

Meeting Report
Workshop on the Implementation and Coordination of
the Saiga Antelope (*Saiga spp.*) Memorandum of Understanding (MOU)

18 June 2013
Astana, Kazakhstan

Agenda item 1: Welcoming remarks

The meeting was opened by Yerlan Nyssanbayev, Vice-Minister of Environmental Protection of the Republic of Kazakhstan. In his speech, Mr Nyssanbayev welcomed the meeting participants, including representatives of the Convention for the Conservation of Migratory Species of Wild Animals (CMS), the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), and guests from China, Mongolia, the Russian Federation and Uzbekistan.

Agenda item 2: Mitigation of the negative impacts of infrastructure on Saiga populations

Steffen Zuther, Adviser on Conservation Programmes, ACBK/Frankfurt Zoological Society presented the outcomes of the mission in Kazakhstan of Kirk Olson on mitigation of the impact of border fences and railways on saiga populations. He informed participants about proposed measures for the mitigation of the barrier effects of the border fence between Kazakhstan and Uzbekistan. Olson's final recommendation was simply to change the fence design in a way to make it wildlife friendly, which would be the least expensive and an easily implementable solution. These recommendations were mainly based on experience from the USA, where wildlife friendly fences made of barbed wire had been constructed to let Pronghorn antelopes pass on their migration. Since this worked well, the recommendations for the fence design in Kazakhstan aimed at removing the lower barbed wires of the fence in order to enlarge the space between the ground and the lowest strand, giving saiga the chance to squeeze underneath through to the other side. Mr Zuther added that the border guards met during Kirk Olson's mission to Kazakhstan expressed willingness to change the fence design as suggested, but required an official request from the responsible governmental organ to initiate the process.

Mr. Zuther also reported on mitigation measures, which had been included in the fence from the very beginning. Two gaps in the fence were left in order to let animals pass. On the problem of poaching at these gaps, Mr Zuther commented that the rangers of Okhotzooptom State Enterprise had not reported any such cases. Ms Anna Lushshekina, a member of Saiga Conservation Alliance, proposed another option, which was used in Transbaikalia. There was an agreement with border inspectors to open the border fence at particular sites during migration. Ms Lushshekina suggested checking the possibility of using this method in Kazakhstan. Mr Bakytbek Duisekeyev, Head of Division on Wildlife Management of the Forestry and Hunting Committee Kazakhstan commented that the existing fence gaps were built on the basis of data on migration routes but the routes could change over time. This would be considered in future planning.

The other problem discussed was the construction of a new railway crossing the migration routes of the Ustyurt and Betpakdala saiga populations. Mr Zuther presented potential alternative routes for the planned railway. He did however note that the proposed alternatives did not meet the interests of the State railway company, Kazakhstan Temir Zholy. He also pointed out that apart from the direct impact of the railway as a barrier to migration just due to its physical presence, structures related to the railway would create further impacts. For instance, stations with settlements would be created in remote locations, bringing not only people, but also causing disturbances through livestock, dogs and additional car traffic along the railway. Furthermore, these settlements might serve as a potential source or basis for saiga poachers. Ms Olga Klimanova, Chief Executive of the Association for the Conservation of Biodiversity of Kazakhstan (ACBK) commented that when they started this research, the Environmental Impact Assessment (EIA) had already been undertaken and the only mitigation measure included was

the construction of underpasses mainly for livestock. ACBK had reviewed this and recommended, based on the experience with saiga antelopes, the construction of crossing points with smooth slopes along the railway as a mitigation measure to make it easier for saiga to cross. Ms Klimanova also pointed out that saigas being hit by trains in winter might be a particular problem for Kazakhstan, since saiga might enter the embankment of the railway due to the thinner snow cover. She also mentioned that saiga preferred to cross the borders in large herds, giving a potential advantage for poachers.

In conclusion of the discussion Mr Nyssanbaev reported that this year Kazakhstan had assigned around US\$15,000,000 for the conservation and restoration of the saiga population. He noted that the significant result of this work was an increase of two populations of saiga in Kazakhstan. Both Erlan Nyssanbaev and Bakytbek Duisekeyev expressed their readiness to support any measures on mitigation of the impact of infrastructure on saiga.

Joseph Bull from Imperial College, London reported in his presentation on biodiversity offsets for oil and gas production in Uzbekistan. He explained how they had been used with some success to provide compensation for biodiversity losses in other countries, and how this experience elsewhere could inform the use of offsets in Saiga Range States. The compensation should be calculated from the overall impact from disturbing Saiga habitat and then invested in conservation or restoration of the similar habitat in other regions. It should also take account of longer-term socio-ecological trends in the region, such as climate change or industrial growth. In this regard Mr Bull suggested establishing a State fund as an option for applying this mechanism in Uzbekistan, and that an independent third party should be involved in managing and monitoring the use of conservation funding. He also said that he could share with participants the information about the methods for the calculation of biodiversity offsets

Agenda item 3: Ustyurt Plateau Conservation Initiative

Maria Karlstetter, a representative of Fauna & Flora International informed the attendees of the results of work on the Ustyurt Saiga population, mainly in the framework of the Ustyurt Landscape Conservation Initiative by FFI/ACBK/Pact, supported by the USAID/Sustainable Conservation Approaches for Priority EcoSystems (SCAPES) programme, the Darwin Initiative, the Disney Worldwide Conservation Fund and others. Key achievements of the past year were the implementation of a public awareness campaign; training conducted for rangers and customs service personnel, including an exploration of using sniffer dogs to help detect illegally traded Saiga horn; and the initiation of climate change adaptation planning on the community level. Ms Karlstetter noted that it would take a combined effort to save the Ustyurt Saiga.

Agenda item 4: Outcomes of the discussions on Saiga related issues at the 16th COP CITES in Bangkok in March 2013

Tom De Meulenaer, representing the CITES Secretariat, reported on the results of the discussions on the Saiga antelope at the 16th Meeting of the Conference of the Parties to CITES (COP16) in Bangkok in March 2013. The species has been included in Appendix II, meaning the commercial international trade was allowed and regulated. He showed the participants current trade trends, as annually reported by the CITES Parties and recorded in the CITES trade database. Trade concerned mostly saiga horns and medicinal products made thereof. Since 2000, Singapore had been the main exporter of horn, and China and Japan the main importers. No exports of saiga horn from saiga range States had occurred since 2003. He then went on to explain that the CITES Parties had adopted nine Decisions at COP16 concerning the Saiga antelope. He highlighted a number of them. Saiga range States were directed to fully implement the *Medium-Term International Work Programme for the Saiga Antelope (2011-2015)* (MTIWP). Important consumer and trading countries of saiga parts and derivatives were directed to: (a) implement relevant actions in the MTIWP; (b) reduce consumption in saiga products and derivatives

(e.g. by researching the use of alternative products with similar medicinal properties); and implement recommendations of the Urumqi workshop on saiga antelope (September 2010), including: collaboration between the Traditional Chinese Medicine industry and saiga range States (establishment of a Fund for *in situ* restoration of saiga; anti-poaching; and combating illegal trade); incentive schemes for local communities to support saiga conservation efforts; and continued stockpile controls in China and elsewhere. Both range States and consumer countries were requested to report on their implementation of CITES Decisions and the MTIWP through the Saiga Resource Centre. The CITES Secretariat was instructed to report on progress to the Standing Committee in 2014 and 2015 (in consultation with the CMS Secretariat), and make recommendations as necessary. The Standing Committee would have to consider the reports submitted by the Secretariat, and propose recommendations for consideration at CoP17 (2016).

He also reminded the participants of the joint CITES/CMS work programme 2012-14, which requested both secretariats to (a) jointly organize the 3rd meeting of Saiga MOU signatories in 2014/2015; (b) support countries in their implementation of the MTIWP; (c) in case of CITES address particularly: trans-boundary anti-poaching; law enforcement activities; sustainable use of and trade in saiga antelope; and the MIKE experience to monitor poaching; and (d) explore possibilities to establish a mechanism to use funds from the Asian Traditional Medicine industry for *in situ* conservation of saiga. Mr. Duisekeyev commented that Kazakhstan did not have saiga horn stockpiles because they were destroyed after confiscation. He added that the report on the implementation of the MTIWP would be translated and provided to the CITES Secretariat as soon as possible. Mr Anton Mezhnev from the Ministry of Nature Resources of the Russian Federation stated that Russia was implementing the MTIWP and the report would soon be provided to the CITES Secretariat. He also highlighted the fact that Russia planned to include the Saiga antelope in Russia's national Red Data Book. The Russian Federation would furthermore like to initiate a proposal to include *Saiga tatarica* in CITES Appendix I, whereby commercial international trade in Saiga specimens of wild origin would be banned. However, Bakytbek Duisekeyev stated that Kazakhstan would not support such a proposal because Kazakhstan aimed to restore Saiga populations for sustainable use and trade in the future. Mr De Meulenaer commented that a proposal for uplisting could only be submitted by CITES Parties, and that it would need to meet the specific scientific and trade listing criteria as contained in resolution Conf. 9.24 (Rev. CoP16).

Agenda item5: Coordination of the CMS Saiga MoU

The representative from CMS, Christiane Röttger reported on the mechanism of coordination of the Saiga MoU. Since autumn 2011 ACBK and the Saiga Conservation Alliance (SCA) had provided technical coordination to the instrument. Olga Klimanova reported several results including a draft national report form. It was agreed to continue the revision of the format by e-mail.

