



**MEDIUM TERM INTERNATIONAL WORK PROGRAMME FOR THE SAIGA ANTELOPE (2007-2011):
REPORT OF THE CITES SECRETARIAT FOR THE PERIOD OCTOBER 2006 – AUGUST 2010**

*Document submitted by the Secretariat of the Convention on International Trade in Endangered
Species of Wild Fauna and Flora (CITES)*

BACKGROUND

1. The saiga antelope *Saiga tatarica* was included in CITES Appendix II on 16 February 1995. Inclusion in that Appendix means that the species is not necessarily now threatened with extinction, but may become so unless trade in specimens of the species is subject to strict regulation in order to avoid utilization incompatible with its survival. At that time, two subspecies of *Saiga tatarica* were recognized by CITES: *Saiga tatarica mongolica* from Mongolia and *Saiga tatarica tatarica* from the rest of the range of the species. Following recommendations from their respective scientific committees, the Parties to CITES (in 2007) and to CMS (in 2008) decided to adopt the standard nomenclatural reference “Wilson, D. E. & Reeder, D. M. (ed.) (2005): *Mammal Species of the World*. A Taxonomic and Geographic Reference, 3rd edition, John Hopkins University Press” for terrestrial mammals and thus to use the names *Saiga borealis* for the saiga antelopes of Mongolia and *Saiga tatarica* for animals from the rest of the range.
2. In 2002, the Secretariats of CITES and CMS signed a [Memorandum of Understanding](#) to maximize synergy and avoid duplication in their work. Since 2005 they have also established a [list of joint activities](#) whose implementation is overseen by the respective CITES and CMS Standing Committees. Saiga antelopes have always featured on this list. For this reason the CITES Secretariat took a very active part in organizing and facilitating the first meeting of the signatories to the Memorandum of Understanding concerning conservation, restoration and sustainable use of the saiga antelope (*Saiga tatarica tatarica*), [CMS saiga MoU], held in Almaty, Kazakhstan, in September 2006. Since that time the CITES Secretariat has continued to promote the CMS saiga MoU within the CITES community and to support the CMS Secretariat in this regard, for instance at the present meeting.

ACTIVITIES BY THE CITES SECRETARIAT AND PARTIES

3. At the 54th meeting of the CITES Standing Committee (SC54, Geneva, October 2006), the Secretariat submitted document [SC54 Doc. 29](#), in which it reported on progress in the implementation of saiga-related Decisions adopted by the Conference of the Parties to CITES. One of these Decisions concerned stockpiles of saiga parts and derivatives in important consumer and trading countries and the steps that these countries were taking to control any legal and illegal trade in parts and derivatives. On this occasion the delegation of the Republic of Korea asked for the following statement to be recorded:

Thank you Mr Chairman,

On behalf of the Korean Government, I would like to make a brief report to the Standing Committee on Korea's implementation efforts concerning Decision 13.27.

Firstly, let me inform this committee that Korea's CITES Management Authorities are the Korea Food and Drug Administration (KFDA) and the Ministry of Environment. The former controls plant and animal medicine and the latter other general items.

Secondly, regarding the recent statistics on the trade of Saiga antelope in Korea, I would like to inform the Committee that the import of Saiga tatarica amounted to 90 in 2004, but dropped to 17 in 2005, and exports similarly dropped in the same period from 65 to 19.

All of the Saiga tatarica imported to Korea is used in medical supplies. In particular, Saiga antelope is raw material for a herbal medicine called 'Uhwangchungsimwon', which is known to be effective in healing cerebral apoplexy, high blood pressure and difficulty in breathing. Saiga tatarica is distributed in the form of a finished pharmaceutical product, namely as Uhwangchungsimwon, rather than being kept and distributed as horns.

The Korea Natural Drug Standards, which sets standards for oriental medicine, identifies Gazella subgutturosa and Saiga tatarica as having antelopes as their origin, and Saiga tatarica is managed as a CITES species. To better protect the Saiga antelope, Korea believes it is important to use Gazella subgutturosa as the raw material for the medicine replacing Saiga tatarica. To this end, sustained public education and other efforts are being undertaken by the Korean Management Authorities.

