



CONVENTION ON MIGRATORY SPECIES

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SECOND MEETING OF THE SIGNATORIES TO THE
MEMORANDUM OF UNDERSTANDING CONCERNING
CONSERVATION, RESTORATION AND SUSTAINABLE
USE OF THE SAIGA ANTELOPE
Ulaanbaatar, Mongolia, 9-10 September 2010

REPORT OF THE SECOND MEETING OF THE SIGNATORIES

Agenda Item 1: Welcoming remarks

1. Mr. Lkhagvasuren Badamjav (Conservation Director, WWF Mongolia), opened the Meeting and introduced Mr. Jargalsaikhan Choijantsan, Vice-Minister for Nature, Environment and Tourism of Mongolia. The Vice-Minister welcomed participants to the Second Meeting of Signatories and thanked the CMS Secretariat, the Secretariat of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES Secretariat) and WWF Mongolia for their efforts in convening the meeting. Mr. Jargalsaikhan outlined how the Mongolian saiga population had fortunately recovered to 8000 animals after a low of 750 individuals in 2004.

2. Mr. Marco Barbieri (Agreements Officer, UNEP/CMS Secretariat), noted the fact that most saiga populations appeared to be recovering which was a good omen for the 2010 International Year of Biodiversity and transmitted the greetings of the UNEP/CMS Executive Secretary, Ms. Elizabeth Maruma Mrema. He noted the tremendous effort that had gone into the meeting and expressed his gratitude to the Government of Mongolia and the Ministry of Nature, Environment and Tourism for hosting the meeting. An exceptional effort had been made by WWF Mongolia in providing organisation and logistical support for the meeting. Without the generous financial support from the German Federal Ministry for the Environment, Nature Conservation and Nuclear Safety and the MAVA Foundation the meeting would not have been possible. Finally, he thanked the IUCN/ Species Survival Commission - Antelope Specialist Group and the Saiga Conservation Alliance (SCA) for their invaluable input as technical advisers, as well as the CITES colleagues, who continued to work closely with the UNEP/CMS Secretariat on saiga conservation matters.

3. Mr. David Morgan (Chief, Scientific Services Team, CITES Secretariat), thanked the hosts and highlighted that the saiga was one of the target species of the CMS-CITES joint work programme. He congratulated signatories for the progress made but reminded participants that despite the initial success much remained to be done. He offered the Signatories the full support of the CITES community.

4. Mr. Chimed-Ochir Bazarsad (WWF Mongolia Resident Representative) noted the excellent technical workshop which had prepared participants well for the MoU meeting. He noted the recovery of the Mongolian saiga population, but warned that the remaining threats of overgrazing by livestock, as well as the illegal trade in saiga products, still needed urgent attention.

Agenda Item 2: Election of officers

5. The Meeting elected Mr. Batbold Dorjgurkhem (Director, International Cooperation Department, Ministry of Nature, Environment and Tourism of Mongolia and CMS National Focal Point) as Chair of the Meeting. He extended his welcome to all participants on behalf of Mongolia.

Agenda Item 3: Adoption of the agenda and meeting schedule

6. The Secretariat introduced the item. In line with the decisions of the First Meeting of Signatories of not requesting the Secretariat to develop formal rules of the procedure, the meeting accepted the proposal by the Secretariat to operate in the meeting following generally accepted rules for international fora. Decisions would be taken by consensus.

7. The Secretariat introduced the meeting documents (UNEP/CMS/SA-2/Doc/3). The final list of meeting documents is reproduced as Annex 2 to this report. The list of participants as Annex 6 to this report.

8. The agenda (UNEP/CMS/SA-2/Doc/1/Rev.1) was adopted without amendments and is reproduced as Annex 1 to this report.

Agenda Item 4: Opening statements

9. The Chair invited Signatories to the MoU to make their opening statements.

10. The representative from Kazakhstan extended his gratitude to the CMS Secretariat, Mongolia and all other supporters of the meeting. He noted that while there were noteworthy successes to report, unfortunately the mass mortality of 12,000 saigas in the Ural population in West Kazakhstan in May 2010 had undermined long-term conservation efforts. The assistance and response of the international community following the outbreak was much appreciated.

11. The representative from Uzbekistan thanked the organizers for convening the meeting and wished participants a successful meeting.

12. The delegate from Russia thanked the Mongolian Government, the CMS Secretariat and other Signatories of the MoU. The Meeting was of enormous importance to Russia, which signed the MoU one year ago. He hoped that the Meeting would provide concrete impetus to the ongoing conservation action.

13. The delegate from China shared with the meeting China's appreciation of the saiga conservation efforts in the past years, specifically by MoU Signatories, meeting participants and CITES and CMS Secretariats. Poaching needed to be addressed, in close collaboration with the MoU Signatories. The real reason for the recent sharp decline of saiga also needed to be accurately identified. In view of the fact that the Traditional Chinese Medicine (TCM) industry had a long history of use of this species, and that this had not changed significantly in recent years, considering poaching to supply TCM development as the main cause of the decline seemed not reasonable. He indicated that a Workshop on the Conservation and Sustainable Use of Saiga Antelope jointly convened by the CITES Management Authority of

China, the CITES Secretariat and the CMS Secretariat was scheduled to be held in late September in Urumqi. Participants in the MoU meeting were warmly invited to attend the workshop, which aimed at bringing together saiga Range States and TCM practitioners.

14. The Chair thanked China for their kind invitation.

15. The delegate from IUCN noted that saiga antelopes had received more conservation attention than any other antelope species. Substantial investments, especially in Kazakhstan and China, had made the significant progress since 2006 possible.

Agenda Item 5: Report of the Technical Meeting (7-8 September 2010)

16. Ms. E.J. Milner-Gulland, Chair of the SCA and Co-Chair of the Technical Meeting, thanked her Co-Chairs Mr. David Mallon, Co-Chair of the IUCN/SSC Antelope Specialist Group, and Mr. Lkhagvasuren Badamjav, Conservation Director of WWF Mongolia for their hard work. She gave an outline of the achievements of the past two days:

- (a) Presentations and discussions had covered a broad range of subjects, from protected area management within the Range States to market surveys in consumer countries.
- (b) There had been two special sessions, which had focussed on future disease monitoring and on population counting methodology respectively.
- (c) Three documents had been reviewed, revised and recommended to the MoU meeting (UNEP/CMS/SA-2/Doc/5/Rev.3, UNEP/CMS/SA-2/Doc/6/Add.1/Rev.1, UNEP/CMS/SA-2/Doc/7/Rev.1), thanks to the excellent input from participants of the Technical Meeting.

Agenda Item 6: Report of the Secretariat

Agenda Item 6.1: Status of signatures

17. The Secretariat introduced documents UNEP/CMS/SA-2/Doc/4 and UNEP/CMS/SA-2/Inf/2. It was noted that all Range States under the current coverage of the MoU had signed the MoU, with the Russian Federation signing on 24.6.2009. Seven governmental and non-governmental bodies had currently signed the MoU, and two further organizations had expressed interest in signing as Co-operating Organizations, which were then invited to provide brief oral statements.

18. The representative of the Saiga Conservation Alliance (SCA) introduced the organization and mission, which was to restore the saiga antelope as a flagship species of the Central Asian and pre-Caspian steppes, reflecting the species' cultural and economic value to local people and its fundamental role in the steppe ecosystem. The SCA had been a major contributor to the saiga MoU through the organization of technical meetings, preparation of documents and through monitoring MoU achievements in the "Saiga News" bulletin.

19. The representative of the Association for the Conservation of Biodiversity of Kazakhstan (ACBK) stated that while the overall mission of the Association was broad, ACBK had much experience in saiga conservation, especially through the Altyn Dala

Initiative. This initiative focussed on the Betpak-dala population and there were plans to expand efforts to the Ustiurt and Ural populations. In close liaison with the Kazakh authorities, temporary and permanent protected areas were being identified and designated. A hunting area of 1.3 million ha had been leased solely for saiga conservation purposes. ACBK also contributed to relevant legislation development.

20. The CMS Secretariat pointed out that the inclusion of new Signatories as Co-operating Organizations was considered an MoU amendment. Therefore, the signature of ACBK and SCA required the consensus of the Signatory States. The Secretariat had circulated the proposal to all Signatories before the meeting, requesting that possible objections should be submitted in writing before the meeting. No objections had been received from the Signatory States. As no objections were raised by the Signatories' delegations at the meeting, ACBK and SCA were invited to sign as new Co-operating Organizations.

Agenda Item 6.2: List of designated national contact points

21. The CMS Secretariat reported on the status of designation of national contact points, and requested national delegations to review document UNEP/CMS/SA-2/Inf/3 and to make any changes known to the CMS Secretariat. The updated list of designated national contact points is attached to this report as Annex 3.

Agenda Item 6.3: Any other matters

22. The Chair noted that no additional issues were raised by meeting participants.

Agenda Item 7: Proposal of MoU expansion to include all Saiga Antelope taxa

23. The CMS Secretariat introduced document UNEP/CMS/SA-2/Doc/8 and highlighted that the MoU was currently restricted to *Saiga tatarica tatarica*. The Ninth Meeting of the CMS Conference of the Parties had listed all saigas to CMS Appendix II, following a proposal by Mongolia. It was therefore consistent to expand the MoU to cover all saigas and to amend the MoU title to "Memorandum of Understanding for the Conservation, Restoration and Sustainable Use of the Saiga Antelope (*Saiga* spp.)". This would mean that Mongolia would become a formal Range State to the MoU. The proposal had also the merit of being unequivocal about the taxonomic coverage of the MoU, irrespective of the taxonomic reference used. The Secretariat had circulated the proposal to all Signatories before the meeting, requesting that possible objections should be submitted in writing before the meeting. No objections had been received from the Signatories. The meeting welcomed and adopted the proposal.

24. The delegate from the Russian Federation made other delegates aware of the fact that Saiga MoU responsibility had shifted from the Ministry of Agriculture to the Ministry of Natural Resources of the Russian Federation at the beginning of the year. The meeting noted and endorsed the change in the competent authority in the Russian Federation and agreed to include this in the amendment protocol, as proposed by the Secretariat.

Agenda Item 8: Reports on MoU implementation

25. The Chair invited oral reports on MoU implementation from national delegations and observers.

26. The representative of Kazakhstan provided an overview of the ongoing conservation efforts for the three saiga populations which occurred in the country: Betpak-dala, Ustiurt and Ural populations. A state programme for saiga conservation had been adopted in 2010 and would be valid until 2014. Saiga hunting was banned until 2020. New protected areas had been created and existing ones expanded, in particular to protect calving and wintering sites, as well as migratory corridors. 183 million tenge (approximately € 950,000) had been allocated for saiga conservation in 2010. Both law enforcement measures and research had benefited from fitting satellite collars on saiga antelopes. In addition to the currently active 15 transmitters, a further 25 and 15 were foreseen for the Betpak-dala and Ustiurt populations respectively. Bilateral agreements on saiga conservation had been signed with Turkmenistan and Uzbekistan, a further one with the Russian Federation was still in preparation. Overall saiga population size was increasing significantly, but the Ustiurt population continued to sharply decline.