Peter Damerell from Imperial College, London and Alyona Shmalenko from ACBK reported about their joint work on the Saiga Resource Centre (<http://saigaresourcecentre.com/>). With support from Switzerland and through the CMS Small Grants Programme, a new website had been developed to share information on Saiga antelopes and to facilitate implementation of the CMS MOU. Here one could not only find species data with numerous publications, videos and photos, but also download educational tools and the "Saiga News" newsletter. There was a dedicated section of the website on monitoring the implementation of the MOU, including an overview of conservation projects, official MOU progress reports and a database of experts. The Saiga Resource Centre (SRC) website had been conceived of as a means of charting progress towards the fulfilment of the CMS MOU on Saiga conservation. The SRC was designed and implemented by two of the Co-operating Organizations of the MOU, the Saiga Conservation Alliance (SCA) and the Association for the Conservation of Biodiversity in Kazakhstan (ACBK). To facilitate communication and make the site accessible to as wide an audience as possible, the

SCR was available in Chinese, English, Kazakh and Russian. The site had grown in both size and scope since its inception and now had three key functions. The first was to introduce Saiga and their conservation status. The site had been so designed that it provided information useful to a broad range of users. Those discovering Saiga antelopes for the first time could learn about the species and key conservation topics. The site's second function was as a resource repository. Pictures, videos and literature had previously been distributed across the Range States and beyond. By providing a centralized database for these resources they were accessible anywhere by anyone for the purpose of supporting, informing or promoting Saiga research and conservation activities. The third and perhaps most important section of the site was the Specialist Resources Section. This password-protected area of the site was designed for the use of all Saiga professionals and provided an opportunity for those working on Saiga conservation and research to exchange information and collaborate more easily. The range and consumer states tasked with a large portfolio of actions under the 2011-2015 Medium-Term International Work Programme within the framework of the Saiga MoU would benefit from quick access to information, including links to the CMS online reporting tool and official documents. All registered users within the Specialist Resources section could sign up to join a directory of Saiga professionals and create a personal profile outlining their specific areas of work and interests, a database of users of Saiga projects was also available. Additionally a forum was currently being developed which would permit range State representatives, researchers and practitioners around the world collaboratively to discuss news, developments and ideas. It was intended to be a tool for the entire Saiga community to facilitate learning, sharing and effective conservation of the Saiga antelope worldwide. Ms E.J. Milner-Gulland from the SCA highlighted the fact that the SCR was not planned as a mechanism for official reporting but as a platform for data exchange. Participants agreed to provide the information and contribute to the promotion of the website to make it an effective instrument of communication, data exchange and assessment of the implementation of MTIWP for Saiga antelope.

Agenda item 6: Closure of the Meeting

Mr Duisekeyev thanked all the participants for the productive work, and the representatives from CMS and CITES for the opportunity to discuss and clarify many issues related to the implementation of the Saiga MOU.

**Participants of the CMS Technical Meeting
Enhancing Implementation and Coordination of the CMS Saiga Antelope
Memorandum of Understanding (Saiga MOU)**

**18 June 2013
Kazakhstan, Astana**

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**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 organizations 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 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
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 organizations, 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 maximize 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
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

	Measures to be taken	Urgency¹	Timescale²
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

	Measures to be taken	Urgency¹	Timescale²
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
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

	Measures to be taken	Urgency¹	Timescale²
6.3	Develop a system for exchange of information recorded on GIS	2	B
6.4	Analyze range use based on this information, and make conservation recommendations accordingly	1	A
6.5	Analyze 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 five 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

	Measures to be taken	Urgency¹	Timescale²
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
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
	<i>Population-specific measures</i>		
10.0	North-West Pre-Caspian region population		

	Measures to be taken	Urgency¹	Timescale²
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

	Measures to be taken	Urgency¹	Timescale²
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
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

	Measures to be taken	Urgency¹	Timescale²
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, analyze 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

Saiga antelope (*Saiga tatarica*)

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

- 14.91 (Rev. CoP16) In order to contribute to the effective implementation of CITES, all range States of *Saiga tatarica* should fully implement the measures directed to them that are contained in the *Medium-Term International Work Programme for the Saiga Antelope (2011-2015)* [MTIWP (2011-2015)], developed in support of the *Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga spp.)* and its *Saiga Action Plan*.
- 14.93 (Rev. CoP16) All range States of *Saiga* spp. should provide information on the measures and activities they undertook to implement the *Medium-Term International Work Programme for the Saiga Antelope (2011-2015)* via the online Saiga Resource Centre and its associated project database, managed under the auspices of the Convention on the Conservation of Migratory Species of Wild Animals (CMS).
- 16.95 All range States of *Saiga* spp. are encouraged to communicate their priorities for *in situ* conservation action to the CITES and CMS Secretariats, *inter alia*, to share such information with potential financial donors.

Directed to important consumer and trading countries of saiga parts and derivatives

- 16.96 Important consumer and trading countries of saiga parts and derivatives, as identified by the Secretariat on the basis of CITES trade data, are encouraged to collaborate in managing and controlling trade in saiga antelope and to implement the actions regarding *Sustainable Use and Trade* (Section 3) contained in the *Medium-Term International Work Programme for the Saiga Antelope (2011-2015)*, developed in support of the *Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga spp.)* and its *Saiga Action Plan*.
- 16.97 Important consumer and trading countries of saiga parts and derivatives are encouraged to contribute financially towards the *in situ* conservation of saiga antelopes in current range States.
- 16.98 Important consumer and trading countries of saiga parts and derivatives should provide, via the online saiga antelope database managed under the auspices of CMS, information on the measures and activities they undertook to implement the *Medium-Term International Work Programme for the Saiga Antelope (2011-2015)*.
- 16.99 Important consumer and trading countries of saiga parts and derivatives are encouraged to reduce consumption in saiga products and derivatives, for example through the use of alternative products with similar medicinal properties, and to implement in this respect the recommendations of the Urumqi workshop on the conservation and sustainable use of the saiga antelope (September 2010).

Directed to the Secretariat

- 16.100 Based on information submitted by the relevant range States and consumer and trading countries, and following consultation with the CMS Secretariat, the CITES Secretariat shall report to and, as necessary, make recommendations at regular meetings of the Standing Committee regarding the implementation of:
- Decision 14.91 (Rev. CoP16) regarding the implementation of the MTIWP (2011-2015) by current range States; and
 - Decision 16.98 regarding the implementation of the MTIWP (2011-2015) by major consumer and trading countries.

Directed to the Standing Committee

- 16.101 The Standing Committee shall consider the reports submitted by the Secretariat, and, on their basis, propose its own recommendations for consideration at the 17th meeting of the Conference of the Parties.

<u>Saiga antelope</u>	
B10. CMS and CITES will collaborate to identify a host country, and jointly fundraise for the third meeting of the signatories of the Saiga MoU to be held in 2014/2015, including for expert participation at the meeting (subject to external funding).	2014
B11. The CITES Secretariat will participate in the implementation of the Medium-Term International Work Programme for the Saiga Antelope (2011-2015) and in particular in the implementation of measures pertaining to trans-boundary anti-poaching and law enforcement activities, and the sustainable use of and trade in the saiga antelope. CMS and CITES will investigate the possibility of making use of the experience of the CITES MIKE programme on monitoring poaching.	On-going
B12. CITES will explore, as per CITES decision 14.97 (Rev. CoP15), possibilities to establish a mechanism to use funds from the traditional Asian medicine industry for <i>in situ</i> conservation of the saiga antelope. The aim being that consumer countries will contribute to improving the conservation status of the saiga. For example, follow up on the priorities for population-specific action that were proposed by the Urumqi workshop on the conservation and sustainable use of the saiga antelope (27-29 September 2010).	On-going

WORKSHOP ON THE CONSERVATION AND SUSTAINABLE USE OF SAIGA ANTELOPE

Urumqi, Xinjiang Uygur Autonomous Region, China

27-29 September 2010

SUMMARY REPORT AND RECOMMENDATIONS

1. Conservation and Management⁴

4 In formulating recommendations on the conservation and management of saiga antelope, the working group was guided the long-term vision of the CMS Medium Term International Work Programme (2011-2015). Recommendations on priority activities on wild and captive populations, including former range States, have been cross-referenced, where appropriate, to the relevant measure to be taken in the 2011-2015 Work Programme (WP)

1.1 Priorities for research:

- a) Research on mapping distributions (cf Section 6.0 of the WP), including:
 - i) To develop models on saiga population dynamics and the collection of appropriate demographic data, aimed at the conservation and management of the species.
 - ii) To determine habitat requirements of the species
 - iii) To assess the dynamics and location of saiga migration and movements (cf Section 8.2 of the WP), including the development of recommendations for corridor maintenance and recovery

- iv) To map distributions in the light of climate change.
 - v) To improve the understanding of the limiting factors to saiga population dynamics, including disease, barriers to migration, habitat degradation and fragmentation.
- b) Research on “best practice” methodology for saiga monitoring (cf Section 8.3 of the WP)
 - c) To establish a working group to facilitate information and methodology sharing.

1.2 Priorities for captive breeding and reintroduction:

Range States should undertake research on best practice of captive breeding (WP 9.2) China should:

- i) assess the possibilities for the enlargement of the current captive population, including analysis of the genetic status;
- ii) Assess the introduction of new stock, and establishment of further captive breeding centers, as appropriate;
- iii) Conduct pilot studies and assess the potential to reintroduce saiga into the wild, within its former range where appropriate habitat conditions exist (e.g. Lake Ebinur, Xiaerxili and Kalamaili Mountain Reserves, Wuwei Desert Nature Reserve, and other appropriate locations);
- iv) Minimize the mortality and risk when transporting saiga; A working group, or similar body should be established, under the chairmanship of China to focus on activity 9.5 of the WP, including captive breeding and reintroduction to facilitate information exchange and implementation of the foregoing recommendations.

1.3 Priorities for applied conservation and management action for all populations:

- i) Assess the influence of existing man-made barriers to saiga population movements, and, based on the best available science, make recommendations on modifications required in order to facilitate Saiga movement.
- ii) Improve pasture management to relieve the pressure on wild populations of Saiga, in light of contemporary climate change.
- iii) Determine the characteristics that differentiate saiga horn derived from natural mortality from those horns obtained from poached animals and produce identification guidelines;
- iv) Strengthen the involvement of local people in participatory management, with the aim to create incentives for the conservation of saiga antelope; and
- v) Improve public awareness.