Thirdly, for the period of 2002 to 2005, there were no cases of illegal transactions of Saiga tatarica reported at the Customs and other places. I believe that these positive trends are largely due to the provision in the 'Pharmaceutical Affairs Act' that stipulates imprisonment or a fine for persons who import/export CITES species without authorization. Additionally, there are strict controls in place on illegal transactions of CITES species in the 'Korean Customs Act' and the 'Act on Aggravated Penalties for Specified Offences'. Building on those developments, the Korean Government will step up its law implementation and enforcement efforts.

Finally, Mr Chairman, let me conclude by expressing my Government's firm commitment to the conservation of Saiga antelope and the implementation of the CITES decision. To this end, the Korean Government will work closely together with the CITES Secretariat and other related international organizations.

Thank you.

SC54 requested further reports on stockpiles and the implementation of Decision 13.27, were requested from Japan, the Republic of Korea, the Russian Federation and Singapore in time for the 14th meeting of the Conference of the Parties (CoP14, The Hague, 2007). SC54 urged the Russian Federation to sign the CMS saiga MoU as soon as possible. It encouraged all range States of *Saiga tatarica* and relevant Parties to fully implement the *Medium-Term International Work Programme* adopted at the First Meeting of the Signatories to the Memorandum. It also agreed to change its earlier recommendation to Parties not to accept imports of specimens of *Saiga tatarica* from Kazakhstan and the Russian Federation, in order to allow the export from these two range States of live specimens from breeding facilities for conservation purposes.

4. At the 55th meeting of the Standing Committee (SC55, The Hague, June 2007), held immediately before CoP14, the Secretariat summarized the information contained in document [CoP14 Doc. 56](#). It noted that excellent progress had been made in implementing the nine Decisions on this subject adopted at CoP13. The Committee noted the report.
5. At CoP14, the Secretariat presented document CoP14 Doc. 56 and recommended that a suite of decisions be adopted by the Conference of the Parties. The Conference adopted the following decisions on saiga antelope by consensus:

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

- 14.91 *All range States of Saiga tatarica should fully implement the measures directed to them that are contained in the Medium-Term International Work Programme for the saiga antelope (2007-2011), developed in support of the Memorandum of Understanding (MoU) concerning 'Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga tatarica tatarica)' and its Saiga Action Plan.*
- 14.92 *The Russian Federation should, as soon as possible, sign the MoU concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga tatarica tatarica) and implement its Saiga Action Plan.*
- 14.93 *All range States of Saiga tatarica should provide information on the measures and activities they undertook to implement the Medium-Term International Work Programme for the saiga antelope (2007-2011) in their biennial reports for the periods 2007-2008 and 2009-2010.*

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

- 14.94 *Important consumer and trading States of saiga parts and derivatives are encouraged to collaborate among each other in managing and controlling trade in saiga antelope, and should take into consideration the recommendations formulated in Trade in saiga antelope horns and other parts: an overview of recent global trade trends and conservation aspects with a focus on market demand in Southeast Asia (Annex 6 to document CoP14 Doc. 56), particularly those relating to:*
- a) *the development of coherent policies and procedures for the disposal of confiscated saiga parts and derivatives;*
 - b) *the registration and marking of saiga parts and derivatives that are kept in government or private ownership, regular monitoring of such stockpiles, and the adoption of a labeling system for products containing saiga specimens;*
 - c) *the reduction of the overall consumption of saiga parts and derivatives in close cooperation with medicine manufacturers and communities using traditional Asian medicine, e.g. by restricting the varieties of patent medicines that are allowed to contain saiga horn, researching and promoting appropriate substitutes for the saiga horn, and confining the prescription of medicines containing saiga horn to the most essential treatments; and*
 - d) *the improvement of trade controls on China's borders with Kazakhstan, the Russian Federation and Mongolia by providing training and promoting the exchange of enforcement-related information amongst relevant authorities, and controls of trade to and from saiga-trading countries.*
- 14.95 *Important consumer and trading States of saiga parts and derivatives should provide information on their implementation of Decision 14.94 in their biennial reports for the periods 2007-2008 and 2009-2010.*