27. The representative of Uzbekistan reported on law enforcement activities within the Ustiurt region, where a joint plan of activity with customs and the military was being implemented. Seminars for customs officers had been conducted. A one million hectare state reserve had been designated and the penalties for saiga poaching increased. With the assistance of several international organisations, an annual work plan for saiga conservation had been established. Relevant projects in the Ustiurt region focussed on landscape-planning and on facilitating biodiversity conservation in the region, which was heavily exploited for natural resources.

28. The delegate from Turkmenistan provided an overview of past saiga occurrences in the country, where the Ustiurt population traditionally migrates to in harsh winter. Saiga calving had only been observed in the early 20th Century. Unfortunately, since 2006 only very few saigas had been observed and in the past decade there had been no mass migration on Turkmenistan's territory. The primary threat was poaching. Current conservation measures included listing the saiga on Turkmenistan's Red List, signing the MoU, banning saiga hunting, establishing two protected areas in the saiga's traditional winter range, identifying migration corridors and organizing community workshops. Future measures would include capacity building of rangers, further awareness raising in rural communities and improved pasture management.

29. The delegate from the Russian Federation reported that while the saiga antelope was listed as a game species under national law, hunting was banned until 2014. The Precaspian population appeared stable. Monitoring was conducted annually and benefited from field visits of state institutions and information provided by rangers. Conservation measures included captive breeding in three different regions (Kalmykian Autonomous Republic, Astrakhan and Rostov oblasts), satellite collaring of saigas, signing the MoU and convening the 29th Congress of the International Union of Game Biologists in Moscow in August 2009.

30. In the ensuing discussion, the International Fund for Animal Welfare (IFAW) sought clarity on the equipment of saiga rangers in Russia and their efficiency. Due to the severe lack of state funds, WWF Russia and IFAW had invested in equipment for the rangers to ensure that they could continue their work. The delegate from the Russian Federation

confirmed that state organisations responsible for saiga conservation are currently facing difficulties in fulfilling their mandate due to a lack of funds.

31. The delegate from China reported that saiga had gone extinct in the wild in China in the 1950s. There was anecdotal evidence to suggest that individual saigas were still present in the wild in the 1970s, but this remained unconfirmed. Saigas have been listed on category 1, the highest protection category in China. Any international trade and domestic use of saiga horn was subject to competent wildlife authority's regulation at national level. China was currently considering the release of saigas into the wild from the Gansu captive breeding centre in China, since captive population numbers were currently high and a population crash was expected on the basis of past experience. Regarding this potential releasing programme, China was seeking and welcoming technical support. As recommended by CITES, China had registered all stocks of saiga horn, however the verification work was still ongoing in eleven provinces. Based on the registered stock an annual quota was being set permitting the use of the horn. Priorities for saiga conservation action were firstly to strengthen cooperation and information exchange with range states, secondly to reintroduce captive saigas into the wild and thirdly to encourage the TCM industry to become a reliable conservation partner. China reiterated the importance and aims of the upcoming workshop in Urumqi and welcomed the participation of conservationists in the workshop to report on the grave situation faced by the saiga in Range States and in turn understand the perspectives of the TCM industry, with a view to establishing synergies that would benefit both human health and wildlife conservation. China was willing to promote the establishment of mechanisms enabling the TCM industry to involve into in-situ conservation work and was calling for reasonable conservation policies in range states. China clarified that none of the horn from the Gansu captive breeding centre was permitted to be used for TCM.

32. The delegate from Mongolia reported that the range of the Mongolian saiga had shrunk since 1930. Since 2007 the Swiss MAVA Foundation had assisted to address the threats of poaching, illegal trade and overgrazing. Community work with herders was central to the current work programme and there was close collaboration with local law enforcement agencies. Key achievements included new protected areas in the saiga range, improved awareness of the saiga situation among local communities and the first aerial survey just prior to the meeting. A feasibility study on captive breeding was being conducted.

33. The CITES Secretariat highlighted the report that had been submitted to the meeting (UNEP/CMS/SA-2/Inf/6.1). CITES Parties had discussed saiga at all Conferences of Parties and major meetings since 2006. A number of decisions had been endorsed by 175 Parties, which supported the MoU and its objectives. CITES Parties are required to report annually on international trade in saiga products. No legal trade in saiga horn by range states had been reported by exporting or importing states. It was noteworthy that the supply in horn in market countries appeared to be decreasing, whilst prices were increasing. Re-export of saiga horn from unclear sources was a problem, especially in China. There was a clear need for improvement in declaring the origin or re-exported stocks. Countries currently holding saiga stockpiles need to put in place regulations and enforcement mechanisms. The delegate from China explained the difficulties encountered in regulating trade in saiga products, particularly in the form of medicinal products and where the ingredients of these medicines derived from several CITES-listed species with different origins.

34. The Wildlife Conservation Society (WCS) reported that since signing the MoU in 2006 as a Co-operating Organization WCS saiga conservation efforts had targeted the Mongolian subspecies. The focus had been on monitoring and telemetry studies to assess

long-range movements and the identification of bottlenecks within the species range. An MoU had been signed by WCS Mongolia and WWF Mongolia to coordinate and assist national activities. There was ongoing research on the reproductive ecology and disease transmission between wildlife and livestock. A lack of resources currently limited the width of the saiga research and conservation work.

35. Fauna & Flora International (FFI) reported that the organisation had a long-standing commitment to saiga conservation, especially in the Ustiurt region. Past small-scale projects had focussed on community projects, awareness raising, Saiga Friends clubs and local monitoring. Currently planned FFI activities included the re-designation of the Saigachiy Sanctuary in Uzbekistan, custom officer and border policy training and satellite collaring. These activities were facilitated by United States Agency for International Development (USAID) and Darwin Initiative grants.

36. The Frankfurt Zoological Society (FZS) reported that the organisation was committed to long-term conservation of saiga antelopes and other key steppe species, especially in Kazakhstan through the Altyn Dala Conservation Initiative. During the 2011-2015 work period, emphasis would be placed on protected area development with an aim to reduce habitat fragmentation, management of existing hunting areas, assistance with national law enforcement and development of a predictive population model for the saiga antelope.

Agenda Item 9: Review of MoU and Medium Term International Work Programme (MTIWP) implementation

Agenda Item 9.1: Saiga antelope conservation status within the agreement area

37. Introducing this agenda item, the Secretariat explained that the experience of reviewing the conservation status of saiga antelope populations and the implementation of the MoU had been a positive one in 2006 and that the 2010 meeting would retain this practise. He pointed out that the information provided in the draft Overview Report (UNEP/CMS/SA-2/Doc/6/Add.1) had been reviewed and amended at the Technical Workshop prior to the meeting. He thanked the Co-Chairs for their hard work and Ms. Lushchekina and Mr. Neronov for producing the Russian translation of the amendments.

38. Mr. Mallon presented a summary of the conservation status of saiga populations in 2010 as outlined in the Overview Report (UNEP/CMS/SA-2/Doc/6/Add.1/Rev.1). He explained that the document had been compiled mainly from national and project report forms submitted prior to the meeting. Overall the conservation status of populations had improved with four out of five populations either stable or increasing. However, the baseline was very low compared to population levels several years ago. The range was retreating, which was particularly visible in Turkmenistan where no mass migration had been observed in the past 10 years. The Ustiurt population was the only one which continued to decline.

Agenda Item 9.2: Status of implementation

39. Mr. Mallon provided a brief overview of key achievement regarding MoU implementation. It was excellent that Russia had signed the instrument in June 2009 and that the MoU would be expanded to cover all saiga populations. Several other agreements, especially those for transboundary populations, were noted. Since saiga was a highly migratory species and calving and rutting areas tended to vary annually, it was difficult to

protect the species within individual protected areas. Networks of very large protected areas would be needed. It was therefore promising that the total protected area size for the saiga antelope had increased and that connectivity was improving.

40. The meeting took note and endorsed the Overview Report in the understanding that several final amendments, which had been raised by participants, would be made. The final document incorporating amendments adopted by the meeting is attached as Annex 4 to this report.

41. The meeting agreed that the Technical Workshop had already reviewed the substantial Progress Report on the implementation of the MTIWP (UNEP/CMS/SA-2/Doc/5/Rev.3) and that therefore further amendments would not be discussed within the plenary of the Meeting of Signatories, but should be submitted in writing to the UNEP/CMS Secretariat within two weeks. The Secretariat would then finalise the document together with the technical advisers and make it available on the meeting webpage as a revised version of the meeting document.

42. Ms. E.J. Milner-Gulland, Co-Chair of the Technical Workshop, proposed that future MoU progress monitoring should make use of the following sources: national reports, project reports, peer-reviewed papers and the “Saiga News” bulletin. Each statement should be fully referenced to such a source in future progress reports.

43. The meeting endorsed the proposal and agreed to the two week deadline for submitting comments on the Progress Report.

Agenda Item 10: Future implementation and further development of the MoU and MTIWP

Agenda Item 10.1: Review and adoption of 2011-2015 MTIWP

44. Ms. E.J. Milner-Gulland introduced the draft 2011-2015 MTIWP (UNEP/CMS/SA-2/Doc/7/Rev.1), which had been prepared on behalf of the UNEP/CMS Secretariat by the Saiga Conservation Alliance. The Technical Meeting had already reviewed and recommended a revised draft to the meeting.

45. In the ensuing discussion, the Overall Goal and individual sections of the MTIWP were amended (UNEP/CMS/SA-2/Doc/7/Rev.1). The final document incorporating amendments adopted by the meeting is attached as Annex 5 to this report.

Agenda Item 10.2: National reporting and information management

46. The Secretariat noted that no specific document had been prepared for this agenda item. The expected outcome would be for Signatories and other bodies to inform the Secretariat as to whether the reporting format was adequate or if they had identified difficulties and would like to propose changes. It was noted that coordination mechanism for the MoU (agenda item 10.3) might provide for a novel reporting mechanism, but that a detailed debate on the matter was preliminary. Decisions could also be taken intersessionally.