1.4 Priorities for enforcement:

Range States, former range States and consumer States should fully implement all measures to be taken that are identified in Sections 2.0 and 3.0 of the 2011-2015 International Work Programme.

1.5 Priorities for information exchange:

In addition to other measures, use the “Saiga News” newsletter to share information (cf Section 5.4 of the WP).

1.6 Priorities for individual wild populations:

- North-West Pre-Caspian population: conduct aerial surveys (cf Sections 10.2 and 10.3 of the WP); and establish and support mobile anti-poaching units.
- Ural population: Conduct epidemiological research (cf Sections 1.8 and 8.8 of the WP)
- Ustiurt population: Strengthen anti-poaching activities (cf Section 12.1 of the WP)
- Betpak-Dala population: Develop and implement programmes for local community involvement (cf Section 13.3 of the WP)
- Mongolia population: Research on saiga-livestock interactions (cf Section 14.6 of the WP)

2. Sustainable Use & Trade Regulation

2.1 Formalize the communication lines begun in the workshop (e.g. through the CITES authorities in the range and consumer States) and use these communication lines to:

- i) Explore possible bilateral collaboration between the Traditional Chinese Medicine (TCM) industry and range States;
- ii) Develop options for the establishment of a fund or other enabling mechanism through which the TCM industry could provide financial, technical and human resources to range States for addressing identified and mutually agreed priorities for in situ restoration of the saiga.
- iii) Identify and establish incentive schemes which benefit local communities within the range of saiga and obtain their support for conservation efforts.
- iv) Explore the feasibility of and means for using horns which result from natural mortality and government or judicial confiscations.
- v) Continue efforts in China to verify and control reported stockpiles of saiga parts. Share the lessons learned with other consumer States and range States.
- vi) Continue research to; a) reduce the use of saiga in TCM and b) identify alternatives to saiga horn.
- vii) Consider elements of a possible long-term business relationship between the TCM industry and range States which could serve as a means of preventing poaching of and illegal trade in saiga antelope.
- viii) Strengthen law enforcement cooperation (e.g. information or intelligence, experience, equipment, capacity building etc.) among range and consumer States.
- ix) Review and revise, if appropriate, national policies to ensure they are consistent with the goals of conservation and sustainable use.



CoP16 Inf. 4
(English only / únicamente en inglés / seulement en anglais)

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

Sixteenth meeting of the Conference of the Parties
Bangkok (Thailand), 3-14 March 2013

REPORTED SEIZURES OF SAIGA ANTELOPE SPECIMENS, 2007 TO 2012

This document has been prepared by the Secretariat in relation to agenda item 56 on *Saiga antelope*.

REPORTED SEIZURES OF SAIGA ANTELOPE SPECIMENS, 2007 TO 2012

Year	Month	Country or territory of seizure	Details	Source
2007				
2007	January and August	Russian Federation	Police stopped a car at the Kharol settlement in Primorsky Krai and seized, <i>inter alia</i> , 531 horns of saiga antelopes (<i>Saiga tatarica</i>) en route to China. A six-month operation by Customs and the Frontier Service in Primorsky Province uncovered the smuggling chain, from source to destination.	TRAFFIC: A compilation of seizures and prosecutions reported in the TRAFFIC Bulletin from 1997 onwards
2007	April	Taiwan Province of China	Customs officials at Keelung port seized 680 horns of saiga antelopes (<i>Saiga tatarica</i>) concealed in a container of traditional Chinese medicines, on a vessel arriving by sea from China via Hong Kong SAR.	TRAFFIC Bulletin from 1997 onwards
2007	May	Netherlands	Two pieces of pharmaceutical products.	Customs Enforcement Network (CEN) database, World Customs Organization (WCO) in a letter to the Secretariat, September 2012
2007	August	Netherlands	Two pieces of pharmaceutical products.	CEN database, WCO in a letter to the Secretariat, September 2012
2007	October	Mongolia	The General Prosecutor's office in Ulaanbaatar ordered a reinvestigation by the Prosecutor's office in Khovd into an attempt to smuggle 108 horns of saiga antelopes (<i>Saiga tatarica mongolica</i>) in 2006 concealed in the spare tyre of a vehicle.	TRAFFIC Bulletin from 1997 onwards

Year	Month	Country or territory of seizure	Details	Source
2007	October and December	New Zealand	An unspecified quantity of saiga antelope products were uncovered by the New Zealand Customs Service (NZCS).	TRAFFIC Bulletin from 1997 onwards
2007	December	Hungary	Six pieces of pharmaceutical products.	CEN database, WCO in a letter to the Secretariat, September 2012
2008				
2008	January	China	The Forest police from Gansu Province seized products being offered for sale illegally at markets in the province, including six horns of saiga antelopes (<i>Saiga tatarica</i>).	TRAFFIC Bulletin from 1997 onwards
2008	June	China	A skull weighing 3.4 kg was seized going from Hong Kong SAR into China.	CEN database, WCO in a letter to the Secretariat, September 2012
2008	June	China	A skull weighing 4.2 kg was seized going from Hong Kong SAR into China.	CEN database, WCO in a letter to the Secretariat, September 2012
2008	August	China	The Luohu Customs in Shenzhen City, Guangdong Province, seized 129 horn cores (7.6 kg) of saiga antelopes (<i>Saiga tatarica</i>), which were being smuggled by a Hong Kong passenger arriving from Hong Kong SAR.	TRAFFIC Bulletin from 1997 onwards
2008	December	Netherlands	One piece of pharmaceutical products.	CEN database, WCO in a letter to the Secretariat, September 2012
2008	December	Netherlands	Two pieces of pharmaceutical products.	CEN database, WCO in a letter to the Secretariat, September 2012

Year	Month	Country or territory of seizure	Details	Source
2009				
2009	Whole year	China	The Luohu Customs in Shenzhen City, Guangdong Province, seized 2 kg of horns of saiga antelopes (<i>Saiga tatarica</i>).	TRAFFIC Bulletin from 1997 onwards
2009	April	Netherlands	Four boxes of pharmaceutical products.	CEN database, WCO in a letter to the Secretariat, September 2012
2009	July	Netherlands	Six pieces of pharmaceutical products.	CEN database, WCO in a letter to the Secretariat, September 2012
2009	November	Mongolia	Eleven horns seized from a passenger at Zamin Uud border Customs.	CEN database, WCO in a letter to the Secretariat, September 2012
2009	December	Netherlands	One box of pharmaceutical products.	CEN database, WCO in a letter to the Secretariat, September 2012
2010				
2010	February	Kazakhstan	Two poachers with six dead saiga antelopes were detained in Karagandinsk province. The men had been poaching in Akshal area of Koskol village, Ulytausky district.	Saiga news, Issue 11, Summer 2010, p. 9
2010	February	Hungary	Thirty pieces of pharmaceutical products	CEN database, WCO in a letter to the Secretariat, September 2012
2010	February	Mongolia	30 kg of horns were seized at the border of a free trade zone.	WCO in a letter to the Secretariat, September 2012

Year	Month	Country or territory of seizure	Details	Source
2010	March	Kazakhstan	A poacher, who had killed two saiga antelopes (a male and a female), was detained in Taush village, Zhangeldinsk district. Two dead saiga antelopes and horns were confiscated.	Saiga news, Issue 11, Summer 2010, p. 9
2010	March	Kazakhstan	The police seized 4,704 horns of saiga antelopes (<i>Saiga tatarica</i>) at checkpoint "Ily", reportedly en route to China. Later that same month, police seized a further 178 horns from a car at checkpoint "Kurmangazy", in Atyrau province (western Kazakhstan).	TRAFFIC Bulletin from 1997 onwards
2010	March	Russian Federation	During a joint operation by the Federal Security Service of Kalmykia and the Investigations Department of the Prosecutor's Office of the Russian Federation, an officer of the Chernozemelsk District Department of Internal Affairs was detained not far from the Elista-Lagan' road. Nineteen saiga antelope carcasses were in his car.	Saiga news, Issue 11, Summer 2010, p. 9
2010	March	Russian Federation	In the Pallasovsk district of Volgograd Province, border guards at Elton village stopped a car with a saiga antelope carcass.	Saiga news, Issue 11, Summer 2010, p. 9
2010	March	Uzbekistan	Eight saiga antelope horns of various degree of freshness were confiscated from an inhabitant of the Karakalpakiya village in Ustyurt.	Saiga news, Issue 11, Summer 2010, p. 9
2010	March	Netherlands	Three hundred and sixty tablets.	CEN database, WCO in a letter to the Secretariat, September 2012

Year	Month	Country or territory of seizure	Details	Source
2010	March	Hungary	Ten "other" pharmaceutical products.	CEN database, WCO in a letter to the Secretariat, September 2012
2010	March	Netherlands	One hundred pills in a box.	WCO in a letter to the Secretariat, September 2012
2010	April	China	Customs officials at Horgos Port, Xinjiang Province, seized a package containing 68 horns of saiga antelopes (<i>Saiga tatarica</i>).	TRAFFIC Bulletin from 1997 onwards
2010	April	Russian Federation	At the Elista checkpoint, traffic police inspectors stopped a vehicle, in the boot of which they found a saiga antelope carcass and 20 horns.	Saiga news, Issue 11, Summer 2010, p. 9
2010	April	Kazakh / Uzbek border	At the 'Gisht-Kuprik' checkpoint on the Uzbek/Kazakh border north of Tashkent, an unaccompanied bag containing 119 saiga antelope horns was found by an inspector.	Saiga news, Issue 11, Summer 2010, p. 9
2010	May	China	The Huanggang Customs in Shenzhen, South China, seized 22 saiga antelope horns with an estimated value of CNY 650,000 (approximately USD 100,000).	Saiga news, Issue 11, Summer 2010, p. 9
2010	June	Kazakhstan	In the south of Kostanai province, 53 km to the west of Akkol village, Dzhangendisk District, 31 decomposed saiga antelope carcasses were found between salt marshes. It was impossible to state the cause of death, but it is most likely that the animals had been poached, as the horns had been cut off.	Saiga news, Issue 11, Summer 2010, p. 9