Directed to Parties and others

- 14.96 *Donor Parties, aid agencies, businesses using and producing saiga products, and intergovernmental and non-governmental organizations are urged to assist all range States and consumer countries in any way possible with the conservation of the saiga antelope, particularly by focusing funding, resources and expertise on the measures specified in the Medium-Term International Work Programme for the saiga antelope (2007-2011), developed in support of the Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga tatarica tatarica) and its Saiga Action Plan.*

Directed to the Secretariat

- 14.97 *The Secretariat shall:*
- a) *cooperate with the Secretariat of the Convention on the Conservation of Migratory Species of Wild Animals on issues pertaining to the saiga antelope, including:*
 - i) *the implementation of the Medium-Term International Work Programme for the Saiga antelope (2007-2011);*
 - ii) *the organization of the second meeting of the signatories to the Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use*

of the *Saiga Antelope* (*Saiga tatarica tatarica*), scheduled to take place in 2008;

iii) *facilitating collaboration between the range States of the saiga antelope and major consumer Parties; and*

iv) *securing support for implementing the Medium-Term International Work Programme inter alia by exploring possibilities to establish an enabling mechanism to use funds from the traditional Asian medicine industry for in situ conservation of the saiga antelope; and*

b) *report on the implementation of Decisions 14.91 to 14.97, including a written summary of the information contained in biennial reports from relevant Parties, for consideration at the 15th meeting of the Conference of the Parties, and recommend appropriate actions.*

6. At its 23rd meeting (AC23, Geneva, April 2008), the CITES Animals Committee decided that, on the basis of recorded trade levels and information available to it, export of *Saiga tatarica* specimens did not at that time appear to be detrimental to the survival of the species. The Committee requested the Secretariat to correspond with China in order to clarify some specific questions about its trade in *Saiga tatarica* (permit category, size of stocks, origin of stocks). The Chinese CITES authorities advised the Secretariat in a letter dated 29 October 2008 that their responsible bodies had issued notifications asking companies with stocks of saiga parts and derivatives to report the stock size and source. Companies were requested to register and file this information, and to package and keep the stocks in a standardized way. Medicines made from saiga horn were all labelled which, in the view of the Chinese authorities, effectively controls the protection of the species and the management of medicine production. The Chinese CITES Management Authority confirmed that many of the exports of saiga horn that they had recorded during the period 2003-2007 were in fact re-exports of material which had been imported from other countries. In October 2008, the Chinese CITES Management Authority was in communication with the competent wildlife authority to reach a consensus on the permit type to be used in such instances.

7. Concerning implementation of the Decisions mentioned in paragraph 5 above:

Regarding Decision 14.92

The Russian Federation signed the CMS saiga MoU on 25 June 2009.

Regarding Decision 14.93

The information on the measures and activities of the range States to implement the *Medium-Term International Work Programme* is to be provided in their biennial reports for the periods 2007-2008 and 2009-2010. At the time of preparation of the present document, the biennial reports for the period 2007-2008 had not yet been submitted by the States concerned.

Regarding Decisions 14.94 and 14.95

In collaboration with the UNEP World Conservation Monitoring Centre, the Secretariat identified China, Japan, Kazakhstan, Malaysia, the Russian Federation, the Republic of Korea and Singapore as the most important consumer and trading countries of saiga parts and derivatives. Information on the past status of stockpiles of horn of *Saiga tatarica* and controls of legal and illegal trade in parts and derivatives thereof had summarized in Annex 2 to document [CoP14 Doc. 56](#). It is expected that the implementation of this Decision will be reported in the 2007-2008 and 2009-2010 biennial reports from the relevant Parties but at the time of writing, these had not yet been received.

Regarding Decision 14.97

The CITES Secretariat maintained close contact with the CMS Secretariat between the 14th and 15th meetings of the Conference of the Parties to CITES and offered its cooperation on the themes identified in Decision 14.97 a) and in the preparation of the present meeting.

