



**Joint CMS-CITES Technical Workshop
under the MOU Concerning Conservation,
Restoration and Sustainable Use of the
Saiga Antelope**

1-4 April, 2019
Vilm, Germany

**CoP18 and
amendments to the
CITES Appendices**



Tom De Meulenaer
Chief, Scientific Services
CITES Secretariat



Trade must be *responsible*: **Legal, sustainable, traceable**

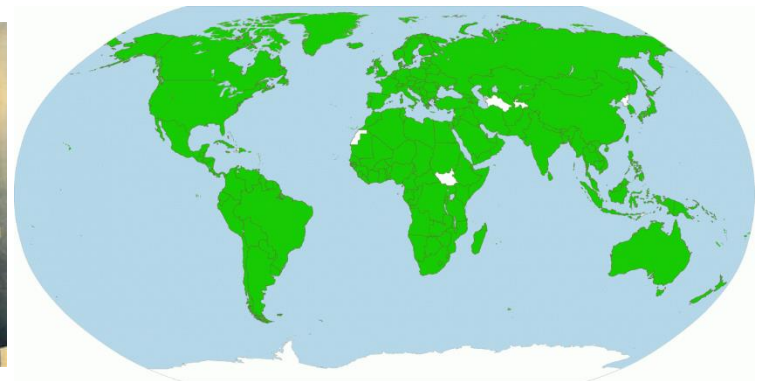
Legal and sustainable international trade can be beneficial for conservation of wild species, livelihoods, economies...



...illegal or unsustainable international trade can pose serious risks to biodiversity, people and businesses

What is CITES?

- Convention on International Trade in Endangered Species of Wild Fauna and Flora (signed in 1973, in force since 1975)
- It aims to ensure that international trade in specimens of wild animals and plants does not threaten their survival
- It covers more than 37,000 species of plants and animals
- 183 member countries to date



CITES Structure

Conference of the Parties

Main decision making body

183 Countries (Parties)

Standing Committee

Represents the CoP intersessionally

Reports to CoP

Scientific Committees

Provides scientific and technical advice to the CoP

Reports to CoP

Secretariat

- Organizes CoP meetings
- Performs any task the CoP mandates

Animals Committee

Plants Committee



Compliance: The “teeth” of CITES



The Standing Committee can apply certain compliance measures in relation to:

- unsustainable levels of trade (significant trade)
- a failure to submit annual reports
- inadequate national legislation
- a persistent failure to implement the Convention effectively (compliance and enforcement - Article XIII)

Worst case scenario?



TRADE SUSPENSION

In some cases, at a country-wide level



CITES Appendices

Trade regulations tailored according to species conservation needs

Appendix I

@1,000 spp.

- Species threatened with extinction
- Trade in specimens of these species is permitted only in exceptional circumstances (non-commercial purposes)



Appendix II

@35,000 spp.

- Species not necessarily threatened with extinction, but trade must be regulated to avoid unsustainable use
- “Look-alike” species
- Trade permitted but controlled



Appendix III

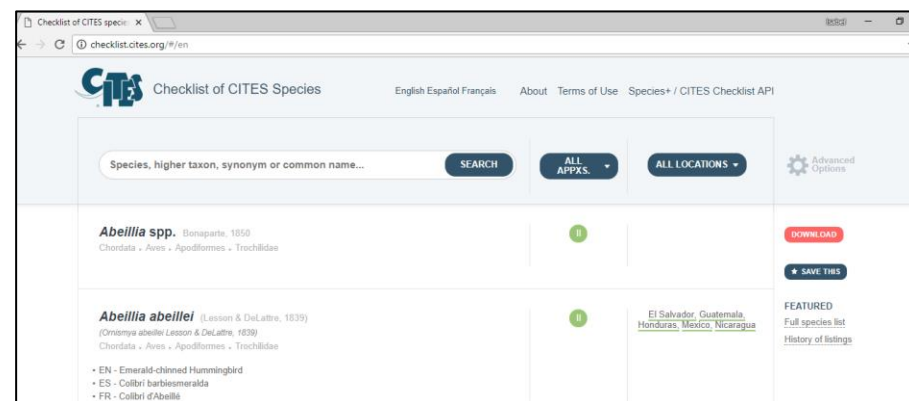
@200 spp.