Year	Month	Country or territory of seizure	Details	Source
2010	June	Kazakhstan	Two men were detained in the Zhangeldynsky District, Kostanai province, for hunting saiga antelopes. A pair of horns was confiscated.	Saiga news, Issue 12, Winter 2010/2011, p. 10
2010	June	China	45 kg of horns was seized.	WCO in a letter to the Secretariat, September 2012
2010	July	Russian Federation	Officers of the Chernozemelsk militia detained a person, who had been illegally hunting saiga antelopes. Three carcasses and six horns were confiscated.	Saiga news, Issue 12, Winter 2010/2011, p. 10
2010	August	Kazakhstan	Poachers were caught on the steppes of Akzhar, Western-Kazakhstan, with 12 saiga antelope horns.	Saiga news, Issue 12, Winter 2010/2011, p. 9
2010	August	Kazakhstan	In the Shalkarsky District, Aktyubink Province, an Okhotzooptom inspector shot and killed a hunter trying to escape the scene of a crime. A gun and a bag of saiga antelope horns were found near the dead motorcyclist.	Saiga news, Issue 12, Winter 2010/2011, p. 10
2010	August	Netherlands	Eight pieces of pharmaceutical products.	CEN database, WCO in a letter to the Secretariat, September 2012
2010	September	Netherlands	One (unit "unknown")	CEN database, WCO in a letter to the Secretariat, September 2012
2010	October	Kazakhstan	Near Atanbas, Zhaisanbaisk District, part of a saiga antelope carcass was found inside the vehicle belonging to the Irgizsko-Torgaisky nature reserve.	Saiga news, Issue 12, Winter 2010/2011, p. 10

Year	Month	Country or territory of seizure	Details	Source
2010	November	Kazakhstan	In the Baiganinsky District of the Aktyubinsk Province, Okhotzoprom inspectors detained two persons who were illegally hunting saiga antelopes. The inspectors found 20 dead females, nine juveniles and one horned male.	Saiga news, Issue 12, Winter 2010/2011, p. 10
2010	November	Kazakhstan	Three persons were detained near Akshala, Karaganda Province. Their vehicle contained 11 saiga antelope carcasses.	Saiga news, Issue 12, Winter 2010/2011, p. 10
2010	November	Kazakhstan	Two persons were detained near Bogdok, Karaganda Province, in a vehicle containing, <i>inter alia</i> , 24 saiga antelope horns.	Saiga news, Issue 12, Winter 2010/2011, p. 10
2011				
2011	January	Kazakhstan	The Ministry of Internal Affairs carried out an operation entitled "Saiga" in the Aktyubinsk, Kyzylorda, Kostanai and Karaganda Provinces. The operation led to the detention of five poachers, from whom saiga antelope carcasses and horns were confiscated.	Saiga news, Issue 13, Summer 2011, p. 8
2011	January	Germany	Six hundred tablets/derivatives.	CEN database, WCO in a letter to the Secretariat, September 2012
2011	January	Kazakhstan	Environmental policemen and Okhotzoprom inspectors detained poachers with eight newly sawn saiga antelope horns.	Saiga news, Issue 13, Summer 2011, p. 8

Year	Month	Country or territory of seizure	Details	Source
2011	January	Netherlands	One box of skin products.	CEN database, WCO in a letter to the Secretariat, September 2012
2011	January	Netherlands	Two pieces of skin products.	CEN database, WCO in a letter to the Secretariat, September 2012
2011	February	Kazakhstan	In the town of Kyzylorda, environmental policemen found and confiscated three carcasses and the skin of a saiga antelope.	Saiga news, Issue 13, Summer 2011, p. 8
2011	February	Kazakhstan	Okhotzooptom officers found seven saiga skins while examining two vehicles 30 km from the town of Zhezkazgan. Nearby, they found saiga antelope meat in packets, four heads, nine legs and three pairs of new horns.	Saiga news, Issue 13, Summer 2011, p. 8
2011	April	Russian Federation	One person was detained in Astakhan. After an illegal hunt, he was transporting saiga antelope meat to Astrakhan City.	Saiga news, Issue 13, Summer 2011, p. 9
2011	April	Netherlands	One piece of pharmaceutical products.	CEN database, WCO in a letter to the Secretariat, September 2012
2011	May	Kazakhstan	An investigation team of the Irgiz District Department detained a car inside the Irgiz-Torgaiskiy Nature Reserve and confiscated one saiga antelope carcass.	Saiga news, Issue 13, Summer 2011, p. 8
2011	June	Kazakhstan	Officers of the Department of Internal Affairs detained a man trying to transport 62 horns of saiga antelopes.	Saiga news, Issue 13, Summer 2011, p. 8

Year	Month	Country or territory of seizure	Details	Source
2011	June	Germany	Fifty ampoules of pharmaceutical products.	CEN database, WCO in a letter to the Secretariat, September 2012
2011	August	Kazakhstan	In the Aktyubinsk region of Kazakhstan, four dehorned saiga antelope carcasses were found.	Saiga news, Issue 14, Winter 2011/2012. p. 11
2011	August	Uzbekistan	At the Gisht-Kuprik Customs office in the Tashkent region of Uzbekistan, a pair of mature saiga antelope horns and a single maral deer antler were confiscated.	Saiga news, Issue 14, Winter 2011/2012. p. 11
2011	September	Kazakhstan	Two poachers were detained in the Irgiz district, Aktyubinsk Region. Two pairs of saiga antelope horns were found on them.	Saiga news, Issue 14, Winter 2011/2012. p. 11
2011	October	China	Manchurian Customs detained a Chinese citizen who was attempting to smuggle six saiga antelope horns from Russia to China.	Saiga news, Issue 14, Winter 2011/2012, p. 12
2011	October	Kazakhstan	The environmental police detained poachers engaged in illegal saiga antelope hunts, residents of the Terenozek village, Syr Darya region. They found five saiga antelope carcasses.	Saiga news, Issue 14, Winter 2011/2012. p. 11
2011	November	Kazakhstan	On the border of the Kyzylorda and Karaganda regions, a joint operation of the environmental police and the game management organization Okhotzooptom detained two persons engaged in illegal hunting of saiga antelopes. A carcass was found in their vehicle.	Saiga news, Issue 14, Winter 2011/2012. p. 11

Year	Month	Country or territory of seizure	Details	Source
2011	November	Kazakhstan	Seizure of a bag of 93 horns of saiga antelopes, Kurmangaz District.	Saiga news, Issue 14, Winter 2011/2012, p. 12
2011	November	Kazakhstan	Baida region, seizure of 177 saiga antelope horns.	Saiga news, Issue 14, Winter 2011/2012, p. 12
2011	December	Netherlands	Four pieces of pharmaceutical products.	CEN database, WCO in a letter to the Secretariat, September 2012
2011	December	Kazakhstan	Officers of the Irgiz District Department of Internal Affairs, Aktyubinsk Region, detained two poachers who had hunted saiga antelopes in the Bestobe area, Irgiz District. The police found five dehorned carcasses.	Saiga news, Issue 14, Winter 2011/2012. p. 12
2011	December	Kazakhstan	At the Shep checkpoint, the police found a bag containing 46 saiga antelope horns.	Saiga news, Issue 14, Winter 2011/2012. p. 12
2011	December	Kazakhstan	Twenty-six saiga antelope carcasses were found in vehicles in the Kyzylorda province.	Saiga news, Issue 14, Winter 2011/2012, p. 12
2011	December	Uzbekistan	State inspectors of the Specialized Amudarya Inspectorate of the State Biological Control Agency detained a group of saiga antelope poachers in Muinak district of the Republic of Karakalpakstan. The dressed carcass of a young female was confiscated.	Saiga news, Issue 14, Winter 2011/2012. p. 11
2011	December	Uzbekistan	A citizen carrying 67 pairs of saiga antelope horns was detained at the railway station in Samarkand city.	Saiga news, Issue 14, Winter 2011/2012. p. 11

Year	Month	Country or territory of seizure	Details	Source
2012 (to September)				
2012	January	Kazakhstan	A joint operation of the environmental police and the game management organization Okhotzooptom detained a car near Kyzylorda. The police found three saiga antelope carcasses.	Saiga news, Issue 14, Winter 2011/2012, p. 12
2012	January	Kazakhstan	Officers of the Syrdarya District Department of Internal Affairs detained a vehicle in the Kumkol area, in the boot of which they found 32 saiga antelope carcasses.	Saiga news, Issue 14, Winter 2011/2012, p. 12
2012	January	Kazakhstan	Close to the village of Zhaisaibai, Irgyz district, police officers detained a car where they found 5 dehorned saiga antelope carcasses.	Saiga news, Issue 15, Summer 2012, p. 13
2012	January	Kazakhstan	During search operations in Aktobe, policemen detained a person in whose car they found 12 saiga antelope horns. He explained that he had been buying horns through posting notices in the city and nearby areas, offering KZT 12,000 (USD 80) per pair, and reselling then at KZT 60,000 (USD 400) a kilo. He voluntarily yielded up 102 saiga horns which he had collected over the previous 2 months and kept at his home.	Saiga news, Issue 15, Summer 2012, p. 13