8. In 1999, having become concerned about the sustainability of export of *Saiga tatarica* from Kazakhstan and the Russian Federation, the CITES Animals Committee made recommendations to these two States concerning the trade in specimens of the species. As these were not complied with, in 2001, the CITES Standing Committee recommended to all Parties that no imports of specimens of this species be accepted from Kazakhstan and Russian Federation. This action led to bilateral discussions with countries concerned. It prompted the Russian Federation to propose a workshop which was held in Elista, Republic of Kalmykia, Russian Federation from 5-10 May 2002. [This workshop drafted what went on to become the CMS saiga MoU](#). In time, the action of the CITES Standing Committee led to both States suspending the export of specimens of *Saiga tatarica*. The CITES Standing Committee reviewed this matter at its 59th meeting (Doha, March 2010) and [concluded](#) that in view of these developments and the lack of trade in recent years, it should lift its recommendation to suspend trade, but that if either State wished to resume export of specimens of this species, it should advise the CITES Secretariat of the measures it has taken to comply with the recommendations of the 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.
9. The CITES Secretariat reported on activities related to saiga antelope at the 15th meeting of the Conference of the Parties (CoP15, Doha, March 2010) in document [CoP15 Doc. 47](#). The Secretariat proposed that most of the provisions of the earlier Decisions detailed in paragraph 5 be continued, with or without revision, for the period between CoP15 and CoP16 (2013). The continued and revised Decisions of the Conference of the Parties to CITES are shown below:

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

14.91 *All range States of Saiga tatarica should fully implement the measures directed to them that are contained in the Medium-Term International Work Programme for the saiga antelope (2007-2011), developed in support of the Memorandum of Understanding (MoU) concerning 'Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga tatarica tatarica)' and its Saiga Action Plan.*

14.93 (Rev. CoP15)

All range States of Saiga tatarica should provide information on the measures and activities they undertook to implement the Medium-Term International Work Programme for the saiga antelope (2007-2011) in their biennial reports for the period 2009-2010.

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

14.94 (Rev. CoP15)

Important consumer and trading States of saiga parts and derivatives are encouraged to collaborate among each other in managing and controlling trade in saiga antelope, and should take into consideration the recommendations formulated in Trade in saiga antelope horns and other parts: an overview of recent global trade trends and conservation aspects with a focus on market demand in Southeast Asia (Annex 6 to document CoP14 Doc. 56), particularly those relating to:

- a) *the development of coherent policies and procedures for the disposal of confiscated saiga parts and derivatives;*
- b) *the registration and marking of saiga parts and derivatives that are kept in government or private ownership, regular monitoring of such stockpiles, and the adoption of a labeling system for products containing saiga specimens;*

- c) *the reduction of the overall consumption of saiga parts and derivatives in close cooperation with medicine manufacturers and communities using traditional Asian medicine, e.g. by restricting the varieties of patent medicines that are allowed to contain saiga horn, researching and promoting appropriate substitutes for the saiga horn, and confining the prescription of medicines containing saiga horn to the most essential treatments; and*

14.95 (Rev. CoP15)

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

Directed to Parties and others

- 14.96 *Donor Parties, aid agencies, businesses using and producing saiga products, and intergovernmental and non-governmental organizations are urged to assist all range States and consumer countries in any way possible with the conservation of the saiga antelope, particularly by focusing funding, resources and expertise on the measures specified in the Medium-Term International Work Programme for the saiga antelope (2007-2011), developed in support of the Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga tatarica tatarica) and its Saiga Action Plan.*

Directed to the Secretariat

14.97 (Rev CoP15)

The Secretariat shall:

