica

Between 2007 and 2019, 401 transactions of *S. tatarica* parts and derivatives were recorded in the CITES database of which 217 show trade recorded by weight.

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

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

Table 2. Trade records of *Saiga tatarica* in the CITES trade database 2077-2019

Source	Total number of records	Total number of records by weight
C	13	1
F	2	0
I	172	32
O	91	86
U	5	4
W	105	84
blank	13	10
Total	401	217

Trade in *Saiga tatarica* by weight

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

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

There is a generally low volume of direct trade reported between 2010 and 2018. Based on exporter reported data, this consisted of derivatives [109 kg in 2010, 17.1 kg in 2011 and 11.7 kg in 2012] and an annual average of 294 kg of horn and 254.5 kg of medicines. Importer reported data for the same period shows trade in 12.2 kg of derivatives in 2010 and 139 kg in 2011, and an annual average of 223 kg of horn and 153 kg of medicine.

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

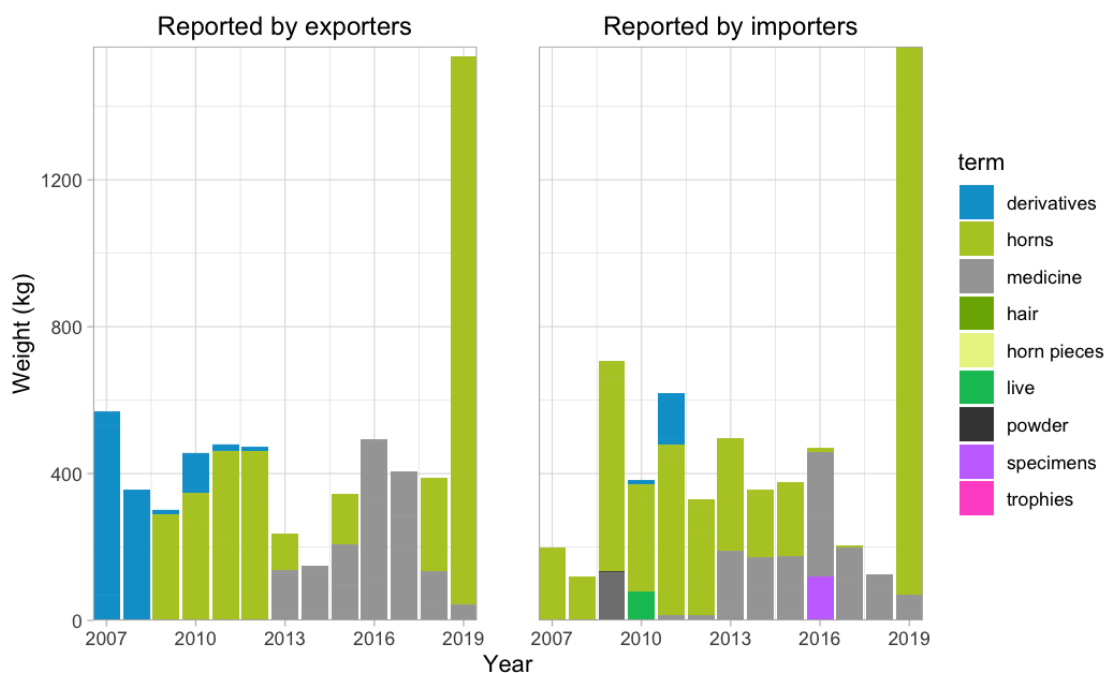


Figure 1: Direct trade in *S. tatarica* parts and derivatives shown by term, reported by weight, 2007-2019, all sources excluding source 'I', all purposes, reported by a) exporters and b) importers.

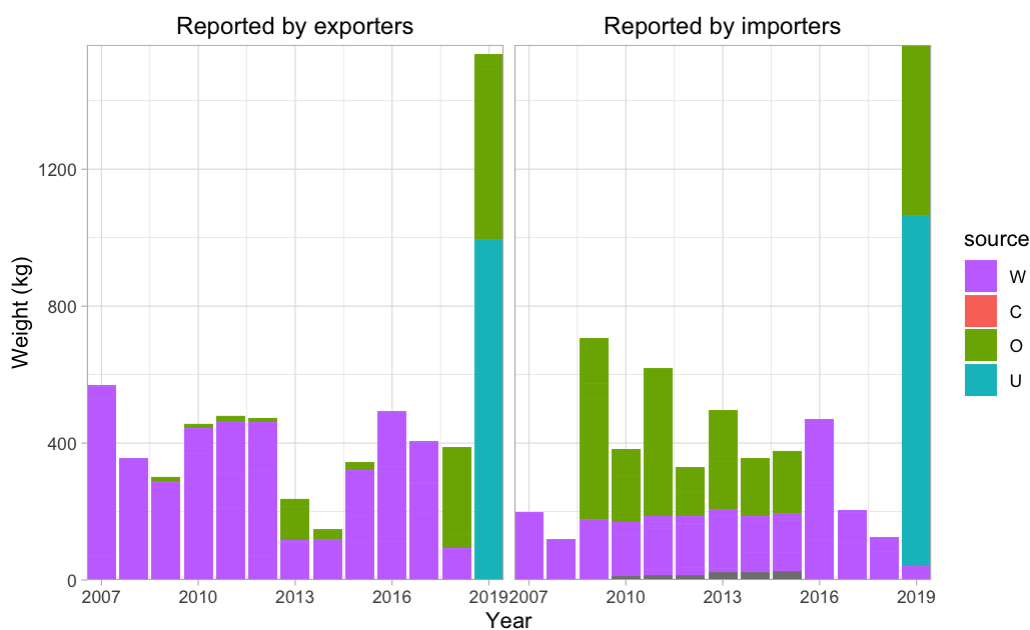


Figure 2: Direct trade in *S. tatarica* parts and derivatives shown by source code, reported by weight, 2007-2019, all sources excluding source 'I', all purposes, reported by a) exporters and b) importers.

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

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

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

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

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

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

The indirect trade reported by weight mainly comprised of horns that are reported as pre-Convention (16,952 kg reported by exporters; 17,379 kg reported by importers) and wild-sourced (5,915 kg reported by exporters; 5,855 kg reported by importers). The majority of this re-export of horn is by Singapore (96%) imported from Kazakhstan (25-26% based on exporter and importer reported data), Russia (7-8% based on exporter and importer reported data), and XX (unknown origin; 67%). The main importers of indirect trade were Hong Kong, SAR (86% according to importers and 81% according to exporters) and Japan (13% according to importers and 16% according to exporters).

Source I trade

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

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