- Species protected in at least one country, which has asked other CITES Parties for assistance in its controlling the trade
- Trade permitted but controlled



Are the species of your interest listed in the Appendices?

- Consult the Appendices:
 - cites.org/eng/app/appendices.php
 - CITES Checklist: checklist.cites.org/
 - Species+: www.speciesplus.net/



What are the trade volumes and trends of the CITES-species of your interest?

- CITES Trade Database:
https://trade.cites.org/es/cites_trade
- Guide for CITES Trade Database:
[https://trade.cites.org/cites_trade_guidelines/en-CITES Trade Database Guide.pdf](https://trade.cites.org/cites_trade_guidelines/en-CITES%20Trade%20Database%20Guide.pdf)





18th meeting of the CoP

Colombo (Sri Lanka)

23 May to 3 June, 2019

- **107 agenda items and 56* amendment proposals**
 - **As of 30th March 2019.*
- **The most content-rich CoP in CITES history**
- **Get involved!**
 - Visit: <https://www.cites.org/> and <http://citescop18.gov.lk/>

Amending the Appendices

- Any Party may propose an amendment to Appendix I or II for consideration at the next meeting of the Conference of the Parties
- The text of the proposed amendment shall be communicated to the Secretariat **at least 150 days before the meeting**
- The Secretariat shall consult the other Parties and interested bodies on the amendment... and shall communicate the response to all Parties not later than 30 days before the meeting

Article XV

Amending the Appendices

- Amendments shall be adopted by a two-thirds majority of Parties present and voting
- Amendments adopted at a meeting shall enter into force 90 days after that meeting for all Parties, except those which make a reservation

Article XV

CoP18 amendment proposals for fauna:

Usual suspects, newcomers, and zombies



- Parties have brought forward proposals that will seek to either modify CITES regulations for animals already listed in the Appendices, or to add new species to them
- In the case of new species, it is crucial to pave the way towards the development of science-sound NDFs
- The wider CITES community plays a key role in this process

CoP18 amendment proposals for flora: *Rosewood and other high-value tropical trees will be the belles of the ball*

Food for thought in preparation for CoP18

- *How can range States of precious tree species ensure sustainable harvest practices, and engage with key industries (furniture and musical instruments)?*
- *How can we translate the in situ conservation, harvest and production of these precious trees into long-term reliable livelihoods for local communities?*



SO...YOU WANT TO AMEND THE APPENDICES?



Get acquainted with Resolution Conf. 9.24 (Rev. CoP17)

Conf. 9.24 (Rev. CoP17)*

Criteria for amendment of Appendices I and II

RECALLING that Resolution Conf. 9.24 (Rev. CoP17), adopted by the Conference of the Parties at its ninth meeting (Fort Lauderdale, 1994), recommended that the text and the Annexes of that Resolution be fully reviewed before the 12th meeting of the Conference of the Parties with regard to the scientific validity of the criteria, definitions, notes and guidelines, and to their applicability to different groups of organisms;

RECALLING that, at its 12th meeting (Santiago, 2002), the Conference of the Parties approved procedures for this review, laid down in Decision 12.97¹;

CONSIDERING the fundamental principles in paragraphs 1 and 2 of Article II of the Convention, which specify the species to be included in Appendices I and II;

RECOGNIZING that, to qualify for inclusion in Appendix I, a species must meet biological and trade criteria;

RECALLING that Article II, paragraph 2 (a), provides for the inclusion of species that may become threatened with extinction in Appendix II, in order to avoid utilization incompatible with their survival;

RECOGNIZING that, for the proper implementation of this provision, it is necessary to adopt appropriate criteria, considering both biological and trade factors;

Resolution Conf. 9.24 (Rev. CoP17)

Appendix I Criteria

A species is considered to be threatened with extinction if it meets, or is likely to meet, **at least one** of the following criteria:

Criterion A

Small wild populations

characterized by **at least one** of the following:

- Observed, inferred or projected decline
- Very small subpopulations
- Geographical concentration of one or more life-history phases
- Fluctuations in population size
- High vulnerability to intrinsic or extrinsic factors

Criterion B

Restricted distribution

characterized by **at least one** of the following:

- Fragmentation
- Fluctuation of area of distribution of subpopulations
- High vulnerability to intrinsic or extrinsic factors
- Decrease in distribution, habitat, recruitment, etc.