- a) *cooperate with the Secretariat of the Convention on the Conservation of Migratory Species of Wild Animals on issues pertaining to the saiga antelope, including:*
 - v) *the implementation of the Medium-Term International Work Programme for the Saiga antelope (2007-2011);*
 - vi) *the organization of the second meeting of the signatories to the Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga tatarica tatarica), scheduled to take place in 2010;*
 - vii) *facilitating collaboration between the range States of the saiga antelope and major consumer Parties; and*
 - viii) *securing support for implementing the Medium-Term International Work Programme inter alia by exploring possibilities to establish an enabling mechanism to use funds from the traditional Asian medicine industry for in situ conservation of the saiga antelope; and*
- b) *report on the implementation of Decisions 14.91 to 14.97 (Rev. CoP15), including a written summary of the information contained in biennial reports from relevant Parties, for consideration at the 15th meeting of the Conference of the Parties, and recommend appropriate actions.*

The Secretariat again encouraged the saiga antelope range States and the Parties most concerned by the trade in saiga parts and derivatives to assess effectiveness of the measures proposed in these Decisions to ensure that they address the conservation needs of saiga antelopes.

10. The decisions from CoP15 only came into effect on 24 June 2010, however arising from them (and in particular [Decisions 14.91, 14.94 \(Rev. CoP15\) and 14.96](#)) and their predecessors, the Chinese CITES authorities are organizing a meeting entitled *Workshop on the Conservation and Sustainable Use of Saiga Antelope* in Urumqi, Xinjiang Autonomous Region, China on 27-29 September 2010. The workshop is convened jointly by the CITES Management Authority of China, CITES Secretariat and CMS Secretariat in association with China Wildlife Conservation Association, China Association of Traditional Chinese Medicine and Urumqi Office for Forest Resources Supervising, Chinese State Forestry Administration. Its aim is to: identify research and management needs and associated costs for effective *in situ* conservation, assess the scope for sustainable use of the species and potential for trade to contribute to conservation of the species and to explore possible funding synergies between industry associations and the conservation of the resource. Funding for the workshop is being administered by the CITES Secretariat with the kind support of Agriculture the Fisheries and Conservation Department, CITES Management Authority of Hong Kong Special Administrative Region of China (Hong Kong SAR).

TRADE IN SAIGA ANTELOPE SPECIMENS

11. Under Article VIII of the Convention, CITES Parties are required to report annually on the number and type of permits and certificates granted, the States with which such trade occurred, and the numbers or quantities and types of specimens. Information is also submitted on seizures and confiscations of CITES specimens. A detailed summary of the reported international trade for the period 1995-2004 can be found in von Meibom, S., Vaisman, A., Neo Liang, S.H., Ng, J., Xu, H. (2007). *Saiga Antelope Trade: Global Trends with a Focus on South-east Asia*, TRAFFIC Europe, Brussels, Belgium, which was commissioned by the CITES Secretariat and an earlier draft of which was circulated as [Annex 6 to document CoP14 Doc. 56](#). Copies will be made available at the present meeting. For the period 2005-2008 (the most recent years for which fairly complete data are available) details of the contents of reports submitted by Parties can be consulted on the [CITES website](#). Information submitted for *Saiga tatarica* and *Saiga borealis* are summarized below:

Saiga tatarica

Exports from range States

No export of saiga antelope specimens has been reported by range States and no import of saiga antelope specimens reported from them, during the period 2005-2008.

Re-exports for commercial purposes

Transactions involving specimens stated to be from pre-Convention stockpiles i.e. before 16 February 1995 are shown in italics. In all other cases the origin of these specimens was declared as from the wild, with country of origin unknown (except in five cases where the declared country of origin is shown in brackets in the tables below). Recorded weights have been rounded to the nearest 0.1 kg for clarity of reading.