47. Mongolia noted that the current national report form was short and straightforward and should be kept.

Agenda Item 10.3: MoU coordination

48. The Secretariat introduced the relevant document (UNEP/CMS/SA-2/Doc/9) on the experience and perspectives concerning the practice of MoU coordination mechanisms. It was stressed that under such mechanisms the official Secretariat function would remain with the UNEP/CMS Secretariat, outsourced “MoU coordinators” acting in a purely technical capacity. Coordinators, at least in part, were generally foreseen to catalyze project development and funding under an MoU’s Action Plan, support the preparation of regular meetings of the Range States, and undertake range-wide communication efforts to raise awareness and share information. The experience of MoU coordination illustrated that, where it has been possible to establish them, coordination mechanisms had generally significantly contributed to the implementation of MoUs and their associated Action Plans. In that regard, possibilities to establish such mechanisms for the saiga MoU were worth exploring. However, outsourcing the coordination of MoUs had not been without difficulties. It had been in particular difficult to sustain external MoU coordination over extended periods of time due to a lack of long-term resources. Delegations were invited to share their views on the subject.

49. The representative of ACBK informed the meeting that ACBK in collaboration with the SCA was willing to propose the cooperative coordination of the MoU. It had become clear that there were gaps in the implementation of the MTIWP which urgently needed to be covered to improve MoU monitoring, coordination and cooperation. ACBK went on to propose the following tools for MoU coordination:

- (a) An information and communication mechanism facilitated via the bulletin “Saiga News”.
- (b) A web-based e-library, where information material would be collected, stored and made freely available to interested parties.
- (c) A new and improved MoU monitoring and reporting mechanism, possibly via the e-library. Country action would be clearly presented in a more comparative format.
- (d) Assistance of capacity building at the national and regional level.

50. ACBK appealed to Signatories to contribute to the coordination efforts and highlighted that in kind or fundraising assistance would also be welcomed. It was envisaged that one part-time MoU coordinating officer would be based with ACBK in Astana and another part-time MoU coordinator with the SCA in Tashkent. Funding for these two people would have to be discussed in more depth. Terms of Reference would need to be drafted, as well as a working programme, but firstly the meeting should decide whether the proposed mechanism would be acceptable.

51. The delegate from the SCA added that ACBK and SCA had excellent complementary skills and outlined details of the proposed E-library as a tool for MoU implementation. Publications, videos, photos, as well as national and project reports could be stored here. Experts could add information and review the available information.

52. During the ensuing discussion the meeting endorsed and encouraged the overall proposal by ACBK and SCA, but noted that specific points of coordination such as an interagency memorandum and Terms of Reference would still need to be discussed. Funding sources were also yet unclear.

53. The Chair thanked the two organizations for their generous offer to support the UNEP/CMS Secretariat and international conservation work.

Agenda Item 11: Signing ceremony

54. The Secretariat explained that following the agreement to expand the MoU to *Saiga* spp., Mongolia had become a range state and could now sign the MoU in a capacity as a Range State. The Amendment Protocol which had been prepared also included the change of competent Ministry in the Russian Federation discussed under agenda item 7, and the possibility of signing the MoU by ACBK and SCA discussed under agenda item 6.1. Representatives from the two non-governmental organizations signed the MoU as Co-Operating Organizations at a signing ceremony held at the beginning of the morning session on 10 September 2010. The Chair and the representative of the Secretariat added their signatures to the Amendment Protocol in reflection of the meeting's decision to amend the MoU. Mr. Batbold signed the MoU on behalf of the Ministry of Nature, Environment and Tourism of Mongolia at the meeting's evening reception on 10 September 2010.

Agenda Item 12: Upcoming Saiga Antelope Workshop, Urumqi, China

55. The delegate from China provided delegates with an overview of the aims and the agenda of the Urumqi workshop (27-29 September 2010), which was jointly organised by China, the CITES Secretariat and the CMS Secretariat. The primary aim was to bring together the saiga range states and the TCM industry to share information and to collaborate on saiga conservation needs as outlined in section 3.9 of the 2011-2015 MTIWP (Annex 5 to this report). The outcomes of the Ulaanbaatar meeting would be reported at the Urumqi meeting. The meeting welcomed this initiative.

Agenda Item 13: Next meeting of the Signatories

56. The Secretariat invited comments from participants regarding the current format of Meetings of Signatories, their timing and the back-to-back organization with a Technical Meeting. He noted that according to the MoU text the Second Meeting of Signatories had been due in 2008, but that due to a lack of funds the meeting had been delayed. Delegates agreed that it would be premature to meet again for the Third Meeting of Signatories in 2012, but that either 2014 or 2015 would be suitable in line with the working period of the 2011-2015 MTIWP. An intersessional Technical Meeting, as well as one immediately prior to the Meeting of Signatories, would be beneficial.

Agenda Item 14: Any other business

57. The CITES Secretariat noted that the saiga experts present could make the CITES Animals Committee and CMS Scientific Council aware of their views on the discrepancy between the saiga taxonomy and nomenclature used under CITES and CMS (*Saiga tatarica*, *Saiga borealis*) and in some of the scientific literature (*Saiga tatarica tatarica*, *Saiga tatarica mongolica*). The matter needed to be clarified because, amongst other things, CITES Parties use standardized species nomenclature on their import and export permits.

Agenda Item 15: Closure of the meeting

58. There being no other business, Mr. Barbieri (CMS Secretariat) thanked participants for their cooperative spirit, which had been essential in considering all agenda items effectively. The meeting outcomes provided a good basis for further significant progress in saiga conservation. He thanked the hosts and the local organizers of the meeting, the WWF Mongolia, for their support and generosity. The quality of the technical input had been very high, not least thanks to the technical advisers, Ms. E.J. Milner-Gulland and Mr. David Mallon. The CITES Secretariat thanked all participants and the Chair. The meeting was declared closed according to the agenda timetable.



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AGENDA

1. Welcoming remarks
2. Election of officers
3. Adoption of the agenda and meeting schedule
4. Opening statements
5. Report of the Technical Meeting (7-8 September 2010)
6. Report of the Secretariat
 - 6.1 Status of signatures
 - 6.2 List of designated national contact points
 - 6.3 Any other matters
7. Proposal of MoU expansion to include all Saiga antelope taxa
8. Reports on MoU implementation
9. Review of MoU and Medium-Term International Work Programme implementation
 - 9.1 Saiga antelope conservation status within the agreement area
 - 9.2 Status of implementation
10. Future implementation and further development of the MoU and MTIWP
 - 10.1 Review and adoption of 2011-2015 MTIWP
 - 10.2 National reporting and information management
 - 10.3 MoU coordination
11. Signing ceremony
12. Upcoming Saiga Antelope Workshop, Urumqi, China
13. Next meeting of the Signatories
14. Any other business
15. Closure of the meeting



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FINAL LIST OF DOCUMENTS

Symbol	Agenda Item(s)	Title of Document
UNEP/CMS/SA-2/Doc/1/Rev.1	3.0	Agenda
UNEP/CMS/SA-2/Doc/2	3.0	Annotated Agenda and Meeting Schedule
UNEP/CMS/SA-2/Doc/3/Rev.1	3.0	List of Documents
UNEP/CMS/SA-2/Doc/4	6.0	Report of the Secretariat
UNEP/CMS/SA-2/Doc/5/Rev.4	9.0	Progress towards the fulfillment of the CMS Medium-Term International Work Programme for the Saiga Antelope for the Period Oct 2006-Sept 2010
UNEP/CMS/SA-2/Doc/6	9.0	Review of MoU and Action Plan Implementation
UNEP/CMS/SA-2/Doc/6/Add.1/Rev.1	9.0	Overview Report
UNEP/CMS/SA-2/Doc/7/Rev.1	10.0	Draft Medium Term International Work Programme for the Saiga Antelope (2011-2015)
UNEP/CMS/SA-2/Doc/8	7	Extension of the Memorandum's Taxonomic and Geographical Scope
UNEP/CMS/SA-2/Doc/9	10.3	MoU Coordination
Information Documents		
UNEP/CMS/SA-2/Inf/1	6.0	Report of the First Meeting of the Signatories, Almaty, Kazakhstan, 23-26 September 2006
UNEP/CMS/SA-2/Inf/2	6.1	Status of Signatures to the Memorandum of Understanding on Conservation, Restoration and Sustainable Use of the Saiga Antelope
UNEP/CMS/SA-2/Inf/3	6.2	List of Designated National Contact Points
UNEP/CMS/SA-2/Inf/4	6.2	Designated National Contact Point Form
UNEP/CMS/SA-2/Inf/5.x	10.0	National Reports from Signatories
UNEP/CMS/SA-2/Inf/5.1	10.0	National Report from Turkmenistan (<i>English only</i>)
UNEP/CMS/SA-2/Inf/5.2	10.0	National Report from Kazakhstan
UNEP/CMS/SA-2/Inf/5.3	10.0	National Report from Uzbekistan (<i>Russian only</i>)

Symbol	Agenda Item(s)	Title of Document
UNEP/CMS/SA-2/Inf/5.4	10.0	National Report from the Russia Federation (<i>Russian only</i>)
UNEP/CMS/SA-2/Inf/6.x	10.0	Reports from Co-operating Organisations
UNEP/CMS/SA-2/Inf/6.1	10.0	Report from CITES (<i>English only</i>)
UNEP/CMS/SA-2/Inf/7.x	10.0	National Reports from non-Signatories
UNEP/CMS/SA-2/Inf/8	10.0	National Report Format for the Saiga Antelope MoU and Action Plan
UNEP/CMS/SA-2/Inf/9	9.0	CMS Convention Text
UNEP/CMS/SA-2/Inf/10	9.0	CMS Appendices
UNEP/CMS/SA-2/Inf/11	7.0	Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope and Action Plan
UNEP/CMS/SA-2/Inf/12	10.0	Project Reporting Template
UNEP/CMS/SA-2/Inf/13	10.0	Medium Term International Work Programme for the Saiga Antelope (2007-2011) (Annex 9 to Report of First Meeting of the Signatories)
UNEP/CMS/SA-2/Inf/14	10.0	Progress towards the fulfillment of the CMS Medium Term International Work Programme for the Saiga Antelope (for the period Oct 2006-Oct 2008)
UNEP/CMS/SA-2/Inf/15	9.0	Summary of Saiga-related Project Activities
UNEP/CMS/SA-2/Inf/15/Add.1	9.0	Compendium of Individual Saiga Projects
UNEP/CMS/SA-2/Inf/16	5.0	Programme of the Saiga Antelope Technical Workshop



CONVENTION ON MIGRATORY SPECIES

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Annex 3

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

Ulaanbaatar, Mongolia, 9-10 September 2010

LIST OF DESIGNATED NATIONAL CONTACT POINTS

Range States

KAZAKHSTAN

Mr. Khairbek Mussabayev
Deputy Chairman
Committee of Forestry and Hunting of the
Ministry of Agriculture
Ministry House, 5th Driveway
Orynbor Street
010000 Astana
Republic of Khazakhstan
Tel: (+8 7172) 742 835
Fax: (+8 7172) 743 326
E-mail: mussabayev@minagri.kz

MONGOLIA

(Official confirmation pending)