Criterion C

Marked decline in wild population

which has been **either**:

- Observed as ongoing or as having occurred in the past (but with a potential to resume)
- Inferred or projected on the basis of: decrease in quality of habitat; levels or patterns of exploitation; a high vulnerability to either intrinsic or extrinsic factors; or a decreasing recruitment

Criteria must be read in conjunction with definitions, explanations and guidelines in Annex 5

Definitions

Small wild population

- The judgement that a wild population is small is **taxon-specific** and can be justified by a number of considerations, for example the population of a related taxonomic group.
- For some low-productivity species where data exist to make an estimate, a figure of **less than 5,000 individuals** has been found to be an appropriate guideline (not a threshold) of what constitutes a small wild population, but the number could be higher for higher productivity species.
- However, this figure is presented only as an example, since it is impossible to give numerical values that are applicable to all taxa. There will be many cases where this numerical guideline does not apply.

Resolution Conf. 9.24 (Rev. CoP17), Annex 5

Definitions

Decline

- The judgement that a decline is marked is **taxon-specific** and can be justified by a number of considerations, for example the population dynamics of a related taxonomic group.
- A general guideline for **a marked historical extent of decline** is a percentage **decline to 5%-30% of the baseline**, depending on the biology and productivity of the species.
- A general guideline for **a marked recent rate of decline** is a percentage **decline of 50% or more in the last 10 years or three generations**, whichever is the longer. If the population is small, a percentage decline of 20% or more in the last 5 years or 2 generations (whichever is the longer) may be more appropriate.
- However, these figures are presented only as examples, since it is impossible to give numerical values that are applicable to all taxa because of differences in their biology.

Special cases

Split-listing

- Listing of a species in more than one Appendix **should be avoided** in general in view of the enforcement problems it creates.
- When split-listing does occur, this should **generally be on the basis of national or regional populations, rather than subspecies**. Split-listings that place some populations of a species in the Appendices, and the rest outside the Appendices, should normally not be permitted.
- Taxonomic names below the species level should not be used in the Appendices **unless the taxon in question is highly distinctive** and the use of the name would not give rise to enforcement problems.

