

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



Eighteenth meeting of the Conference of the Parties
Colombo (Sri Lanka), 23 May – 3 June 2019

Species specific matters

SAIGA ANTELOPE (SAIGA SPP.)

1. This document has been submitted by the Standing Committee.*
2. At its 17th meeting (CoP17, Johannesburg, 2016), the Conference of the Parties adopted Decisions 17.267 to 17.274 on *Saiga antelope* (*Saiga spp.*), as follows:

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

- 17.267 *The range States of the saiga antelope (Saiga spp.) and important consumer and trading countries of saiga parts and derivatives, as identified by the Secretariat on the basis of CITES trade data, should:*
- a) *fully implement the measures directed to them in the Medium-Term International Work Programme for the Saiga Antelope (2016-2020) [MTIWP (2016-2020)], developed in support of the Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (Saiga spp.) and its Saiga Action Plan; and*
 - b) *provide information to the Secretariat on the measures and activities they undertook to implement the actions directed to them in the MTIWP (2016-2020).*
- 17.268 *Important consumer and trading countries of saiga parts and derivatives are encouraged to carefully manage the trade in, and consumption of saiga products and derivatives, for example through promoting the use of alternative products with similar medicinal properties, engaging with traditional Asian medicine industries and consumers of saiga products, education and information campaigns, and developing labelling schemes.*
- 17.269 *Range States of Saiga spp. and important consumer and trading countries of saiga parts and derivatives are encouraged to address challenges in controlling illicit trade in saiga horns and derivatives thereof by:*
- a) *supporting the development of tools to facilitate the identification, sourcing and determination of age of saiga horns;*
 - b) *ensuring effective stockpile management;*
 - c) *promoting training of, and cross-border collaboration amongst, enforcement agencies; and*

* *The geographical designations employed in this document do not imply the expression of any opinion whatsoever on the part of the CITES Secretariat (or the United Nations Environment Programme) concerning the legal status of any country, territory, or area, or concerning the delimitation of its frontiers or boundaries. The responsibility for the contents of the document rests exclusively with its author.*

d) *tackling new illegal trade channels such as those using social media.*

17.270 *Range States of Saiga spp. and important consumer and trading countries of saiga parts and derivatives are encouraged to collaborate to enhance in situ and ex situ conservation of saiga antelopes, develop joint actions and programmes in support of saiga conservation and restoration, and leverage financial and other resources for undertaking these activities and supporting the implementation of Decisions 17.267 to 17.269.*

Directed to the Secretariat

17.271 *Subject to the availability of external resources, the Secretariat should assist saiga range States and major trading and consumer States, upon request, in ensuring effective stockpile management and monitoring, including the development of inventories and improving stockpile security.*

17.272 *Based on information submitted by range States and consumer and trading countries, and in collaboration with the Secretariat of the Convention on the Conservation of Migratory Species of Wild Animals (CMS), the CITES Secretariat shall report to the Standing Committee regarding the implementation of Decisions 17.267 to 17.271.*

Decision directed to the Standing Committee

17.273 *The Standing Committee shall consider the report submitted by the Secretariat, and make any recommendations it considers appropriate for consideration at the 18th meeting of the Conference of the Parties.*

Directed to saiga antelope range States, Parties, multilateral environmental agreements, intergovernmental organizations, nongovernmental organizations, and other stakeholders

17.274 *Saiga antelope range States, Parties, multilateral environmental agreements, intergovernmental organizations, non-governmental organizations, and other stakeholders are encouraged to collaborate in the conservation and restoration of the saiga antelope (Saiga spp.), and to support the implementation of the MTIWP (2016-2020) and Decisions 17.267 to 17.270.*

Background

3. The CITES-CMS Joint Work Programme 2016-2020, adopted at the 66th meeting of the Standing Committee (SC66, Geneva, January 2016) and the 42nd meeting of the Standing Committee of the Convention on Migratory Species (CMS) (UNEP/CMS/StC42/Doc.6.1), identifies saiga antelopes as one of the target species for joint actions. The joint actions concerning saiga antelopes focus on supporting the implementation of the *Medium-Term International Work Programme for the Saiga Antelope (2016-2020)* [MTIWP (2016-2020)], 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*. The Saiga MoU was concluded under the auspices of the Convention on the Conservation of Migratory Species of Wild Animals (CMS).
4. The Standing Committee discussed reports by the Secretariat on the conservation of and trade in saiga antelope at its 65th meeting (SC65, Geneva, July 2014) and at SC66. These reports formed the basis of the Standing Committee's report to CoP17, where Decisions 17.267 to 17.274 were adopted¹.
5. The present report is submitted by the Standing Committee in compliance with Decision 17.273, and is based on discussions of the report that the Secretariat submitted to the Standing Committee at its 70th meeting [SC70, Sochi, October 2018; see documents [SC70 Doc. 58](#) and [SC70 Sum. 10 \(Rev. 1\)](#)].

Secretariat report on the implementation of Decisions 17.267 to 17.271

6. At SC70, the Secretariat reported on the implementation of Decisions 17.267 to 17.271, based on information submitted by the Russian Federation and Uzbekistan as saiga range States; and by China, Hong Kong SAR, Indonesia, Japan, Malaysia, Singapore and Viet Nam as consumer and trading countries. None

¹ See document [CoP17 Doc. 70](#)

of the Parties reported particular problems or challenges in regulating trade in specimens of saiga antelope. The measures they reported concerning trade in saiga antelopes seemed, in most instances, part of broader actions to promote and implement CITES at a national level. The Secretariat's report also contained an analysis by the United Nations Environment Programme – World Conservation Monitoring Centre (UNEP-WCMC) of reported trade in specimens of *Saiga* spp. for 2007-2016, and an overview of seizure data for 2015 to 2017, extracted from annual illegal trade reports and the WorldWISE database of the United Nations Office on Drugs and Crime (UNODC). Legal international trade in saiga parts and derivatives seemed to decline overall in the last decade, with a shift towards trade in finished products, and was largely limited to transactions between a few Asian non-range States. The number of reported seizures and the amount of saiga specimens involved remained small, with most instances referring to seizures of medicines outside Asia or saiga range States.