Mr. Dorjgurkhem **Batbold**
Director
Government building-II
United Nation's Street 5/2
Ulaanbaatar-210646
Mongolia
Tel: +976 11266197
Fax: +976 11321401
E-mail: dbatbold@mne.gov.mn
batbodo@yahoo.com

RUSSIAN FEDERATION

(Official confirmation pending)

Dr. Vladimir Melnikov
Head, Division of Hunting Resources
Ministry of Agriculture
1/11, Orlikov per.
107 139 Moscow
Russian Federation
Tel: (+ 7 495) 2087258
Fax: (+ 7 495) 2087258 / 6329392
E-mail: v.melnicov@otr.mcx.ru

TURKMENISTAN

(Official confirmation pending)

Mr. Saparmuradov Jumamurad
Deputy Minister
Ministry of Nature Protection
102, Kemine street
744000 Ashgabat
Turkmenistan
Tel: (+993 12) 398590 / 396002 / 352577
Fax: (+993 12) 393184
E-mail: saparmuradov@mail.ru; arazmurat@mail.ru

UZBEKISTAN

Mr. Gennadiy Goncharov
Chief of the Department of animal world
State Inspection of the Republic of Uzbekistan on
Guards & Rational Use of Animal & Vegetative World
21-a, Choshtepinskay str
Tashkent City, 100149
Republic of Uzbekistan
Tel/Fax: (+998 71) 215 7936 / 215 8061
E-mail: gosbiocontrol-uz@mail.ru

Non-Range State

PEOPLE'S REPUBLIC OF CHINA

(Official confirmations pending)

Dr. Wang Weiseng
Chief
Department of Wildlife Conservation
State Forestry Administration, P.R.China
No. 18, Hepingli East Street
Beijing 100714
People's Republic of China
Tel: (+86 10) 8423 8577
Fax: (+86 10) 8423 8540
Email: wsw_sfa@yahoo.com.cn

Dr. Dehui Zhang
Deputy Chief of Wildlife Management Division
Department of Wildlife Conservation
State Forestry Administration, P.R.China
No. 18, Hepingli East Street
Beijing 100714
People's Republic of China
Tel: (+86 10) 8423 8577
Fax: (+86 10) 8423 8540
Email: zhangdehui@forestry.gov.cn



CONVENTION ON MIGRATORY SPECIES

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

Ulaanbaatar, Mongolia, 9-10 September 2010

REVISED OVERVIEW REPORT

*(Prepared by IUCN/SSC Antelope Specialist Group & the Saiga Conservation Alliance
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.
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 organisations having signed the MoU and other organisations concerned with saiga conservation. All MoU Signatories, Kazakhstan, Russian Federation, Turkmenistan, Uzbekistan, have submitted their national reports to the Secretariat. Thirty-seven project report forms were returned. Other information available to IUCN/SSC was also used in the form of data and project reports, conference proceedings and published materials.
3. Additional information was provided by the participants of the Saiga Technical Workshop (7-8 September 2010) that precede the MoU Meeting and has been incorporated.
4. The structure of this report follows the national report format (CMS/SA-1/Report/Annex 7) endorsed by the First Meeting of the Signatories to the MoU. 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

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 population has stabilised further since 2006 with four out of five populations reported stable or increasing. National reports indicate: at least 10,000 in Russia and stable; c. 85,500 in Kazakhstan and an upward trend; several thousand in Uzbekistan migrating from Kazakhstan in the winter, as well as a few hundred year-round. No saigas have been observed in Turkmenistan for the last

10 years. The distinctive Mongolian subspecies was estimated to number 3169 in 2009 according to a ground survey. An aerial count of Mongolian saigas conducted in 2010 resulted in an estimate of 8016 ± 1656 .

7. The extensive area of distribution, large differences between seasonal ranges, the saiga'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 likely to be smaller than quoted figures as sex ratios may be by 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 distribution and behaviour is currently not clear.

8. Saigas occur in five populations: north-west Pre-Caspian, Ural, Ustiurt, Betpak-dala and Mongolia. These are depicted in the attached map. A sixth population of *Saiga tatarica tatarica* in northwest China and adjacent areas of SW Mongolia became extinct by the 1960s.

North-west Pre-Caspian population

9. The North-west Pre-Caspian population is centred around the Chernye Zemli Biosphere Reserve and Stepnoi/Tinguta Sanctuary. Its range covers two administrative regions of the Russian Federation: the Republic of Kalmykia and Astrakhan province with sporadic occurrences in neighbouring regions. The population's status is currently rather unclear due to the lack of a systematic range-wide monitoring programme. Monitoring is carried out by rangers of the Department of Animal Conservation of the Ministry of Natural Resources and Energy Development of the Republic of Kalmykia, with participation of experts from the governmental agency "Centerokhotkontrol", as well as additional information from rangers in the two protected areas collected in the course of their duties. There have also been pilot participatory monitoring programmes in 2008 and 2009, extending the range of saiga observations and engaging local people. The population appears to have stabilised since 2006 at around 20,000 individuals, based on this monitoring, though the government provides a more cautious estimate for 2010 of 'not less than 10,000'. There has been substantial public awareness and engagement activity and the protected areas are effectively patrolled. However a combination of administrative difficulties (including the decentralisation of responsibilities for wildlife management and budgetary limitations since January 2008), continued poaching and a harsh winter have combined to cast doubt on the stability of this population, which is once again of concern.

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 some extent with Russia. Aerial surveys are carried out there annually, and *Okhotzooptom* have an on-the-ground presence. Saigas use a protected area in Russia. A disease outbreak occurred in west Kazakhstan in May 2010, resulting in the death of 11,920 saiga over the course of four days. Laboratory examination identified the cause as infection by *Pasteurella multocida*.

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 the past, a proportion of the population has migrated south through Uzbekistan

to Turkmenistan. There is a small resident population year-round in Uzbekistan, including at least 150 on Vozhrozhdeniye peninsula. There are several protected areas within the recent range of this population. [Kazakhstan: Buzachinskiy Wildlife Reserve]. Turkmenistan: Kaplankyr State Reserve (275,000ha); Sarykamysch Sanctuary (541,000ha); Shasenem Sanctuary (109,000ha) and an Ustyurt Sanctuary is planned; Uzbekistan: Saigachiy State Sanctuary (1,000,000ha).

12. The Ustyurt population is the only one that is currently reported as declining. Estimated numbers have declined by 62% since 2006, and fell sharply from 9,200 in 2009 to 4,900 in 2010. It is likely to be the site of the most intense current poaching pressure. 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. Recent interventions have included social engagement projects in Uzbekistan, including education, an alternative livelihoods programme aimed at women and a participatory monitoring programme. Aerial and ground monitoring is carried out annually in the Kazakhstan part of the range, and anti-poaching patrols operate in both countries, and have recently apprehended poachers in the area. Several large scale projects supported by international funding were initiated in 2010.

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, however the population is now increasing. Improved monitoring, social engagement, public awareness and law enforcement seem to have had a positive effect on reducing poaching, although poachers are still being apprehended. This population has had substantial investment in development of protected area networks by the Government of Kazakhstan, international NGOs and intergovernmental organisations. Many projects are currently under way by a number of NGOs, encompassing scientific research, social surveys, anti-poaching, education and awareness. Aerial and ground monitoring is carried out annually, and there is a programme of satellite tracking of individual animals. There are proposals to enhance the protected area network within saiga range by creating new reserves and extending some existing protected areas. These protected areas cover a substantial area: for example Andasai Sanctuary, currently 1,000,000 ha with proposed extension to 3,000,000 ha.

Mongolian subspecies

15. Distribution of the Mongolian sub-species, *Saiga tatarica mongolica*/*Saiga borealis mongolica*, is centred on the Shargiin Gobi, Huisiin Gobi and Dorgon Steppe in western Mongolia. The nominate subspecies (*S. t. tatarica*) formerly occurred in southwest Mongolia but is now extinct there. The population of Mongolian saiga was estimated at about 3169 in 2009. An aerial count in 2010 resulted in an estimate of 8016 ±1656. The current range is also reported to have increased since 2007, but only an estimated 31.4% of the range is within the protected area network. Sharga-Mankhan Nature Reserve (390,000ha) was established in 1993 and Chandmanii Huren Tal local protected area (133,317ha) was established in 2007 to protect populations of Mongolian saiga. A small part of the range also lies within Har Us Nuur National Park. A reserve has been proposed in Huisiin Gobi. The subspecies' long term

survival is still threatened by a habitat degradation caused by livestock (overgrazing/unsustainable pasture use, competition for water), climate change (increased frequency of cold winters and droughts) and poaching and illegal trade of horn. Anti-poaching patrols have increased and a saiga ranger network have been set up. Substantial investment in public awareness includes educational programmes in the schools in the saiga range. A project exists to assist herders to improve rangeland management by linking saiga conservation to alternative income activities. A taxonomic revision (Wilson & Reeder 2005) classified Mongolian saiga as *S. borealis mongolica*. Based on the 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; repeat aerial surveys to estimate population trends and map saiga movements.

Saiga 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 from this area that probably relate to wandering individuals from Kazakhstan. Reintroduction remains a future aim but there is no detailed implementation schedule at present.

Table 1: Populations of saiga based on information collected for the 2010 CMS MoU meeting

Population	Estimated numbers in 2006	Latest estimate	Postulated trend
NW Pre-Caspian [RU]	15-20,000	10-20,000	Stable
Ural [KZ, RU]	12,900	27,140 ¹	Stable/Increasing
Ustiurt [KZ, TM, UZ]	17,800	4,900	Decreasing
Betpak-dala [KZ]	18,300	53,440	Increasing
Mongolia [<i>S.t. mongolica</i>]	3,169	8016±1656	Increasing
Total	67,169-72,169	103,496-113,496	

¹ 39,060 estimated in April 2010, 11,920 died in disease outbreak May 2010

These figures are mostly supplied without confidence intervals as they are based on censuses that are subject to error and bias that is difficult to quantify with current monitoring methods. Given the biology of the saiga, the biases are most likely to act such that trends in either direction are exaggerated, and such that actual numbers are higher than the estimates. The figures for 2006 and 2010 are not directly comparable because of variations in survey effort and methodology.

3.0 Implementation of the Action Plan

18. This section provides a brief summary of information on progress towards the implementation of the MoU and Action Plan, according to the format of the National Reports. A report on progress towards implementation of the Medium Term International Work Programme (doc. UNEP/CMS/SA-2/Doc/5/Rev.4) provides detailed information on activities carried out against specific action points.

19. **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 MoU Meeting on 25 September 2006 and the MoU subsequently entered into effect. The Russian Federation signed the MoU on 25/06/2009. This means that all current *Saiga tatarica tatarica* Range States have formally associated themselves with the MoU and the new international forum it creates. This significantly enhances conservation efforts regionally and globally. The Ministry of Nature and Environment of Mongolia had signed the MoU as a collaborating organisation in November 2005 in light of CITES decision 13.30 relating to its subspecies. A proposal to amend the MoU and Action Plan to include all saigas was agreed by the Signatories at the 2010 meeting and Mongolia formally signed the MoU as a full Signatory on 10 September 2010. The MoU title was amended to “Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga antelope (*Saiga* spp.).