Resolution Conf. 9.24 (Rev. CoP17), Annex 3

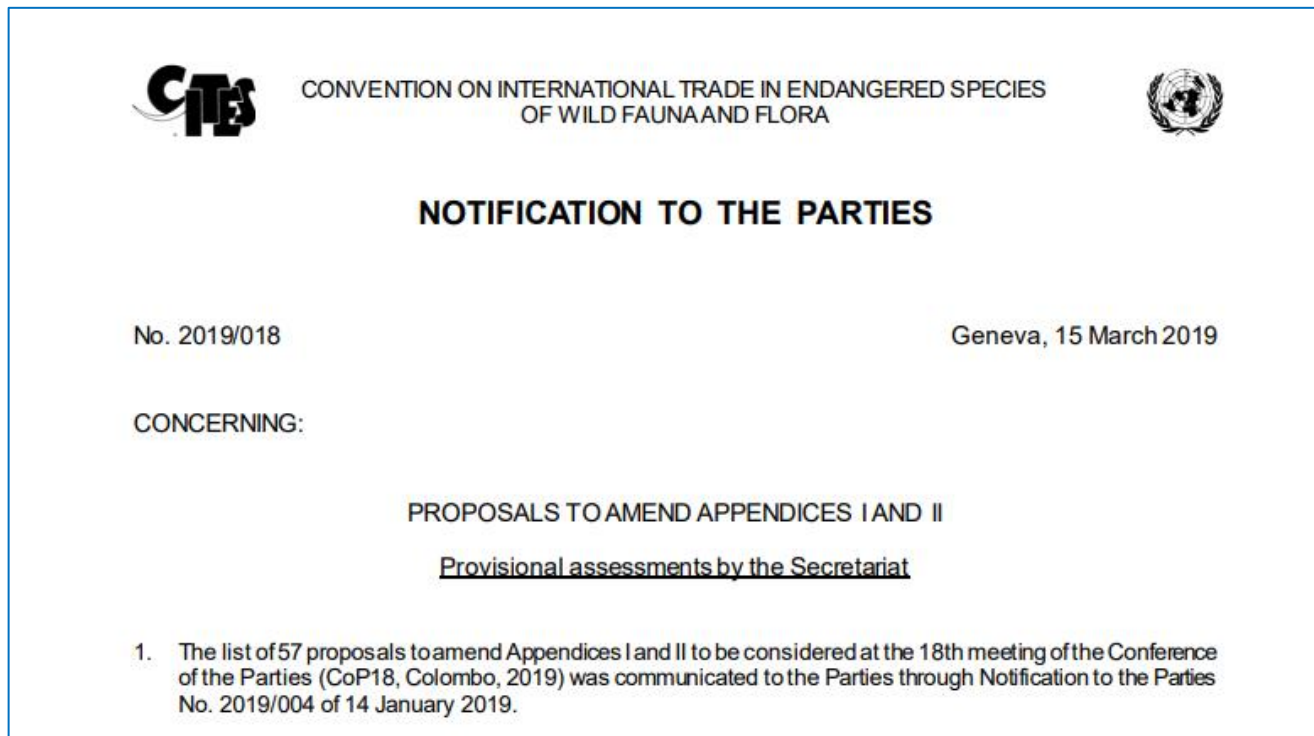
Amendment criteria

- *RESOLVES that, by virtue of the precautionary approach and in case of uncertainty regarding the status of a species or the impact of trade on the conservation of a species, **the Parties shall act in the best interest of the conservation of the species concerned** and, when considering proposals to amend Appendix I or II, **adopt measures that are proportionate to the anticipated risks to the species***

Resolution Conf. 9.24 (Rev. CoP17)

Secretariat's diagnosis of CoP18 proposals

- *Provisional* assessments available at:
<https://www.cites.org/sites/default/files/notif/E-Notif-2019-018.pdf>
- **Stay tuned.** *Final* assessments to be published mid-April 2019.



Proposal 2: *Saiga tatarica* – Transfer from Appendix II to Appendix I

	I	Appendices II	III
FAUN A (ANIMALS) PHYLUM CHORDATA CLASS MAMMALIA (MAMMALS)			
ARTIODACTYLA			
Bovidae Antelopes, cattle, duikers, gazelles, goats, sheep, etc.			
		<i>Saiga borealis</i>	
		<i>Saiga tatarica</i>	

Proposal 2: *Saiga tatarica* – Transfer from Appendix II to Appendix I

CITES background

- *Saiga tatarica* include in CITES Appendix II since 1995 (in original proposal referred to as *S. t. tatarica* and *S. t. mongolica*)
- CoP14 (2007) – adoption of Wilson, D.E. & Reeder, D.M (ed.) (2005) as principal taxonomic reference for all Mammalia: *Saiga tatarica* and *Saiga borealis*
- Saiga antelope (*Saiga* spp.) subject of dedicated CoP decisions since CoP13 (2004) in context of collaboration with CMS
- Numerous documents and reports on saiga antelope to Standing Committee and Conference of the Parties (cfr. SC70, Sochi, October 2018; CoP17, Johannesburg, 2016)