Year	Month	Country or territory of seizure	Details	Source
2012	February	Uzbekistan	At Karakalpakia railway station, Kungrad district, officers of the Special Amu Darya inspectorate and the Customs Service of Karakalpakstan detained an Uzbekistan resident of Uzbekistan who was attempting to smuggle 302 saiga antelope horns.	Saiga news, Issue 15, Summer 2012, p. 14
2012	February	Kazakh / Russian border	A major batch of saiga antelope horns has been detained at the Kurmagazy border check point, Atyrau region (between Russia and Kazakhstan). Two people were attempting to bring 170 saiga antelope horns into Kazakhstan. The smugglers said they had purchased the saiga horns in Astrakhan, Russia, and were planning to sell them in Shymkent.	Saiga news, Issue 15, Summer 2012, p. 13
2012	March	Netherlands	Nine pieces of pharmaceutical products.	CEN database, WCO in a letter to the Secretariat, September 2012

Year	Month	Country or territory of seizure	Details	Source
2012	March	China	Eight hundred and seventy-six (876) horns of saiga antelope were seized by Customs (Urumqi customs have announced that Altay customs uncovered) during a major operation against illegal wildlife trade carried out under the auspices of China's National Inter-Agency CITES Enforcement Collaboration Group (NICECG), established in December 2011. NICECG comprises the State Forestry Administration, the Ministry of Public Security, the General Administration of Customs, the Ministry of Agriculture and the Administration of Industry and Commerce, and is coordinated by the CITES Management Authority of China, hosted by the State Forestry Administration.	<p>CITES press release: http://www.cites.org/eng/news/pr/2012/20120509_certificate_cn.php</p> <p>http://www.traffic.org/seizures-journal-legacy/2012/4/10/876-saiga-horns-seized-on-kazakhstan-china-border.html</p> <p>Saiga news, Issue 15, Summer 2012, p. 14</p>
2012	March	Kazakhstan	Okhotzooptom inspectors and officers of the Zhalagazh District Police detained a vehicle containing hunting guns and cartridges, blood spots and animal hairs. Following the car tracks, they found three discarded saiga antelope carcasses.	Saiga news, Issue 15, Summer 2012, p. 13

Year	Month	Country or territory of seizure	Details	Source
2012	March	Kazakh / Chinese border	At the Ili check point near Kapshagai, officers of the Department for Organized Crime Control detained a person, who was attempting to take through a large quantity of saiga horns, musk beaver skins and "baimur" (<i>Fritillaria pallidiflora</i> Schrenk) roots. The police confiscated 4,704 saiga antelope horns, inter alia. The police are conducting investigations into the identity of the traders and distributors. The arrested man intended to deliver the products to Zaisan (East Kazakhstan) for onward sale to China.	Saiga news, Issue 15, Summer 2012, p. 13
2012	March	Kazakh / Russian border	One hundred and seventy-eight (178) saiga antelope horns were confiscated at the Kurmangazy border check point (between Russia and Kazakhstan)	Saiga news, Issue 15, Summer 2012, p. 13
2012	May	Kazakhstan	In the Kulanshi region, Aktyuba province, a vehicle was detained; inside the car the carcass of a saiga antelope and two horns were found.	Saiga news, Issue 15, Summer 2012, p. 13
2012	June	Kazakhstan	Okhotzooptom inspectors in Aktebiy district, Aktyuba region, found over 60 dehorned saiga carcasses 12 km from the village of Kyrykkudyk.	Saiga news, Issue 15, Summer 2012, p. 14
2012	June	Kazakhstan	In the Ulytau district, Karaganda region, environmental police officers detained a vehicle; inside the car they found a dressed saiga antelope carcass.	Saiga news, Issue 15, Summer 2012, p. 14

Year	Month	Country or territory of seizure	Details	Source
2012	June	Kazakhstan	During search operations in the village of Akoba, West Kazakhstan region, Committee for Forestry and Hunting and Okhotzooptom officers found 12 pairs of saiga antelope horns.	Saiga news, Issue 15, Summer 2012, p. 14
2012	July	Kazakhstan	During inspection of a car driven from Aktoba, District and Environmental police officers confiscated a saiga antelope carcass and five pairs of horns.	Saiga news, Issue 15, Summer 2012, p. 14
2012	July	Kazakhstan	Department of Internal Affairs police officers from Aktyuba region detained a three persons, in whose car they found five saiga antelope carcasses.	Saiga news, Issue 15, Summer 2012, p. 14

Original language: English



CoP16 Doc. 56

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

Sixteenth meeting of the Conference of the Parties
Bangkok (Thailand), 3-14 March 2013

Interpretation and implementation of the Convention

Species trade and conservation

SAIGA ANTELOPE

1. This document has been prepared by the Secretariat.
2. The Secretariat is grateful to the Secretariat of the Convention on the Conservation of Migratory Species of Wild Animals (CMS) for its assistance in compiling this report and to the UNEP World Conservation Monitoring Centre (UNEP-WCMC) for its assistance in providing relevant trade data.

Background

3. At its 15th meeting (CoP15, Doha, 2010), the Conference of the Parties extended or revised a number of existing Decisions concerning the saiga antelope. Those decisions are detailed below.

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

Decision 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)'³ and its Saiga Action Plan.

Decision 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

Decision 14.94 (Rev. CoP15)

Important consumer and trading States of saiga parts and derivatives are encouraged to collaborate 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

³ The MoU referred to in Decisions 14.91, 14.96 and 14.97 (Rev. CoP15) was amended on 10 September 2010 at the second meeting of the signatories in Ulaanbaatar, Mongolia, to include the Mongolian saiga antelope. It is now called the 'Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga spp.)' (see http://www.cms.int/species/saiga/saiga_text.htm).

global trade trends and conservation aspects with a focus on market demand in Southeast Asia (Annex 6 to document CoP14 Doc. 56⁴), 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 labelling system for products containing saiga specimens; and*
- 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.*

Decision 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 period 2009-2010.

Directed to the Parties and others

Decision 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 tatarica³)' and its Saiga Action Plan.

Directed to the Secretariat

Decision 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:*
 - 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 2010;*
 - 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 and 14.93 (Rev. CoP15) to 14.97 (Rev. CoP15), including a written summary of the information contained in biennial reports from relevant Parties, for consideration at the 16th meeting of the Conference of the Parties, and recommend appropriate actions.*

⁴ Available at <http://www.cites.org/eng/cop/14/doc/E14-56.pdf>.

4. The Secretariat has prepared the present document on the implementation of all valid Decisions pertaining to the saiga antelope in accordance with paragraph b) of Decision 14.97 (Rev. CoP15).

Biennial reports

5. The deadline for submission of the 2009-2010 biennial report was 31 October 2011. The status of biennial reports submitted by range States, and by major consumer and trading countries affected by the Decisions indicated above, by this deadline or, at least, at the time of writing (October 2012) is shown in the Table below.

Saiga antelope range States, and major consumer and trading countries
required to report on the implementation of Decisions 14.91 to 14.95 (Rev. CoP15)

Country	Range or trade status	2007-2008 biennial report submitted	2009-2010 biennial report submitted
China	Former range State and major consumer or trading country	Yes	Yes
Japan	Major consumer or trading country	Yes	Yes
Kazakhstan	Range State and major consumer or trading country	No	No
Malaysia	Major consumer or trading country	Yes	Yes
Mongolia	Range State	No	No
Republic of Korea	Major consumer or trading country	Yes	Yes
Russian Federation	Range State and major consumer or trading country	No	No
Singapore	Major consumer or trading country	Yes	Yes
Turkmenistan	Range State	Non Party	Non Party
Uzbekistan	Range State	No	No

Implementation of Decisions 14.91 and 14.93 (Rev. CoP15)

6. Reporting on implementation of Decision 14.91 was postponed from CoP15 to the present meeting because the deadline for submission of 2007-2008 biennial reports (31 October 2009) was after the deadline for submission of documents for CoP15 (14 October 2009).
7. None of the current range States has submitted a biennial report for the periods under consideration. China has submitted its biennial reports, but it no longer has populations of saiga antelopes and is therefore not considered a range State, as recognized in Decision 14.91 and Decision 14.93 (Rev. CoP15). Consequently, it is not a party to the MoU and its biennial reports do not include information on measures and activities undertaken to implement the *Medium-Term International Work Programme for the saiga antelope (2007-2011)*.
8. Given the above, the Secretariat is unable to report on the implementation of the measures contained in the *Medium-Term International Work Programme for the saiga antelope (2007-2011)*.
9. The Secretariat does not have the mandate or resources to conduct a thorough assessment in lieu of information submitted in the biennial reports, but has been made aware of certain activities carried out in support of the implementation of Decision 14.91. Based on available information, and cognizant that such

information may not be complete and does not represent a comprehensive report, the Secretariat has summarized relevant activities in paragraphs 10 to 18 below.