2005

Importing Party or territory	Re-exporting Party or territory	Quantity reported by importer (kg)	Specimen	Quantity reported by re-exporter (kg)	Specimen
United States	Canada	3	2 horns, 1 skin	None	
Australia	China	None		9.3	derivatives
Canada	China	None		0.2	derivatives
Japan	China	154.0	horns		
Japan	China	None		442.9	derivatives
Rep. of Korea	China	15.4	derivatives		
Rep. of Korea	China			17.2	derivatives
Singapore	China (origin Kazakhstan)	1920.0	horn pieces	2340	horn pieces

Canada	Hong Kong SAR	None		50.0	horns
Japan	Hong Kong SAR	480.0	horns	260.0	horns
Hong Kong SAR	Japan	100.0	horns	100.0	horns
Hong Kong SAR	Japan	None		1236.3	derivatives
Singapore	Japan	None		0.2	derivatives
Thailand	Japan	None		0.1	derivatives
Japan	Rep. of Korea	6.5	derivatives	19.3	derivatives
Japan	Rep. of Korea	19.3	derivatives	None	
Hong Kong SAR	Malaysia	56.7	horns	56.7	horns
China	Singapore	None		3500.0	horns
Hong Kong SAR	Singapore	8533.3	horns	8259.0	horns
Hong Kong SAR	Singapore	None		94.3	bones
Malaysia	Singapore (origin Kazakhstan)	None		20.0	horns
Singapore	United States (origin Russian Federation)	40.0	horns	None	

2006

Importing Party or territory	Re-exporting Party or territory	Quantity reported by importer (kg)	Specimen	Quantity reported by re-exporter (kg)	Specimen
Canada	China	None		2.2	horns
Japan	China	2.6	derivatives	2.6	derivatives
Japan	China	227.2	horns	323.6	horns
Rep. of Korea	China	9.7	derivatives	None	
Rep. of Korea	China	None		14.9	horns
Japan	Hong Kong SAR	240.0	horns	240.0	horns
China	Japan	2.7	powder	None	
China	Japan	None		2.7	horns
Hong Kong SAR	Japan	None		9.7	derivatives
Hong Kong SAR	Japan	None		0.1	derivatives
Rep. of Korea	Japan	None		6.4	derivatives
Singapore	Japan	30.0	horns	None	
Singapore	Japan	None		0.1	derivatives
Thailand	Japan	None		0.1	derivatives
United States	Rep. of Korea	36.0	derivatives	None	
China	Singapore	None		1500.0	horns
Hong Kong SAR	Singapore	106.9	horns	2206.9	horns
Hong Kong SAR	Singapore (origin Russian Federation)	260.0	horns	289.0	horns
Japan	Singapore	150.5	horns	690.0	horns

2007

Importing Party or territory	Re-exporting Party or territory	Quantity reported by importer (kg)	Specimen	Quantity reported by re-exporter (kg)	Specimen
Canada	China	None		1.3	derivatives
Hong Kong SAR	China	None		69.8	derivatives

Japan	China	0.1	horns	None	
Japan	China	199.0	horns	None	
Japan	China	None		461.7	derivatives
Rep. of Korea	China	13.0	derivatives	35.1	derivatives
New Zealand	China	0.1	derivatives	0.3	derivatives
United States	China	0.4	derivatives	None	
Japan	Hong Kong SAR	523.0	horns	130.0	horns
Singapore	Hong Kong SAR	30.0	horns	30.0	horns
Hong Kong SAR	Japan	None		8.0	derivatives
Singapore	Japan	None		0.6	derivatives
Hong Kong SAR	Singapore	2543.6	horns	443.6	horns

2008

Importing Party or territory	Re-exporting Party or territory	Quantity reported by importer (kg)	Specimen	Quantity reported by re-exporter (kg)	Specimen
Canada	China	118.2	horns		
Japan	China	None		360.4	derivatives
Japan	Hong Kong SAR	200.0	horns	50.0	horns
New Zealand	Hong Kong SAR	16.2	derivatives	None	
Hong Kong SAR	Japan	None		12.8	derivatives
Singapore	Japan	None		0.2	derivatives
Taiwan (Province of China)	Japan	None		0.1	derivatives
Thailand	Japan	None		0.1	derivatives
Hong Kong SAR	Singapore	5197.7	horns	5202.0	horns
Hong Kong SAR	Singapore (origin Russian Federation)	200.0	horns	200.0	horns

Illegal trade

2005 reported seizures or confiscations

Hungary reported 40 derivatives and 1 horn from China, and 28 derivatives from an unknown country