20. **International Agreements:** *Saiga tatarica tatarica* was listed in CMS Appendix II in 2002. The Ninth Meeting of the Conference of the Parties to CMS (Rome, 2008) extended the listing to the species as a whole (*Saiga tatarica* as recognized by Wilson and Reeder (1993)¹. Following a change in the CMS taxonomic reference for terrestrial mammals (Wilson and Reeder (2005)²), the listing on Appendix II was updated to include the species *Saiga tatarica* and *Saiga borealis*. Saiga was included in Appendix II of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) in 1995.

21. **Habitat:** 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 pasture 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.

22. Protected areas coverage has improved, especially for the Betpak-dala population in Kazakhstan. Table 2 lists protected areas containing saiga.

23. **Populations shared between Range States:** The largest transboundary population is in Ustiurt. A bilateral agreement on saiga conservation between **Turkmenistan** and **Kazakhstan** was signed in 2007. A joint action plan on conservation of Ustiurt saiga population for 2008-2010 was signed on 23/02/2008 between the Committee of Forestry and Hunting of the Ministry of Agriculture of the Republic of **Kazakhstan** and State Committee of Nature Conservation of the Republic of **Uzbekistan**. An agreement on conservation, restoration and sustainable development of saiga was signed by the Government of **Kazakhstan** and the Government of **Uzbekistan** on 17/03/2010 and ratified by Uzbekistan on 20/08/10. An agreement on the conservation, restoration and use of the Ural population is under discussion by the governments of **Kazakhstan** and the **Russian Federation**.

24. **Laws, Institutions and Trade:** Saiga is legally protected in all countries of its breeding range: **Kazakhstan, Mongolia, Russian Federation, Turkmenistan, Uzbekistan**, and in former Range State, **China**. Legal frameworks are generally adequate but increased patrolling and more stringent enforcement are needed for these to be fully effective.

¹ Wilson, D.E. and Reeder, D.M. (1993). Mammal species of the world. A taxonomic and geographic reference. 2nd ed. Smithsonian Institution Press, Washington, D.C.

² Wilson, D. E. & Reeder, D. M. (ed.) (2005): Mammal Species of the World. A Taxonomic and Geographic Reference. Third edition, John Hopkins University Press.

25. *International trade in saiga and products, parts and derivatives thereof* is authorized but strictly regulated under the terms of CITES. Six decisions relating to saiga were adopted at CITES CoP15 in March 2010. The first of these directed all Range States to fully implement the measures contained in the MTIWP 2007-2011. In view of the fact that **Kazakhstan** and the **Russian Federation** have signed the CMS MoU and the lack of trade in recent years, the CITES Standing Committee agreed in March 2010 to lift its export moratorium. If either State wishes to resume export of saiga specimens, it should advise the CITES Secretariat of the measures it has taken to comply with the recommendations of the CITES Animals Committee, and the Secretariat, in consultation with the Chair of the Animals Committee, should determine whether the recommendations have been implemented and report to the Standing Committee accordingly. A meeting to discuss trade, saiga horn and TCM is scheduled to take place in Urumqi, China, in September 2010.

26. *Captive Breeding*. Captive breeding is being carried out in three centres in **Russia**, with a total captive population currently numbering 200. Establishment of captive breeding for possible reintroduction is still regarded as a priority in **Mongolia**. A captive breeding herd, currently numbering 80 animals, is kept at the Wuwei Endangered Animal Breeding Center, Gansu Province, **China**.

27. *Threats*. National reports listed the following main threats. **Kazakhstan**: hunting for horns/trade - very high level threat; hunting for meat - high; disease - high. **Russian Federation**: hunting for meat - high; hunting for horns trade - high; predation - high. **Turkmenistan**: predation - high level threat. **Uzbekistan**: hunting for meat - high; hunting for horns/ trade - high. Information provided at the technical workshop indicated that the main current and potential threats in **Mongolia** are habitat degradation caused by livestock (overgrazing/unsustainable pasture use, competition for water) - high; climate change (increased frequency of cold winters and droughts) – high; poaching and illegal trade of horn – medium; no data on or records of disease.

28. *Priority Actions*. Priority actions listed in the Range State reports are: **Kazakhstan**: establish and expand existing protected areas; increase state funding for conservation activities and saiga census; obtain additional finance for satellite tracking studies of migratory routes of Ural and Ustiurt saiga populations; engage international agencies and experts in saiga disease studies and development of preventative measures; obtain funding for printed materials and videos aimed at saiga conservation and their habitats; maintain the ban on saiga hunting until 2020; enhance state funding for saiga conservation to match the increase in numbers and habitat expansion; involve the game service of hunting farms in saiga conservation in wildlife management areas. **Russian Federation**: expand monitoring to include aerial surveys; develop up-to-date methods for monitoring and conserving saiga including radio collaring; establish a special mobile section for saiga protection; continue development of techniques for captive breeding; develop strain-specific vaccines against pasteurellosis. During the technical workshop, **Uzbekistan** listed: reorganise the Saigachy Sanctuary, including clarification of its legal status; strengthen anti-poaching activities; improve the accuracy of monitoring; involve industry in saiga conservation; continue and expand work with local people. **Mongolia**: continue aerial monitoring; conduct ecological studies, fundraise to initiate captive breeding, continue current conservation efforts.

4.0 Evaluation

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

- The critical plight of the saiga has been recognized at international and other forums.
- Conservation interventions by governmental and non-governmental organisations have increased, and there is improved collaboration between them.
- There has been an increase in the arrest and successful prosecution of saiga poachers and traders range-wide.
- The severe global population decline has apparently been halted and four out of five populations are reported to be stable or increasing.
- Improved techniques have led to regular breeding of captive animals.
- There has been investment in improving monitoring techniques for saigas, particularly in Kazakhstan and Mongolia.
- Protected area coverage has improved and expanded.
- Integration of saiga 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 saiga products and has expressed interest in contributing to international conservation efforts within the Range States.

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

- Anti-poaching efforts have intensified but poaching is still ongoing throughout the range, suggesting a need for further investment in improving effectiveness.
- Monitoring of trends in abundance is still subject to unquantifiable bias and error, and needs to be improved if trends are to be robustly detected.
- Relatively small-scale projects on alternative livelihoods have been conducted, but the human dimension remains relatively neglected. Integration of local communities into saiga conservation programmes will be critical for long-term success.
- Evaluation of the success of conservation interventions and sharing of best practice is also crucial now that programmes have been running for several years.
- There has been insufficient attention to the issues of saiga disease.

RANGE OF SAIGA ANTELOPE



Source: Milner-Gulland et al. (2001), Oryx

Table 2. Saiga Occurrence in Protected Areas					
Name	Area (ha)	IUCN Category	Months saiga present	Rut	Calving
Russia					
Chernye Zemli Biosphere Reserve ³	121,115,900		1-12	Yes	Yes
Stepnoi/Tinguta Sanctuary ⁴	197,800		1-12	Yes	Yes
Mekletinskiy Sanctuary ⁴	102,500		Varies	Insignificant	Rarely
Bodinskaya- Basgunchakskii Sanctuary ⁴					
Sarpinskiy Sanctuary ⁴	163,900		6 (rare)		
Kharbinskiy Sanctuary ⁴	195,500		Very rare		
Kazakhstan					
Irgiz-Turgai Rezervat ⁵	763 549	Ib	3-12	Yes	Yes
Korgalzhyn Reserve ³	543 171	Ia and Ib	1-12	Yes	Yes
Andasai Sanctuary ⁴	1,000,000	IV, V or VI	12-3	Yes	No
Sarykopa Sanctuary ⁴	51 200	IV, V or VI	12-3	No	No
Ulytau Museum Reserve ³	19 300	IV, V or VI	12-3	No	No
Naurzum Reserve ³	191,381	Ia	5-9	No	No
Buzachinsky Sanctuary ⁴					
<i>Proposed</i>					
Altyn Dala Rezervat	489,774	Ib	3-12	Yes	Yes
Bokeiorda-Zhayik National Park	≈ 500,000	Ib	1-12	Yes	Yes
Irgiz-Turgai Rezervat ⁵ (expansion)	241,500	Ib	3-12	Yes	Yes
Andasai Sanctuary ⁴ (expansion)	3,000,000	IV, V or VI	12-3	Yes	
Ulytau Museum-Reserve ³ (expansion)	50,000	IV, V or VI	12-3	Yes	
Buiratau Nature Park					
Turkmenistan					
Kaplankyr State Reserve ³	275,735	I	11-3		
Sarykamysh Sanctuary ⁴	541,100		11-3		
Shasenem Sanctuary ⁴	109,002		11-3		
<i>Proposed</i>					
Ustyurt Sanctuary ⁴	150,000		11-3		
Uzbekistan					
Saigachiy Sanctuary ⁴	1,000,000	III	10-5	Yes	Possibly
<i>Proposed</i>					
Saigachiy Sanctuary ⁴ (extension)					
Mongolia					
Sharga-Mankhan	390,000		1-12	Yes	Yes
Khar Us Nuur NP [part of]			1-12	Yes	Yes
Chandmani Huren Tal Local Protected	133,317		1-12	Yes	Yes

Area					
<i>Proposed</i>					
Huisiin Gobi			1-12	Possibly	Possibly

³“Reserve” refers to the protected area category of “zapovednik” in Russian language.

⁴“Sanctuary” refers to the protected area category of “zakaznik” in Russian language.

⁵“Rezervat” refers to a protected area category, which is intermediate between zapovednik and zakaznik in Kazakhstan.