10. A second meeting of the signatories to the *Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga spp.)* was convened in Ulaanbaatar, Mongolia, from 7 to 10 September 2010, and attended by the CITES Secretariat⁵. The meeting was co-sponsored by Germany and Mongolia, and supported by UNEP/CMS funding. A new *Medium Term International Work Programme (MTIWP) (2011-2015)*⁶ was adopted (see also paragraph 11 below). This new work programme specifies a series of actions to be undertaken by range and consumer States to enhance *in situ* conservation of saiga antelopes throughout their range, including incorporating work programme activities within National Biodiversity Strategies and Action Plans (activity 1.1 in MTIWP 2011-2015) of the Convention on Biological Diversity (CBD).
11. At the meeting mentioned above, the signatories to the MoU accepted a proposal from two non-governmental organizations (NGOs) – the Association for the Conservation of Biodiversity in Kazakhstan (ACBK) and the Saiga Conservation Alliance (SCA) – to provide joint technical coordination of and support for the implementation of the MoU, of which the MTIWP (2007-2011 and 2011-2015) constitutes an integral part. The CMS Secretariat concluded an agreement with both NGOs for that purpose in February 2011 and Switzerland pledged EUR 15,000 to support technical coordination of the MoU and its *Saiga Action Plan* through ACBK and SCA.
12. The Forestry and Hunting Committee (FHC) of the Ministry of Agriculture of Kazakhstan, in collaboration with the CMS Secretariat and ACBK, hosted the *Workshop on the Implementation and Coordination of the Saiga Antelope (Saiga spp.) Memorandum of Understanding (MoU⁷) and other CMS Instruments for Migratory Ungulates in Kazakhstan*⁸ in Astana, in February 2011. The workshop was sponsored by the Federal Ministry for the Environment, Nature Conservation and Nuclear Safety of Germany, and attended by the Chair of the CITES Management Authority of Kazakhstan and over 20 other participants, including the head of Field Inspection of the FHC, the Kazakhstan Institute of Zoology and representatives of the CMS Secretariat, the UNDP/GEF Project on Steppe Ecosystems Management and several NGOs, including ACBK, SCA and WWF. Some key issues discussed at the meeting are indicated below.
 - a) Kazakhstan reported that poaching of saiga antelopes had increased significantly across all populations since 2010, and reported on its implementation of the MTIWP (2007-2011).
 - b) Kazakhstan signed a bilateral agreement with Uzbekistan in April 2010 to coordinate and strengthen transboundary conservation activities in the Ustiurt region across the two countries. The corresponding Action Plan under this bilateral agreement has been developed but, at the time of writing, was awaiting approval at ministerial level in Uzbekistan.
 - c) The development of a bilateral agreement between the Ministry of Agriculture of Kazakhstan and Ministry of Natural Resources and Ecology of the Russian Federation on the protection, reproduction and use of Volgo-Ural saiga population. This agreement was signed in September 2012.
 - d) Participants acknowledged that the recommendations from the Urumqi meeting held in China in September 2010 (see paragraphs 26 and 27 below) required urgent attention, and they reiterated the need to collaborate closely with China and the Traditional Chinese Medicine (TCM) industry.

⁵ A list of participants is available at:

http://www.cms.int/species/saiga/2ndMtg_Mongolia/Mtg_Rpt/Annex_6_Participants_List_Only.pdf.

⁶ See http://www.cms.int/species/saiga/2ndMtg_Mongolia/Mtg_Rpt/Annex_5_MTIWP_2011_2015_E.pdf.

⁷ The Saiga MoU was concluded and took effect on 24 September 2006 after signature by the third range State. Signatories to the saiga antelope MoU are: Turkmenistan (23 November 2005), Uzbekistan (23 May 2006), Kazakhstan (24 September 2006), the Russian Federation (24 June 2009) and Mongolia (10 September 2010).

In addition, the following organizations have signed the MoU: CMS Secretariat (23 November 2005), Ministry of Nature and Environment of Mongolia (23 November 2005), International Council for Game and Wildlife Conservation (23 November 2005), IUCN/SSC (23 November 2005), WWF International (23 November 2005), Fauna and Flora International (24 September 2006), Frankfurt Zoological Society (24 September 2006), Wildlife Conservation Society (24 September 2006), Association for the Conservation of Biodiversity of Kazakhstan (10 September 2010) and The Saiga Conservation Alliance (10 September 2010).

⁸ The meeting report is available at:

http://www.cms.int/species/bukhara_deer/Meetings/1st_Mtg/BKD1_Inf_07_Report_Workshop_Saiga_&_Migratory_Ungulates_in_Kazakhstan_E.pdf.

- e) During the workshop, CMS signed an agreement with ACBK and SCA to coordinate the implementation of the MTIWP. Activities under the agreement included the set-up of a new database and website, *The Saiga Resource Centre*, which would serve as an information hub about the saiga antelope and as a tool for monitoring progress in the implementation of the new MTIWP (2011-2015). The website is expected to be functional by the end of 2012, together with the online database.
- f) The project format to collect data has been distributed through the Saiga News mailing list and posted on the SCA website. This forms part of the coordination activities of ACBK and SCA but, as such, the database has not yet been adopted officially as the official monitoring tool for the MTIWP yet. Nonetheless, ACBK has received information on 18 projects that were ongoing in September 2012.
- g) SCA publishes the bi-annual online newsletter *Saiga News*, available (including back-issues) in Chinese, English, Kazakh, Mongolian, Russian and Uzbek⁹.
13. In March 2011, the CITES and CMS Secretariats held a video conference to discuss, *inter alia*, follow-up missions by CMS to selected range States of the saiga antelope in Central Asia. They also agreed to exchange additional information related to that species. In this connection, the CITES Secretariat shared with CMS Russian versions of its training materials on enforcement (including the *Controlled Delivery Manual*, the *Questioning of Smugglers Manual* and a link to the Russian version of the *Green Customs Guide*) compiled by the Secretariat in conjunction with INTERPOL.
14. In Kazakhstan and Uzbekistan, the Governments of the United Kingdom of Great Britain and Northern Ireland and the United States of America provided USD 1.5 million to Flora and Fauna International (FFI) to run the Ustiurt Landscape Conservation Initiative. This is implemented through a partnership between FFI, ACBK and Pact Inc, and NGO, in close cooperation with the FHC, the State Committee for Nature Protection of Uzbekistan and the United Nations Development Programme (UNDP) office in Uzbekistan.¹⁰ The initiative was made possible with funding from the Sustainable Conservation Approaches for Priority Ecosystems (SCAPES) programme of the United States Agency for International Development (USAID), the United Kingdom Darwin Initiative, Halcyon Land & Sea, the Disney Worldwide Conservation Fund and others, for the period October 2009 to September 2014. The project follows a holistic, landscape-scale approach to conservation and includes a component on addressing the illegal regional trade in saiga products. Training materials have been developed for Uzbekistan to strengthen the capacity of enforcement agencies, including Customs, local and border police and rangers. The development of similar training for Kazakhstan is under negotiation. Activities also included awareness-raising campaigns developed for both countries in the form of video clips and posters emphasizing the national law that forbids hunting of saiga and trade in saiga specimens and the financial penalties for violation of this law. At the time of writing, an MoU between the FHC and the Customs Control Committee in Kazakhstan was under preparation to formalize future cooperation regarding the use of sniffer dogs to detect saiga horn and meat.
15. FFI is exploring the feasibility of training sniffer dogs to detect saiga horn and it has reportedly established good contacts with the Dog Centre of the Customs Control Committee under the Ministry of Finance of Kazakhstan, which conducts region-wide training in using sniffer dogs. FFI is currently supporting the FHC with preparing an official MoU with the Customs Control Committee to formalize further cooperation. It expects engagement in experience exchange in late 2012 or early 2013 with European Union Member States that already use dogs to detect illegally traded wildlife.
16. ACBK has been implementing the Altyn Dala Conservation Initiative with funding from the Frankfurt Zoological Society (Germany). This initiative (Altyn Dala means 'golden steppe' in Kazakh) aims to create an integrated network of grassland habitat reserves extending through central Kazakhstan. Over 5.2 million hectares have already been legally protected, but the initiative plans to increase this by up to an additional 5 million hectares.¹¹
17. Recently, the CMS Secretariat as well as various NGOs expressed concern about the ongoing construction of a border fence between Uzbekistan and Kazakhstan, reportedly to curb drug smuggling, which could become a barrier for saiga migration and facilitate poaching. The consequences of this fence for the Ustiurt saiga population, which remains in a critical condition, are unforeseeable but potentially

⁹ See http://saiga-conservation.com/saiga_news.

¹⁰ See <http://centralasia.usaid.gov/kazakhstan/354>.

¹¹ Further details are available at <http://www.zgf.de/?projectId=40&id=65&language=en>.

severe. The FHC was reportedly interested in learning about experiences from other countries in the design of migration paths and wildlife-friendly fences.¹²

18. A summary of other saiga-related projects undertaken in the signatory countries to the *Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope* (Saiga spp) (2006) are available online.¹³

Implementation of Decisions 14.94 (Rev. CoP15) and 14.95 (Rev. CoP15)

19. In 2007, in collaboration with UNEP-WCMC, 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 (see document CoP14 Doc. 56, paragraph 6).
20. In 2012, the Secretariat asked UNEP-WCMC to provide an update on the most important consumer and trading countries of saiga parts and derivatives, based on trade data from 2007 to 2010 (the most recent data available at the time of writing). This information is included as a footnote to this document¹⁴. Although newly identified countries are not concerned with the implementation of Decisions 14.94 (Rev. CoP15) and 14.95 (Rev. CoP15), Parties may wish to consider this information when deliberating on the recommendations in the Annex to this document.
21. With regard to the implementation of Decision 14.94 (Rev. CoP15), and consequently of Decision 14.95 (Rev. CoP15), China reported in its 2009-2010 report two actions related to saiga antelopes, both of which were seizures: one was a single seizure in September 2009 of two saiga antelope horns by the Shenzhen Customs, Guangdong Province; and the other was a seizure (date not provided) of five pieces of saiga horn in Macau SAR.
22. No information regarding the saiga antelope or the implementation of Decision 14.94 (Rev. CoP15) was contained in the biennial reports of Japan, Malaysia, the Republic of Korea or Singapore. It is unclear whether this is because no relevant actions were undertaken, or whether actions undertaken were not reported. As indicated in paragraph 19 above, the two remaining important consumer and trade States, Kazakhstan and the Russian Federation, did not submit biennial reports.
23. Consequently, the Secretariat is unable to report on the implementation of measures taken in accordance with Decision 14.94 (Rev. CoP15), on the basis of information provided in the biennial reports.
24. The Secretariat does not have the mandate or necessary resources to conduct a broad assessment in lieu of information to be submitted in the biennial reports, or to follow up with each major consumer or trading State. However, the Secretariat is aware of certain activities that contributed to the implementation of Decision 14.94 (Rev. CoP15). The Secretariat also followed up on certain specific points with China as agreed at the 62nd meeting of the Standing Committee (Geneva, July 2012) (see document SC62 Doc. 14.3, Annex¹⁵);
25. Based on available information, and recognizing that such information is unlikely to be complete or comprehensive, the Secretariat has summarized in the paragraphs below a number of relevant actions in important consumer and trading States in support of the implementation of Decision 14.94 (Rev. CoP15).
26. The State Forestry Administration and CITES Management Authority of China, in collaboration with the Secretariats of CITES and CMS, jointly organized the *Workshop on the Conservation and Sustainable Use of Saiga Antelope* in Urumqi, China, from 27 to 29 September 2010. The workshop was funded by the Chinese CITES Management Authority. The Secretariat wishes to acknowledge China's exemplary organization of this workshop, including the provision of simultaneous interpretation which greatly

¹² See http://www.saiga-conservation.com/saiga_news.html.