New Zealand reported 6 horn pieces from China

Norway reported 1 box of derivatives from China

United States reported 2000 derivatives Hong Kong SAR

2006 reported seizures or confiscations

Denmark reported 81 derivatives from Kuwait

Hungary reported 12 derivatives from China and 690 derivatives from unknown exporting States

United States reported 131 derivatives and 1 horn from China, and 7 horn pieces or other derivatives from other countries

2007 reported seizures or confiscations

Australia reported 3.5 g of derivatives from New Zealand

New Zealand reported 0.028 ml and 1658 other derivatives from China and 455 derivatives from Hong Kong SAR, 12 derivatives from Singapore and 6 from other countries

United States reported 0.25 ml and 2046 other derivatives from China, 12 horns from Hong Kong SAR, 30 ml and 110 other derivatives from the Republic of Korea, 8 derivatives from Kenya and 141 derivatives from unknown countries.

2008 reported seizures or confiscations

New Zealand 0.082 ml and 2468 other derivatives from China, 0.01 ml and 198 other derivatives from Hong Kong SAR, 100 derivatives from Australia, 0.02 ml and 120 other derivatives from Malaysia, and 123 derivatives from Singapore.

United Kingdom reported 260 derivatives from China

United States reported 1312 derivatives and 2 horns from China, 60 derivatives from Hong Kong SAR, 20 derivatives from the Republic of Korea, 1400 derivatives from Viet Nam and 184 derivatives from unknown countries.

Saiga borealis

The only trade reported during the period 2005-2008 was the import of 20 derivatives by the United States (via China) for personal purposes in 2006.

12. Comparative trade records such as those shown in paragraph 11 often do not tally. Amongst the reasons for this are:

- differences in the units used, e.g. specimens may be reported by number or by weight;
- specimens may be exported at the end of one year but not received by the importer until the following year; or
- some countries report on the basis of the permits they have issued rather than on the actual number of items traded. This may lead to an overestimation of actual trade volume.

According to the [Guidelines for the preparation and submission of CITES annual reports](#) the term 'derivatives' used in the reports summarized in paragraph 11 above, excludes horn and horn pieces, but without more knowledge of the nature of these products it is difficult to estimate what impact such trade might have on the conservation of the species. Where the CITES Management Authority concerned is satisfied that it is the case, saiga specimens acquired before the provisions of CITES applied (in this instance 16 February 1995), may be freely traded with a certificate to that effect. However re-export certificates for specimens which are not pre-Convention should specify the country of origin, the number of the export permit of the country of origin and its date of issue or the country of last re-export, the number of the re-export certificate of that country and its date of issue. If this is not the case then a justification for this omission should be provided. It is noticeable that re-exports, from China in particular, have often not been in accordance with this requirement. This is also reflected by the fact that China is often also the recorded exporting State of saiga specimens reported seized or confiscated by importing countries in the period 2005-2008.

CONCLUSION

13. Since first meeting of the signatories to the CMS saiga MoU, the CITES Secretariat has continued promote the MoU with the CITES Parties and to keep them informed of developments in the conservation and sustainable use of saiga antelopes. Annual trade records submitted by Parties indicate that from 2005 to 2008 range States have ceased to authorize the export of saiga specimens. International trade in saiga specimens has continued, for the most part involving specimens declared as being pre-Convention (i.e. acquired before 16 February 1995). CITES authorities need to be vigilant in the application of the Convention to ensure that no new (illegal) saiga specimens are allowed to be traded in the guise of pre-Convention specimens. It is difficult to ascertain the nature and impact of the derivatives which are being permitted in trade. The apparent maximum volume of horn reported in trade shows no particular trend over the four years 2005-2008, although the figure for 2005 (15,214 kg) was nearly three times higher than in any of the later years. Although it has diminished slightly in 2008, the quantity of saiga specimens being re-exported by China without detailing its original import (including its country of origin) is unusually large. Internal controls in consumer and trading countries need to be in place to ensure that the origin of all specimens re-exported can be properly accounted for.