Proposal 2: *Saiga tatarica* – Transfer from Appendix II to Appendix I

Purpose and impact of the proposal if adopted

- *Saiga tatarica* [Kazakhstan, Russian Federation, Turkmenistan, Uzbekistan] in Appendix I; trade regulated in accordance with Article III
- *Saiga borealis* [Mongolia] remains in Appendix II; trade regulated in accordance with Article IV
- Breeding operations of *S. tatarica* wishing to commercially trade need to be registered with the Secretariat [Resolution Conf. 12.10 (Rev. CoP15)]
 - Proposal is for transfer from Appendix II to Appendix I of *S. tatarica* only, although supporting statement includes some information on *S. borealis*
 - Supporting statement seems developed without taking account of long-standing CITES standard taxonomic reference for *Saiga*, or advice from nomenclature specialist of the Animals Committee
 - Extending the scope of the proposal to “*Saiga* spp.” or to “*Saiga tatarica* and *S. borealis*” would be against Rule 24, paragraph 2 of the Rules of Procedure of the Conference of the Parties

Proposal 2: Saiga tatarica – Transfer from Appendix II to Appendix I

Compliance with listing criteria

- Proposal made in accordance with Resolution Conf. 9.24 (Rev. CoP17), Annex 1, Paragraph C (*'A marked decline in the population size in the wild'*)
- Supporting statement indicates that wild population of *Saiga tatarica* is not small (criterion A), or has a restricted area of distribution (criterion B).
 - *Saiga tatarica* populations estimated in 2017 at 152,600 (51,700 in Betpak-Dala; 2,700 in Ustyurt; 98,200 in Ural population), and 4,000-8,000 in Russian Federation
- For criterion C, it is unclear from the data presented if *Saiga tatarica* underwent a 'marked decline' in its population size in the wild over the last ten years.
 - Sudden reductions due to disease, and quick recoveries thereafter, seem to significantly impact trends; proponents point out that saiga antelopes can rebound quickly due to unusually high birth rates
 - Populations indicated to have increased after mass die-offs in 2015 (+40% in KZ)

Proposal 2: *Saiga tatarica* – Transfer from Appendix II to Appendix I

Compliance with listing criteria

- Section 6 of the supporting statement does not contain much recent information on legal or illegal trade in specimens of *Saiga* spp.
- Little or no mention of CITES reports or activities [incl. recent trade information contained in document SC70 Doc. 58, October 2018]
- Reference to illegal trade whereby “newly hunted saiga are laundered through stockpiles”, but with limited substantiation; in their reports for SC70, the major saiga consumer and trading countries (China and Hong Kong SAR, Japan, Malaysia, Singapore, and Viet Nam) did not suggest any particular difficulties or challenges in regulating trade in saiga specimens

Proposal 2: *Saiga tatarica* – Transfer from Appendix II to Appendix I

Additional considerations (including relevant CoP recommendations)

- The proponents claim that “inclusion of this species on CITES Appendix I will help ensure that international trade for primarily commercial purposes will not contribute to further declines, and will help range, transit, and importing Parties combat any illegal trade whereby newly hunted saiga are laundered through stockpiles.”
- However, current Appendix II-listing of *Saiga tatarica* already provides all necessary measures for addressing these concerns; implementation seems relatively effective and successful, as reported at SC70. It is therefore unclear what additional conservation or management benefits the proponents expect from the inclusion of the species in Appendix I.
- Unclear from section 10 (Consultations) if the proponents consulted the four range States of *Saiga tatarica* about the proposal
- Implementation of draft decisions in document CoP18 Doc. 86 on *Saiga antelope* (*Saiga* spp.), focusing on collaboration amongst range and consumer countries on saiga conservation and trade, and implementation of MTIWP, would seem to comprehensively address concerns expressed by the proponents, and may be proportionate to the anticipated risk to the species

Proposal 2: *Saiga tatarica* – Transfer from Appendix II to Appendix I

Provisional conclusions

- Based on the information presented in the supporting statement, it appears that:
 - the global population of *Saiga tatarica* is not small
 - the area of distribution of the species is relatively extensive
 - *Saiga tatarica* may not have undergone a marked decline in size in the wild, noting that the available information suggests that the species is increasing
- The supporting statement provides limited (recent) information on legal or illegal trade in specimens of *Saiga tatarica*
- It is not made clear why the current provisions applicable to the species under Appendix II would not suffice to address concerns relating to illegal international trade

Thank you!



tom.demeulenaer@un.org