¹³ At

http://www.cms.int/species/saiga/2ndMtg_Mongolia/Mtg_docs/Inf_15_Summary_SaigaProjectActivities_En&Ru.pdf.

¹⁴ *The most important consumer and trading countries of saiga parts and derivatives, based on CITES trade data for the years 2007-2010 (all trade, as reported by both importers and exporters), were China, Japan, Malaysia, New Zealand, Singapore, the United States and Viet Nam. Trade involving Japan was both derivatives and horns; trade involving Viet Nam, New Zealand and the United States was predominantly in derivatives and therefore hard to quantify in number of horns. Imports into New Zealand and the United States were recorded under the source code "I".*

¹⁵ Available at <http://www.cites.org/eng/com/SC/62/E62-14-03.pdf>.

facilitated the proceedings. The summary report and the recommendations of the workshop are available online.¹⁶

27. In the meeting summary report, China reported on a number of measures taken, or underway, to ensure the conservation and long-term sustainable use of the saiga antelope, including, *inter alia*:
 - a) Strengthening law enforcement and border checks for detecting illegal trade;
 - b) Quantifying and registering stocks of legal saiga horn, and sealing them within coded and traceable containers;
 - c) Ensuring that re-exports of saiga parts and derivatives are no longer erroneously reported as “exports”; and
 - d) Establishment of a fund for *in situ* conservation and conducting visits to range States with representatives of the Chinese Association of Traditional Chinese Medicine (CATCM) (see paragraph 45 below).
28. China is planning to convene a training workshop for Mongolian Customs Officials from 6 to 9 November 2012 in Urumqi. The workshop will promote knowledge and skills in border law enforcement, and also establish a communication and cooperation network between officials. The workshop is jointly funded by China and Mongolia.
29. China has also undertaken a saiga horn stock inventory that concluded on 30 December 2011 with a total quantity of horns in stock of 115 tons. In addition, China informed the Secretariat in September 2012 that the Nanjing Chinese Medicine College was undertaking research into medicinal alternatives to saiga horn.
30. The Secretariat draws attention to the official *Notice on enhancing the protection of saiga antelope, pangolin, rare snake species and management of the standardization of their products for medicine* of 12 November 2007, issued jointly by China’s State Forestry Administration, Ministry of Health, State Industry and Commerce Administration, State Food and Drug Administration and State Administration of Traditional Chinese Medicine. This Notice:
 - a) limits the sale and consumption of saiga horn to designated hospitals and for clinical use in TCM only;
 - b) requires that horns used in designated hospitals be first verified, registered and stored in a standardized manner;
 - c) prohibits the sale of saiga horn and its powder outside these designated hospitals, although pre-packaged products using saiga horn are allowed to be sold in retail outlets;
 - d) requires units wishing to use saiga horn to have received permission from the State Food and Drug Management and Supervision agencies;
 - e) requires that TCM products containing saiga horn be labelled and managed; and
 - f) requires that, from 1 March 2008, all TCM products containing saiga horns obtain a “China Wildlife Management Label” and put this onto packs of its smallest sale unit before the product may enter the commodity chain.
31. The 2007 Notice remains in effect, although China has acknowledged that achieving its aims and objectives has taken longer than originally anticipated.
32. The Secretariat exchanged correspondence with Mongolia concerning the seizure of 2,000 saiga horns in 2008, and offered guidance regarding the disposal of the confiscated horns. Attention was drawn to examples provided by Belgium and Switzerland whereby the proceeds from the sale of confiscated specimens of Appendix-II species were used to fund CITES-related conservation projects.
33. A follow-up meeting with China was also held in the margins of the 25th meeting of the Animals Committee (Geneva, July 2011) to learn about implementation and future plans regarding the recommendations arising from the Urumqi workshop.
34. China and Mongolia hosted the *Sino-Mongolia meeting of CITES Management Authorities on the conservation and sustainable use of saiga antelope*, convened in Beijing, China, in March 2012, with

¹⁶ At http://www.cms.int/species/saiga/other_saiga_meetings.html.

funding from the US Fish and Wildlife Service (USFWS) Small Grants programme 2011. The primary focus of the meeting was the exchange of wildlife trade information and the identification of means to improve cooperation among law enforcement agencies in the border area. A bilateral China / Mongolia MoU is under preparation to address the purported increase in illegal trade following the moratorium on harvest and use put in place by the range States. Mongolia reported increased pressure on saiga populations from illegal hunting following Kazakhstan's voluntary moratorium on hunting and trade, which entered into force in 1999. Since that time, the moratorium has been regularly extended, most recently in 2010 up until 2020 (CMS Secretariat, *in litt.*, 13 September 2012). Since 2011, Kazakhstan has implemented a complete ban on domestic and international commercial trade in saiga products, including meat and horns, both old and fresh. To facilitate implementation of this ban, ACBK also started an information campaign (see paragraph 38 below).

35. An analysis of CITES trade data from 2007 to 2010 (the most recent year available) confirmed that, during this period, no exports for commercial purpose of saiga horns of wild origin were reported from the range States. Two consignments of horns originating from the Russian Federation were reportedly re-exported in 2008 and 2010, respectively, from Singapore to Hong Kong SAR. These were reported to be pre-Convention specimens. Small trade in specimens for other purposes, such as scientific research, was also reported from the range States.
36. For the period 2007 to 2010, China, Japan and Singapore were the main reported exporters of horns and derivatives. In terms of imports reported, Hong Kong SAR reported the largest volume of imports with over 13 tons. All were reported as being imported from Singapore and of pre-Convention origin. Japan followed with reported imports of just over 600 kg of horns from China. Derivatives, most likely as medicines, were reported in large quantities but often without units reported. New Zealand and the United States both reported large quantities of imported derivatives (over 22,000 and over 10,000 blank units, respectively) with source code I ("confiscated or seized origin"). China was reported as the source of these imports for both countries.

Seizures and initiatives to control illegal trade

37. Although not specifically required under the provisions of the current saiga decisions, the Secretariat has collated information available on seizures of saiga specimens, as well as examples of initiatives to control illegal trade in saiga. This information is presented in document CoP16 Inf. 4.

Information regarding similar initiatives is also contained in paragraphs 12. b) and c), 13-15, 26-28, 30, 32, 34 and 36 above.

38. In June 2012, ACBK launched an information campaign against signs offering saiga horns for sale, which had become more prominent in the cities of Kazakhstan. The goal of the campaign was to discourage poaching through preventing the spread of advertisements for sale or purchase of saiga horns.
39. The Wildlife Conservation Society (WCS)-China set up its South China Project in Guangzhou in August 2008. The goal of the project is to stop illegal trade in protected species (CITES Appendix I, CITES Appendix II with a zero export quota and State Class-1 protected species (the highest level of national protection), as well as other species controlled by local laws in the Guangdong Province. It is carried out through market surveillance, the provision of intelligence to government enforcement agencies and a collaborative education programme. The saiga antelope has been a target species for this project, which has been supported by three Saiga Conservation Alliance Small Grants since 2009.
40. During the compilation of the present document, the Secretariat's attention was drawn to an article in *Asian Scientist* entitled *Chinese 'Cooling Drinks' May Contain Endangered Saiga Antelope Horns*¹⁷. Bottles of water, reportedly containing saiga antelope horn, were reported to be on sale in Singapore for SGD 5.00 per bottle. If saiga "cooling water" is indeed a new development, it would appear to be inconsistent with Decision 14.94 (Rev. CoP15) which calls for "the reduction of the overall consumption of saiga parts and derivatives ... 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." The Secretariat has written to Singapore to seek clarification on this development, including the source of the horns used therein.

¹⁷ See <http://www.asianscientist.com/topnews/chinese-tcm-cooling-drinks-endangered-saiga-antelope-horns-2012/>.

Implementation of Decision 14.96

41. In addition to the sponsorship of meetings and technical coordination already described above, the following important contributions from the donor community should also be noted:

- a) The United States, through the USFWS Small Grants Programme, funded a capacity-building programme for preventing transboundary trade in saiga derivatives in the western parts of Mongolia and China, which included the *Sino-Mongolia meeting of CITES Management Authorities on the conservation and sustainable use of saiga antelope* convened in Beijing, China, in March 2012, mentioned in paragraph 34 above.
- b) The Morris Animal Foundation Betty White Wildlife Rapid Response Fund provided funding to FFI of USD 26,158 for studies to investigate the possible causes of the saiga mass mortality events in Kazakhstan in May 2010. The studies were conducted in September and October 2011, and February 2012.

Implementation of Decision 14.97 (Rev CoP15)

Sub-paragraph a) i)

42. Information on cooperation between the CITES and CMS Secretariats in the context of the implementation of the *Medium-Term International Work Programme for the saiga antelope (2007-2011)* has been incorporated in the present document (see paragraphs 10, 11, 13 and 26).