**CONVENTION ON
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SECOND MEETING OF THE SIGNATORIES TO THE
MEMORANDUM OF UNDERSTANDING CONCERNING
CONSERVATION, RESTORATION AND SUSTAINABLE
USE OF THE SAIGA ANTELOPE
Ulaanbaatar, Mongolia, 9-10 September 2010

**MEDIUM TERM INTERNATIONAL WORK PROGRAMME FOR THE
SAIGA ANTELOPE (2011-2015)**

*(To support the implementation of Memorandum of Understanding concerning Conservation,
Restoration and Sustainable Use of the Saiga Antelope (Saiga spp.) and Action Plan)*

MEDIUM TERM INTERNATIONAL WORK PROGRAMME FOR THE SAIGA ANTELOPE (2011-2015)

(To support the implementation of Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga spp.) and Action Plan)

INTRODUCTORY NOTE BY THE CMS SECRETARIAT

1. Pursuant to paragraph 2, Signatories to the Memorandum of Understanding (MoU) concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (*Saiga* spp.) are to implement the provisions of the Action Plan as a basis for conserving all populations of saiga.
2. The First Meeting of the MoU Signatories (Almaty, September 2006) endorsed a Medium Term International Work Programme (2007-2011) to support the implementation of the MoU and Action Plan in order to focus the work of the Range States, the saiga research and conservation community and the donor community on the areas of highest conservation concern that required urgent intervention.
3. The Second Meeting of the MoU Signatories (Ulaanbaatar, September 2010) reviewed the implementation of the Work Programme since the First meeting, and endorsed the present revised version of the Plan covering the period 2011-2015.
4. The work programme prioritises many of the activities of the Action Plan. It is intended to focus limited international, national and other financial resources and capacity for the most immediate conservation impact. This work programme is envisioned to form the basis for targeted fundraising nationally and internationally and should provide a guiding context for donor decisions. CITES Decision 14.96 in particular requests donor CITES Parties, aid agencies, intergovernmental organisations, non-governmental organisations and businesses using and producing saiga products to assist the Range States and consumer countries in any way possible with the conservation of the species.
5. Though at present it is not considered to be a saiga Range State for the purposes of the MoU, the work programme may be applicable to China. China has been recognised as one of the most important consumer and trading countries of saiga parts and derivatives. As a result, China is mentioned specifically in some of the work programme's action points. For example, it has been referenced in some of the action points on sustainable use and trade. But, even where it has not been specifically referenced, some of the work programme's general action points may be applicable and could be considered by China in its own national circumstances.
6. The activities presented in the work programme have been prioritised by urgency and timescale depending on the threats targeted and other conservation needs. The MTWP is not intended to be prescriptive or mutually exclusive.
7. The term of the work programme is five years. As with all action planning documents, regular review is an integral component, and activities can be updated periodically by the MoU's Meeting of the Signatories as the need arises to reflect new information or needs.

**MEDIUM TERM INTERNATIONAL WORK PROGRAMME FOR THE SAIGA ANTELOPE (2011-2015)
(TO SUPPORT IMPLEMENTATION OF THE MEMORANDUM OF UNDERSTANDING CONCERNING CONSERVATION
MEASURES FOR THE SAIGA ANTELOPE (SAIGA SPP.) AND ACTION PLAN)**

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

Overall goal: That saiga populations show an increasing trend or their decline is halted over the next five years.

Achievement of this 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	Urgency¹	Timescale²
	<i>Range-wide measures</i>		
1.0	Implementation		
1.1	Develop national Saiga Conservation Action Plans and integrate into NBSAPs	3	A
1.2	Encourage all potential partner and cooperating organisations to support the MoU and Action Plan by contributing to the implementation of the medium-term international work programme	1	A
1.3	Coordinate conservation efforts and promote cooperation between all stakeholders in range states and ensure sustainable funding	1	B
1.4	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 on-line reporting facility and e-library	2	A
1.5	Consider establishing an international coordination mechanism for the MoU to support implementation	2	A
1.6	Designate national MoU focal points responsible for liaison with counterparts in other Range States and with co-operating organisations, and improve exchange of information and technical expertise on saiga conservation	3	B
1.7	Encourage the Range States, Mongolia and China, to conclude and support bilateral cooperative agreements on matters of mutual interest to support the MoU's implementation	2	B
1.8	Develop and agree emergency protocol for action in the case of a disease outbreak or mass mortality episode	1	A
1.9	Resolve the issue of genetic distinctiveness of different populations	2	A
2.0	Anti-poaching		
2.1	Develop national anti-poaching strategies in order to maximise effectiveness of patrol deployment	1	A
2.2	Fund anti-poaching units for the protection of all saiga populations in all Range States	1	A

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).

	Measures to be taken	Urgency¹	Timescale²
2.3	Strengthen legal systems where appropriate to ensure effective prosecution of offenders	2	B
2.4	Provide relevant training for local law enforcement officers where appropriate	2	B
3.0	Sustainable Use and Trade		
3.1	All signatories are encouraged to report seizures or confiscations via Ecomessage and encourage trading partners to do this. Range States are also encouraged to designate enforcement focal points.	2	A
3.2	Encourage all Range States to join CITES	3	B
3.3	All CITES member Range States are encouraged to achieve a Category 1 rating for their CITES-related legislation (in accordance with CITES procedures)	2	A
3.4	Encourage countries trading in saiga products to establish 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
3.5	Encourage Range States and consumer States to comply with CITES decisions and recommendations.	2	A
3.6	Seek opportunities for training and cross-border cooperation in CITES implementation, identification of saiga products and techniques for countering illegal trade	2	A
3.7	Where feasible, include saiga conservation and trade issues into higher political agendas 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
3.8	Encourage research aiming to reduce the quantity of saiga horn used in traditional Asian medicines, including market surveys, and sharing of information with saiga Range States and consumer States	2	B
3.9	Encourage cooperation between in-situ conservation and the Asian medicine industry for promotion of saiga conservation and sustainable use	2	B
4.0	Human Factors		
4.1	Expand current incentive and alternative livelihood projects and develop new programmes in all appropriate parts of the saiga's range	1	A
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
4.3	Strengthen the involvement of different stakeholders in saiga conservation and encourage local involvement in, and support for, saiga protection	2	A
4.4	Promote sustainable rangeland use to enable the cohabitation of people and saiga	2	A
4.5	Ensure national focal points are responsible for integration of human factors and public awareness into policy implementation	2	B
4.6	Assess the possibilities for saiga-based photo-tourism and pilot this approach	2	B
5.0	Awareness		
5.1	Continue an objective high-profile mass-media campaign at regional, national and local levels in both Range States and consumer countries, addressing saiga conservation, restoration and sustainable use, and explaining the relevant challenges, with a particular focus on local media outlets	2	A

	Measures to be taken	Urgency¹	Timescale²
5.2	Continue to widely distribute information and educational materials on saiga biology and conservation aimed at local people and decision-makers	2	B
5.3	Support and regularly update existing web-sites about saiga conservation, restoration and sustainable use, including the creation and maintenance of official national saiga focal point websites	2	B
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
6.0	Mapping distribution		
6.1	Collate information on saiga habitat and range use, present and past; identify key features, including habitat types used and the effects of anthropogenic disturbance	2	B
6.2	Carry out research on saiga movement using appropriate technology (including satellite tracking)	1	A
6.3	Develop a system for exchange of information recorded on GIS	2	B
6.4	Analyse range use based on this information, and make conservation recommendations accordingly	1	A
6.5	Analyse scenarios of likely future change in saiga distribution, abundance, demography and threats in the light of climate change, infrastructure and human factors, and develop a plan for conservation interventions accordingly	1	B
7.0	Protected areas		
7.1	Expand and enhance national protected area networks to benefit saiga, with particular emphasis on protecting key areas (birthing and rutting) and migratory corridors, based on the recommendations from 6.5	1	B
7.2	Carry out a feasibility study on establishment of trans-frontier protected areas where appropriate	2	B
8.0	Monitoring		
8.1	Carry out annual population counts	1	B
8.2	Carry out monitoring of saiga populations, their demographic parameters, health and their wider environment	2	B
8.3	Review different monitoring techniques, and adopt 'best practice' methodologies for reliable counting of saiga populations. Identify appropriate sample sizes, timing, and frequency of counts to provide reliable baseline population data. Provide training in standard monitoring techniques as appropriate	1	A
8.4	Obtain funding to ensure a time series of at least 5 years using new techniques for population estimation	2	A
8.5	Encourage use of comparable techniques and reporting standards in all Range States for comparison and joint analysis	2	B
8.6	Work with local people to develop a participatory monitoring programme for saigas	2	B
8.7	Carry out regular monitoring of sex/age ratio in saiga populations to determine trends in sex ratio, survival, reproductive success and age structure	2	B
8.8	Carry out epidemiological and other research on saiga diseases to inform mitigation, control and action in the event of a disease outbreak or mass mortality episode	1	B

	Measures to be taken	Urgency¹	Timescale²
8.9	Develop and disseminate protocols and processes for sampling individual saigas	3	A
9.0	Captive breeding		
9.1	Establish captive breeding and reintroduction facilities in Mongolia	1	A
9.2	Determine role of captive breeding for either genetic preservation or reintroduction and set guidelines including approved facilities and reintroductions	2	A
9.3	Establish captive breeding facilities in other parts of the saiga range where appropriate and support existing facilities in Russia and China	2	B
9.4	Maintain a central database or studbook for all captive populations and create structures and leadership for the database	2	A
9.5	Promote the exchange of expertise in captive breeding	2	A
	Population-specific measures		
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, including support from international funds	1	A
10.2	Conduct regular assessments of the saiga population at the optimal time for counts and ensuring comparability with similar assessments of other populations	1	A
10.3	Implement activities to restore and protect saiga by improving the work of existing breeding centres, protected areas and other institutions	1	A
10.4	Provide financial support for initiatives to expand public participation in restoration and protection of saiga	1	A
10.5	Improve the institutional capacity and effectiveness of the saiga management authorities and strengthen their links with other administrative units of the Russian Federation within the population's range	2	A
11.0	Ural population		
11.1	Strengthen anti-poaching activities	1	A
11.2	Strengthen public awareness and engagement activities	1	A
11.3	Build up an information base about saiga distribution, population structure and threats, to act as a foundation for conservation planning and taking into account the trans-boundary nature of the population	1	A
11.4	Strengthen cooperation between Russia and Kazakhstan for management of this trans-boundary population	2	B
12.0	Ustiurt population		
12.1	Strengthen anti-poaching activity in Kazakhstan, Uzbekistan and Turkmenistan	1	A
12.2	Obtain baseline information about the seasonal distribution and numbers of saiga. For example - what proportion of the saiga population over-winters in Uzbekistan and in Turkmenistan in a given year, and what determines this? How many saiga stay in Uzbekistan year-round, and where?	1	A

	Measures to be taken	Urgency¹	Timescale²
12.3	Institute public engagement activities, including alternative livelihoods, population-wide, building on the small-scale pilots already in place	2	A
12.4	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 transfrontier reserve on the Ustiurt Plateau encompassing all three Range States	2	A
12.5	Implement bilateral and/or trilateral cooperation agreements between the three countries to ensure coordinated action	1	A
12.6	Carry out public awareness surveys among the local people	2	A
12.7	Carry out work with the law enforcement authorities (border guards, police) working on prohibition and prevention of poaching	1	A
12.8	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
13.0	Betpak-dala population		
13.1	Ensure that the ongoing current protected area planning process is relevant to the saiga's current and particularly its future needs, including obtaining information about past and current distribution and movement behaviour and factors affecting this	1	A
13.2	Strengthen anti-poaching efforts, targeting areas where saiga are still present at particular times of year. Ensure that existing anti-poaching initiatives are funded as necessary and ensure that they operate effectively	1	A
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	2	A
13.4	Ensure that transport and infrastructural development is carried out with due regard to saiga conservation	2	B
14.0	Mongolia population		
14.1	Strengthen protection, including adequate funding for anti-poaching patrols, improve protected area management and identify potential grazing-free areas	1	A
14.2	Establish a captive breeding facility to support reintroduction in historical range and to ensure the genetic diversity of the populations preserved	1	A
14.3	Build local engagement in saiga conservation through alternative livelihood enhancement and public awareness activities	1	A
14.4	Gather information on past estimates of saiga populations, analyse methods, and obtain a population estimate for the saiga population, using agreed methods at a suitable time of year, that can form the basis for ongoing monitoring of population status	2	A
14.5	Obtain information about the seasonal distribution, migration and numbers of saiga	1	B
14.6	Initiate research efforts on saiga-livestock interactions, including grazing overlap, competition, and disease transmission	2	B