Sub-paragraph a) ii)

43. As indicated in paragraph 10 above, the second meeting of signatories to the *Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope* (*Saiga spp.*) was convened in Ulaanbaatar, Mongolia, 7-10 September 2010, and a new [Medium Term International Work Programme \(2011-2015\)](#) was adopted. This new work programme specifies a series of actions to be undertaken by range and consumer States to enhance *in situ* conservation of saiga antelopes throughout their range. Section 3 identifies specific actions addressing sustainable use and trade. The CITES Secretariat attended the meeting and provided inputs regarding these aspects of the work programme.

Sub-paragraph a) iii)

44. The Secretariat provided assistance to China, a major consumer and trading country, in facilitating the convening of the workshop held in Urumqi in September 2010 (see paragraph 26 above). The CMS and CITES Secretariats informally agreed that the CITES Secretariat would focus on measures to address illegal and unsustainable trade and use, whilst the CMS Secretariat would focus attention on issues of *in situ* management. The Secretariats are grateful to the CITES Management Authority of China for the financial, logistical and substantive support it provided to the workshop as well as the warm hospitality it extended to all participants. A CITES/CMS joint press release, which incorporated input from China, was issued following the workshop.¹⁸

Sub-paragraph a) iv)

45. In addition to attending that workshop, the Secretariat has since exchanged correspondence with the CITES Management Authority of China regarding the establishment of a fund or other enabling mechanism through which the TCM industry could provide financial, technical and human resources to address mutually-agreed priorities for *in situ* restoration of the saiga antelope. In September 2012, this project had reached the following stage:

- a) CATCM was still in the process of designing an overall endangered species strategy that would provide the guidance for the establishment of the fund or an enabling mechanism for *in situ* conservation; and
- b) China's CITES Management Authority continued to explore the feasibility of organizing site visits to range States to help build bridges between the TCM industry's interests and *in situ* conservation needs, also as a means of guiding development of the endangered species strategy.

¹⁸ See <http://www.cites.org/eng/news/sundry/2010/saiga.shtml>.

Other cooperation between the CITES and CMS Secretariats concerning saiga antelopes

46. The CMS/CITES Joint Work Programme 2012-2014, as endorsed by the CITES Standing Committee at SC62, details a number of specific activities concerning saiga antelopes that should be implemented by the CITES and CMS Secretariats in the course of 2012 to 2104 (see document SC62 Doc. 14.3). They are shown below:

Description of envisaged joint activities		Timeframe
<u>Saiga antelope</u>		
B10.	CMS and CITES will collaborate to identify a host country, and jointly fundraise for the third meeting of the signatories of the Saiga MoU to be held in 2014/2015, including for expert participation at the meeting (subject to external funding).	2014
B11.	The CITES Secretariat will participate in the implementation of the <i>Medium Term International Work Programme for the Saiga Antelope (2011-2015)</i> and in particular in the implementation of measures pertaining to transboundary anti-poaching and law enforcement activities, and the sustainable use of and trade in the saiga antelope. CMS and CITES will investigate the possibility of making use of the experience of the CITES MIKE programme on monitoring poaching.	On-going
B12.	CITES will explore, as per CITES Decision 14.97 (Rev. CoP15), possibilities to establish a mechanism to use funds from the traditional Asian medicine industry for <i>in situ</i> conservation of the saiga antelope. The aim being that consumer countries will contribute to improving the conservation status of the saiga. For example, follow up on the priorities for population-specific action that were proposed by the Urumqi workshop on the conservation and sustainable use of the saiga antelope (27-29 September 2010).	On-going

Conclusion

47. As was the case at CoP15, it is not possible for the Secretariat to provide an assessment of the status of the implementation of Decisions 14.91 to 14.95 (Rev. CoP15) solely based on the information that was to be submitted to the Secretariat by the Parties and States concerned. Information gathered directly by the Secretariat on these Decisions provides a better picture, but may also omit actions and measures taken by relevant Parties or stakeholders. Current work being done on the special reporting requirements under the Convention should facilitate the preparation and submission of implementation information on the saiga antelope in future. Moreover, the website mentioned in paragraph 12. e) above should assist the gathering, analysis and use of saiga-related information.
48. A number of positive actions and developments have taken place since CoP15, including the establishment of protected areas, coordinated enforcement actions, training in identification for enforcement officials, awareness raising and the adoption of the new *Medium Term International Work Programme for the Saiga Antelope (2011-2015)*. However, many actions in the MTIWP (2007-2011) have not been implemented yet and the new MTIWP (2011-2015) contains many new ones. Threats to saiga antelopes persist and certain populations are under pressure from increased levels of poaching and more high-tech poaching methods. The Secretariat therefore strongly supports the CMS Secretariat in its call for attention to full implementation of measures identified in the new *Medium Term International Work Programme*.

49. Noting difficulties faced by the Parties in fulfilling their reporting obligations and, consequently, by the Secretariat in reporting to the Conference of the Parties, it is clear that better and more coherent systems of assessing progress in implementing internationally-agreed conservation and management actions are required. The Secretariat would note that the Standing Committee Working Group on Special Reporting Requirements has been assessing whether special reports under the Convention (such as the reporting required on saiga antelopes) have been or might be effectively incorporated into the annual and biennial reports. It has also been considering how the biennial report format might be revised to facilitate such incorporation [see Decision 14.37 (Rev. CoP15)¹⁹]. The Group's report is contained in document CoP16 Doc. 30. In this context, the Secretariat draws once more attention to the development of the online database, run by ACBK and SCA under the auspices of CMS, where range States and major consumer and trading countries will be able to report directly and in real time on the implementation of the MTIWP for saiga antelopes.
50. The Secretariat remains convinced of the importance of collaboration among CITES, CMS, saiga antelope range States and consumer and trading countries of saiga parts and derivatives in order to assist in the conservation and restoration of the saiga antelope. The Secretariat also acknowledges the important role that the TCM industry and NGOs have to play in this process.
51. The Secretariat stresses the importance of the new *Medium Term International Work Programme for the Saiga Antelope (2011-2015)* and of cooperation with CMS in meeting the objectives of this plan. As indicated in paragraph 46 above, this continued cooperation is included in the CMS/CITES joint work plan (2012-2014). Given the importance of monitoring the consumption of and trade in saiga parts and derivatives to ensure the conservation and sustainable use of this species, the Secretariat is of the opinion that it would be appropriate for CITES to continue to monitor progress with the implementation of the five-year work programme through:
- a) continued liaison with CMS, and facilitating and encouraging, as far as possible, range States and major consumer and trading countries to report progress in implementing the MTIWP (2011-2015) in the online saiga antelope database; and
 - b) a revision of the biennial report format to facilitate incorporation of any special reporting which the Parties deem necessary in relation to the saiga antelope.

Recommendations

52. The Secretariat proposes that the Parties adopt the draft decisions in the Annex to this document. Consequently, the following decisions are also recommended for deletion: 14.91; 14.93 (Rev. CoP15); 14.94 (Rev. CoP15); 14.95 (Rev. CoP15); 14.96 and 14.97 (Rev. CoP15).

¹⁹ See http://www.cites.org/eng/dec/valid15/14_37-38.php.

DRAFT DECISIONS OF THE CONFERENCE OF THE PARTIES

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

- 16.A In order to contribute to the effective implementation of CITES, all range States of *Saiga tatarica* should fully implement the measures directed to them that are contained in the *Medium-Term International Work Programme for the Saiga Antelope (2011-2015)* [MTIWP (2011-2015)], developed in support of the *Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga spp.)* and its *Saiga Action Plan*.
- 16.B All range States of *Saiga* spp. should provide information on the measures and activities they undertook to implement the *Medium-Term International Work Programme for the saiga antelope (2011-2015)* via the online Saiga Resource Centre and its associated project database, managed under the auspices of the Convention on the Conservation of Migratory Species of Wild Animals (CMS).
- 16.C All range States of *Saiga* spp. are encouraged to communicate their priorities for *in situ* conservation action to the CITES and CMS Secretariats, *inter alia*, to share such information with potential financial donors.

Directed to important consumer and trading countries of saiga parts and derivatives

- 16.D Important consumer and trading countries of saiga parts and derivatives, as identified by the Secretariat on the basis of CITES trade data, are encouraged to collaborate in managing and controlling trade in saiga antelope and to implement the actions regarding *Sustainable Use and Trade* (Section 3) contained in the *Medium Term International Work Programme for the Saiga Antelope (2011-2015)*, developed in support of the *Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga spp.)* and its *Saiga Action Plan*.
- 16.E Important consumer and trading countries of saiga parts and derivatives are encouraged to contribute financially towards the *in situ* conservation of saiga antelopes in current range States.
- 16.F Important consumer and trading countries of saiga parts and derivatives should provide, via the online saiga antelope database managed under the auspices of CMS, information on the measures and activities they undertook to implement the *Medium-Term International Work Programme for the saiga antelope (2011-2015)*.
- 16.G Important consumer and trading countries of saiga parts and derivatives are encouraged to reduce consumption in saiga products and derivatives, for example through the use of alternative products with similar medicinal properties, and to implement in this respect the recommendations of the Urumqi workshop on the conservation and sustainable use of the saiga antelope (September 2010).

Directed to the Secretariat

- 16.H Based on information submitted by the relevant range States and consumer and trading countries, and following consultation with the CMS Secretariat, the CITES Secretariat shall report to and, as necessary, make recommendations at regular meetings of the Standing Committee regarding the implementation of:
- a) Decision 16.A regarding the implementation of the MTIWP (2011-2015) by current range States; and
 - b) Decision 16.F regarding the implementation of the MTIWP (2011-2015) by major consumer and trading countries.

Directed to the Standing Committee

- 16.1 The Standing Committee shall consider the reports submitted by the Secretariat, and, on their basis, propose its own recommendations for consideration at the 17th meeting of the Conference of the Parties.