CONVENTION ON MIGRATORY SPECIES

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Annex 6

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SECOND MEETING OF THE SIGNATORIES TO THE
MEMORANDUM OF UNDERSTANDING CONCERNING
CONSERVATION, RESTORATION AND SUSTAINABLE
USE OF THE SAIGA ANTELOPE
Ulaanbaatar, Mongolia, 9-10 September 2010

LIST OF PARTICIPANTS

State Delegations

Range States

KAZAKHSTAN

Mr. Khairbek Shakhvalievich Mussabayev
Deputy Chairman
Committee of Forestry and Hunting of the
Ministry of Agriculture
Ministry House, 5th Driveway
Orynbor Street
010000 Astana
Republic of Kazakhstan
Tel: (+8 7172) 742 835
Fax: (+8 7172) 743 326
E-mail: mussabayev@minagri.kz

Mr. Yuri Grachev
Research Associate
Institute of Zoology
Ministry of Education and Science
93, Al-Farabi
Almaty
Republic of Kazakhstan
Tel: (+8 7272) 694853
Fax: (+8 7272) 694870
E-mail: teriologi@mail.ru

Mr. Sergei Orlov
Deputy Director General of Okhotzooptom
State Enterprise
Okhotzooptom Republican State-Budget
Support Enterprise, 157-B House
Post Index 050027, Topolevskaya Street
Almaty
Republic of Kazakhstan
Tel: (+8 7272) 383 9498
Fax: (+8 7272) 383 9509
E-mail: ohotzoo@mail.ru

Mr. Marat Begimbetov
Head, Kostanai Region Territorial Forestry &
Hunting Inspection of the Committee of
Forestry and Hunting
85 a Gagarin Street
110000 Kostanai
Republic of Kazakhstan
Tel: (+8 7142) 543299
Fax: (+8 7142) 542834
E-mail: astatur@rambler.ru

MONGOLIA

Mr. Choijantsan Jargalsaikhan
Vice-Minister
Ministry of Nature, Environment and Tourism
of Mongolia, Government building-II
United Nation's Street 5/1
Ulaanbaatar-210646
Mongolia
Tel: (+976 51) 261382
Fax: (+976 11) 321382
E-mail: ch.jargalsaikhan@mne.gov.mn

Mr. Dorjgurkhem Batbold (Chair)
Director
International Cooperation Department
Ministry of Nature, Environment and Tourism
Government Building -2
United Nation's Street 5/2
Ulaanbaatar 210646
Mongolia
Fax: (+976 11) 321401
E-mail: dbatdold@mne.gov.mn;
batbodo@yahoo.com; mne@mongol.net

Mr. Donchinbuu Enkhbat
Director General
Department of Environment and Natural
Resources
(Focal Point for CITES)
Ministry of Nature, Environment and Tourism
Government Building -2
United Nation's Street 5/2
Ulaanbaatar 210646
Mongolia

Mr. Bazarsad Chimed-Ochir
Director
WWF Mongolia Programme Office
8th Khoroo, Sukhbaatar District
Amar street-4
PO-20a. Box-115
Ulaanbaatar-210620A
Mongolia

Dr. Luvsanjamba Amgalan
Wildlife Biologist
Institute of Biology
Mongolian Academy of Sciences
Ulaanbaatar
Mongolia

Mr. Nyamsuren Batsaikhan
Faculty of Biology
Mongolian National University
Ulaanbaatar
Mongolia

Mr. N. Ganbaatar
Darvi Soum
Gobi-Altai Aimag
Mongolia

Mr. Baljinnyam Batsaikhan
State Inspector
"IRVES-3" Mobile-antipoaching Unit
Darvi Soum
Gobi-Altai province
Mongolia

Dr. Badamjav Lkhagvasuren
Conservation Director
WWF Mongolia, Programme Office
8th Khoroo, Sukhbaatar District
Amar street-4, PO-20a. Box-115
Ulaanbaatar-210620A
Mongolia
Tel: (+976 11) 311659 / 319985
Fax: (+976 11) 310237
E-mail: lkhagvasuren@wwf.mn

Mr. T. Purevsuren
Specialist of Protected Area Department
Ministry of Nature, Environment and Tourism
of Mongolia
Government Building -2
United Nation's Street 5/2
Ulaanbaatar 210646
Mongolia

Mr. Baldan Dorjgotov
Senior Specialist of Strategy and Development
Department
Ministry of Nature, Environment and Tourism
of Mongolia
Government Building -2
United Nation's Street 5/2
Ulaanbaatar 210646
Mongolia

Mr. Purev Tsogtsaikhan
Senior Specialist of Strategy and Development
Department
Ministry of Nature, Environment and Tourism
of Mongolia
Government Building -2
United Nation's Street 5/2
Ulaanbaatar 210646
Mongolia

RUSSIAN FEDERATION

Mr. Vladimir Lenev
Counsellor, Department of International
Organizations
Ministry of Foreign Affairs
Smolenskaya-Sennaya sq. 32/34
119200 Moscow
Russian Federation
Tel: (+7 499) 2444696
Fax: (+7 499) 244 4601
E-mail: vladimirlenev@mail.ru

Mr. Anton Mezhev
Deputy Head of Division
Ministry of Natural Resources & Ecology
Bolshaya Gruzinskaya Str., 4/6
123995 Moscow
Russian Federation
Tel: (+7 495) 254 7438
Fax: (+7 495) 254 1129
E-mail: mezhev@mnr.gov.ru

Mr. Sergey Sidorov
Leading SCI Staff Member
FGU "Centrohotkontrol", (State Information
Centre of Game Resources and their Habitats)
Verhniaya Krasnisevskaya Str., 2/1
107140 Moscow
Russian Federation
Tel: (+7 495) 645 2882
Fax: (+7 495) 646 6043
E-mail: in.for_sidorov@list.ru

TURKMENISTAN

Mr. Arazmyrad Amanov
Head of Science Department of Kaplankyn
Conservation Area
Ministry of Nature Protection
Tel: (+993 322) 28906
Fax: (+993 312) 393184
E-mail: arazmurat@mail.ru

UZBEKISTAN

Mr. Gennadiy Goncharov
Chief of the Department of animal world
State Inspection of the Republic of Uzbekistan
on Guards and Rational Use of Animal and
Vegetative World, 21-a, Choshtepinskay str
Tashkent City, 700149
Republic of Uzbekistan
Tel/Fax: (+998 712) 215 7936
E-mail: gobiocontrol-uz@mail.ru

Mr. Artur Nuridjanov
Leader specialist of the State Bio Control
State Inspection of the Republic of Uzbekistan
on Guards and Rational Use of Animal and
Vegetative World
21-a, Choshtepinskay str
Tashkent City, 700149
Republic of Uzbekistan
Tel: (+998 712) 215 8061
Fax: (+998 712) 215 7936
E-mail: nuridjanov@mail.ru

Other State Delegations

CHINA, PEOPLE'S REPUBLIC OF

Mr. Xiaoping Lu
Division Director
CITES Management Authority of China
17 Hepngli East Street, Doncheng District
Beijing 100714
People's Republic of China
Tel: (+86 10) 84239001
Fax: (+86 10) 64214180
E-mail: lxpc@263.net; lxpc263@yahoo.com

Prof. Jin Kun
Professor
Research Institute of Forest Ecology,
Environment & Protection
Chinese Academy of Forestry
Haidian District
Beijing 100091
People's Republic of China
Tel/Fax: (+86 10) 62889551
Email: jk9551@sina.com

Organizations and Institutions

Intergovernmental and Non-Governmental Organizations

Association for Conservation of Biodiversity of Kazakhstan

Ms. Olga Klimanova
Director
Association for Conservation of Biodiversity
of Kazakhstan
40, Orbita microdistrict-1
050043 Almaty
Kazakhstan
Tel/Fax: (+7 727) 220 3877
E-mail: olga2030@bk.ru

Mr. Orynassar Shaimukhanbetov
Team Leader GTZ Project Wildlife
Management in Kazakhstan
Altyn Dala Conservation Initiative
Association for Conservation of Biodiversity
of Kazakhstan
40, Orbita microdistrict-1
050043 Almaty
Kazakhstan
Tel/Fax: (+7 727) 220 3877
E-mail: acbkarlan@mail.ru

Mr. Steffen Zuther
Scientific and GIS Expert Altyn Dala
Conservation Initiative
Association for Conservation of Biodiversity
of Kazakhstan
40, Orbita microdistrict-1
050043 Almaty
Kazakhstan
Tel/Fax: (+7 727) 220 3877
E-mail: steffen.zuther@acb.kz

Center for Wild Animals Kalmyk

Dr. Yuriy Arylov
Director
Center for Wild Animals of the Republic of
Kalmykia
36 Tchkalova Street
Elista City, 358000
Republic of Kalmykia
Russian Federation
Tel/Fax: (+7 847) 2220 625
E-mail: kalmsaiga@mail.ru

CITES

Mr. David Morgan
Chief, Scientific Support Unit
CITES Secretariat
11-13 Chemin des Anemones
1219 Chatelaine-Geneve
Switzerland
Tel: (+41 22) 9178123
Fax: (+41 22) 797 3417
E-mail: david.morgan@cites.org

Fauna & Flora International

Ms. Maria Karlstetter
Projects Manager Eurasia
Fauna & Flora International
4th Floor, Jupiter House, Station Road
Cambridge, CB1 2JD
United Kingdom
Tel: +44 (0)1223 579 494 (Direct)
Tel: +44 (0)1223 579 100 (General)
Fax: +44 (0)1223 461 481
E-mail: maria.karlstetter@fauna-flora.org

Frankfurt Zoological Society

Ms. Eva Klebelsberg
Representative of FZS in Kazakhstan
Advisor Altyn Dala Conservation Initiative
C/o Association for Conservation of
Biodiversity of Kazakhstan
40, Orbita microdistrict-1
050043 Almaty
Kazakhstan
Tel/Fax: (+7 727) 220 3877
E-mail: evaklebelsberg@mac.com
Eva.klebelsberg@acb.kz

IFAW

Dr. Maria Vorontsova
Country Director
IFAW-Ru (International Fund for Animal
Welfare)
Smolenskay ploschad, 3, ent.2, fl.2
Moscow 121099
Russian Federation
Tel: (+7 495) 790 6564
Fax: (+7 495) 937 8290
E-mail: mvorontsova@ifaw.org;

IUCN

Dr. David Mallon
Co-Chair
IUCN/SSC Antelope Specialist Group
3 Acre Street, Glossop
Derbyshire SK13 8JS
United Kingdom
Tel: (+44 1475) 853560
E-mail: d.mallon@zoo.co.uk

Saiga Conservation Alliance

Prof. E.J. Milner-Gulland
Department of Life Sciences
Imperial College London
Silwood Park Campus
Buckhurst Road
Ascot, SL5 7PY
United Kingdom
Tel: (+44 7528) 369 932
Tel: (+44 207) 594 2509
Email: e.j.milner-gulland@imperial.ac.uk

Mr. Alexander Esipov
Researcher
Saiga Conservation Alliance
Institute of Zoology AS of Uzbekistan
A. Niyazov str. 1
Tashkent 100095
Uzbekistan
Tel: (+99 897) 3303574
Fax: (+99 871) 1206791
E-mail: esipov@xnet.uz

Ms. Elena Bykova
Researcher
Saiga Conservation Alliance
Institute of Zoology AS of Uzbekistan
A. Niyazov str. 1
Tashkent 100095
Uzbekistan
Tel: (+99 897) 7154582
Fax: (+99 871) 1206791
E-mail: esipov@xnet.uz

Mr. Anthony Dancer
Administrative Assistant
Saiga Conservation Alliance
12 Dover Mansions
Canterbury Crescent
London, SW9 7QF
United Kingdom
Tel: (+44 7968) 836451
E-mail: anthony.dancer09@imperial.ac.uk

UNDP Kazakhstan

Mr. Assylkhan Assylbekov
Project Manager
Steppe Conservation and Management Project
UNDP Kazakhstan
5, Imanbayeva str., office No.210
010000, Astana
Republic of Kazakhstan
Tel/fax: (+7 7172) 974370 / 974371
E-mail: assylkhan.assylbekov@undp.org

Wildlife Conservation Society

Dr. Amanda Fine
Mongolia Country Program Director
Wildlife Conservation Society
P.O. Box 485, Post Office 38
Ulaanbaatar 211238
Mongolia
Tel: (+976 11) 232 719
Fax: (+976 11) 331 310
Email: afine@wcs.org

Mr. Zhang Guihong
South China Program Manager
Wildlife Conservation Society
Room 603, Xinggangxilu 105
Haizhu District, Guangzhou, 510260
P.R. China
Tel: (+86 135) 8710 8726
Fax: (+86 20) 8419 2353
E-mail: gzhang@wcs.org

Dr. Damien Joly
Associate Director
Wildlife Health Monitoring and Epidemiology
Wildlife Conservation Society
900 Fifth Street, Building 373
Nanaimo BC
Canada V9R 5S5
Tel: (+1 917) 512 2890
Fax: (+1 250) 483 6475
E-mail: djoly@wcs.org

Ms. Naymtseren Odonchimeg
Wildlife trade specialist
WCS Mongolia CO
Amar str-3
'Internom' Bookstore Building, Room # 305
Ulaanbaatar
Mongolia
Tel: (+976 11) 323719
Fax: (+976 11) 331310
E-mail: nodonchimneg@wcs.org

Ms. Enkhtuvshin Shiilegdamba
Veterinary Epidemiologist
Wildlife Conservation Society Mongolia
Country Program
P.O. Box 485, Post Office 38
Ulaanbaatar 15141
Mongolia
Tel: (+976 11) 323719
Fax: (+976 11) 331310
E-mail: eshiilegdamba@wcs.org

Mr. Martin Gilbert
Associate Director - Asia, Global Health
Program
Wildlife Conservation Society
2300 Southern Blvd
Bronx NY 10460
United States of America
Tel: (+1 718) 220 5892
E-mail: mgilbert@wcs.org

Mr. Kirk Olson
Specialist
Wildlife Conservation Society

WWF Mongolia

Mr. Yondon Onon
Biodiversity Programme Manager
WWF Mongolia, Programme Office
8th Khoroo, Sukhbaatar District
Amar street-4
PO-20a, Box-115
Ulaanbaatar-210620A
Mongolia

Mr. Buyanaa Chimeddorj
Species Officer
WWF Mongolia, Programme Office
8th Khoroo, Sukhbaatar District
Amar street-4, PO-20a, Box-115
Ulaanbaatar-210620A
Mongolia
Tel: (+976 11) 311 659
Fax: (+976 11) 310 237
E-mail: chimeddorj@wwf.mn

Mr. Damdindorj Tseveenravdan
Director of Altai Sayan Field Office
WWF Mongolia
Khovd city, Khovd province
Mongolia

Mr. Ochirjav Munkhtogtokh
Conservation officer of Altai
Sayan Field Office
WWF Mongolia
Khovd city, Khovd province
Mongolia

Other Organizations and Institutions

Association of Hunters, Mongolia

Mr. R. Adiya
Director of Association of Hunters
Ulaanbaatar
Mongolia

Mr. Ganbat Olonbaatar
Specialist, Nature, Environment and Tourism
agency in Gobi-Altai province
Altai city
Gobi-Altai province
Mongolia

Association of Professional Hunters

Mr. Kh. Badam
Secretariat of Association of Professional
Hunters
Ulaanbaatar
Mongolia

Mr. Tsedev Tsetsegmaa
Specialist of Education and Culture
Department of Gobi-Altai province
Altai city
Gobi-Altai Province
Mongolia

CITES Management Authority of Mongolia

Mr. Chuluunbaatar Enkhtuul
Secretariat of CITES Management Authority
of Mongolia
Ulaanbaatar
Mongolia

Mr. Shar Munkhbat
"Bayan burgas" Herder Community Group
Darvi Soum
Gobi-Altai province
Mongolia

Gobi-Altai aimag, Mongolia

Mr. Luvsansharav Tuvd
Director of Nature, Environment and Tourism
agency in Gobi-Altai province
Altai city
Gobi-Altai province
Mongolia

Mr. Batsuren Ariunbold
"Khuren gol" Herder Community Group
Togrog Soum
Gobi-Altai province
Mongolia

Mr. Byamba Jamts
Ranger of Khukhmorit Soum
Gobi-Altai province
Mongolia

Mr. Tsegmid Buyanbat
Ranger of Sharga National Park
Darvi Soum
Gobi-Altai province
Mongolia

Mr. B. Shinebayar
Representative of Citizen Khural of Tugrug
Soum
Gobi-Altai province
Mongolia

Mr. Galsanchoimbol Bilegsaikhan
Inspector of Specialist Agency
Altai city
Gobi-Altai province
Mongolia

Khovd Aimag, Mongolia

Mr. S. Orostogoo
Director
Police Agency of Khovd Province
Khovd city
Khovd province
Mongolia

Mr. Sharav Gantulga
Inspector of Irves-3 Mobile-antipoaching Unit
Khovd city, Khovd province
Mongolia

Mongolian Academy of Sciences

Mr. Sandui Dulamtseren
Wildlife Biologist
Institute of Biology
Mongolian Academy of Sciences
Ulaanbaatar
Mongolia

Mr. Galsandorj Naranbaatar
Wildlife Biologist
Institute of Biology
Mongolian Academy of Sciences
Ulaanbaatar
Mongolia

Mr. Bayarbaatar Buuveibaatar
Wildlife Biologist
Institute of Biology
Mongolian Academy of Sciences
Ulaanbaatar
Mongolia

National Committee for Rare Species Conservation, Mongolia

Mr. Ochir Dorjraa
Director of National Committee for Rare
Species Conservation
Ulaanbaatar
Mongolia

National University of Mongolia

Mr. Ravchig Samiya
Department of Zoology
National University of Mongolia
Ulaanbaatar
Mongolia

Mr. Setev Shar
Department of Zoology
National University of Mongolia
Ulaanbaatar
Mongolia

Mr. Bazartseren Boldgiv
Department of Ecology
National University of Mongolia
Ulaanbaatar
Mongolia

Russian Committee for the UNESCO Program on MAB

Dr. Valery M. Neronov
Deputy Chair
Russian Committee for the UNESCO program
on Man and the Biosphere
41 Vavilov Street
Moscow, 117312
Russian Federation
Tel: (+7 499) 724 2620 / 724 2515
Tel/Fax: (+7 499) 124 7932
E-mail: rusmabcom@gmail.com

Dr. Anna Lushchekina
Leading Researcher
Institute of Ecology and Evolution, RAS
41 Vavilov Street
Moscow, 117312
Russian Federation
Tel.: (+ 7 499) 724 2515
Fax: (+ 7 499) 124 7932
E-mail: rusmabcom@gmail.com

State Custom Agency, Mongolia

Mr. D. Dovchinsuren
Director
State Custom Agency of Mongolia
Ulaanbaatar
Mongolia

Mr. B. Ichinkhorloo
Senior Specialist
State Custom Agency of Mongolia
Ulaanbaatar
Mongolia

Tottori University, Japan

Dr. Ito Takehiko
Assistant Professor
Arid Land Research Center
Tottori University
Hamasaka 1390
Tottori, 680-0001
Japan
Tel. & fax: (+81 587) 21 7034
E-mail: ito@alrc.tottori-u.ac.jp

UNEP/GEF Russia

Mr. Ilya Smelyansky
Main Technical Consultant
UNEP/GEF Project on Steppe protected areas
of Russia
NGO Siberian Environmental Center
P.O. Box 547 Novosibirsk
630090 Russian Federation
Tel: (+7 383) 3630059
E-mail: oppia@yandex.ru

World Agroforestry Centre

Dr. Michael Northon-Griffiths
Senior Research Fellow
World Agroforestry Centre
UN Avenue, Gigiri, P.O. Box 30677
00100 Nairobi
Kenya
Tel: (+254 20) 7224714
Fax: (+254 20) 7224000
E-mail: m.norton-griffiths@cigiar.org;
mng5939@gmail.com

Secretariat

Dr. Marco Barbieri
Agreements Officer
UNEP/CMS Secretariat
United Nations Campus
Herman-Ehlers-Str. 10
53113 Bonn
Germany
Tel: (+49 228) 815 2424
Fax: (+49 228) 815 2449
E-mail: mbarbieri@cms.int

Dr. Aline Kuehl
Associate Technical Officer
UNEP/CMS Secretariat
United Nations Campus
Herman-Ehlers-Str. 10
53113 Bonn
Germany
Tel.: (+49 228) 815 2436
Fax: (+49 228) 815 2449
E-mail: akuehl@cms.in