7. In its report, the Secretariat observed that the current status of saiga antelope trade may partly be due to the ongoing efforts by relevant CITES Parties to take action in favour of the conservation and restoration of saiga antelopes, and ensure well-regulated trade in specimens of the species.
8. The Secretariat argued that there remained a genuine need for relevant CITES Parties (i.e. range States of *Saiga* spp., and important consumer and trading countries of saiga parts and derivatives) to continue supporting the measures outlined in the Medium-Term International Work Programme for the Saiga Antelope (2016-2020) in its two final years (2019 and 2020). It noted that Decisions 17.268, 17.269 and 17.270 overlap with the measures outlined in MTIWP (2016-2020); their extension beyond CoP18 was therefore not proposed.
9. The Secretariat reported that a new five-year Medium-Term International Work Programme for the Saiga Antelope will be developed for the period 2021-2025. CITES and relevant Parties had been fully engaged in the development and deployment of the previous saiga work programmes, focusing on measures and actions relating to international legal and illegal trade in saiga. It proposed to maintain this constructive involvement, which is also called for under the joint CMS-CITES work programme, stressing that the MTIWP (2021-2025) should sufficiently reflect CITES priorities and concerns. These include legal and illegal trade in saiga specimens, demand reduction, legal frameworks, stockpile management, cross border enforcement collaboration and training, marking and identification of saiga parts and derivatives, engagement between *in situ* conservation and the Asian medicine industry, and improved collaboration among saiga range States to implement CITES by further harmonizing their legislation regarding offences involving illegal trade in saiga parts and derivatives, and strengthening cross-border enforcement teamwork, especially in the context of regional trade and customs cooperation.
10. Finally, the Secretariat reported that it intended to report to the Standing Committee on the outcomes of the fourth meeting of the signatories of the Saiga MoU, expected to be held in 2020 in the Russian Federation and, as appropriate, propose any consequent recommendations for further CITES-led actions that may be required.
11. Based on its report and observations, the Secretariat, in consultation with CMS, proposed draft decisions for consideration by the Standing Committee in the context of its implementation of Decision 17.273 (see Annex 1 of document [SC70 Doc. 58](#)).

Implementation of Decision 17.273

12. At SC70, the Standing Committee reviewed the Secretariat's report, and noted the successful collaboration between CITES and the Convention on Migratory Species (CMS) on saiga antelope.
13. Committee Members and Parties raised concerns at SC70 regarding how to manage effectively existing stockpiles of saiga parts and derivatives. Some Parties suggested that a call for Parties to report on stockpile management should be included in the document's draft decisions for consideration at CoP18, whereas a Committee Member argued that the management of saiga part and derivative stockpiles was a domestic management issue. Committee Members emphasized that several range States required assistance to ensure effective stockpile management and monitoring and robust population estimates.
14. The Standing Committee agreed to submit to the Conference of the Parties the draft decisions in Annex 1 to document SC70 Doc. 58, and requested the Secretariat to work with the Chair of the Standing Committee to include another draft decision to address concerns with stockpile management and monitoring in a way similar to Decision 17.271.

15. The Standing Committee requested the Secretariat to work with Parties to ensure that the Medium-Term International Work Programme for the Saiga Antelope (MTIWP) 2021-2025 reflect CITES priorities and concerns. These include improved collaboration among saiga range States to implement CITES by further harmonizing their legislation regarding offences involving illegal trade in saiga parts and derivatives, and strengthening cross-border enforcement teamwork, especially in the context of regional trade and customs cooperation.

Recommendations

16. The Conference of the Parties is invited to adopt the draft decisions attached in the Annex to the present document.

COMMENTS OF THE SECRETARIAT

- A. The Secretariat proposes that draft decision 18.BB be extended to include the Animals Committee, which should be asked to examine information on the conservation and management of saiga antelopes, and provide recommendations, as appropriate, in the areas of its competency. It therefore suggests the following amendments (new text is underlined; deleted text appears in ~~strikeout~~):

18.BB Subject to the availability of external resources, the Secretariat shall:

....

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

Directed to the Animals Committee

18.XX The Animals Committee shall, as appropriate, consider any findings and recommendations submitted by the Secretariat in accordance with Decision 18.BB, and make recommendations as appropriate.

- B. An estimation of the external resources that would be needed to implement the proposed draft decisions is shown in Annex 2.
- C. If the proposal of the Standing Committee is adopted, the Secretariat also recommends that Decisions 17.267 to 17.274 be deleted, as they will be replaced by the new Decisions.

**Draft decisions on saiga antelope (*Saiga* spp.) for consideration at the
18th meeting of the Conference of the Parties**

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

18.AA The range States of the saiga antelope (*Saiga* spp.) and important consumer and trading countries of saiga parts and derivatives, as identified by the Secretariat on the basis of CITES trade data, should fully implement the measures directed to them in the *Medium-Term International Work Programme for the Saiga Antelope* for 2016-2020 [MTIWP (2016-2020)] and for 2021-2025 [MTIWP (2021-2025)], developed in support of the Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (*Saiga* spp.) and its Saiga Action Plan.

Directed to the Secretariat

18.BB Subject to the availability of external resources, the Secretariat shall:

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

Directed to the Standing Committee

18.CC The Standing Committee shall, as appropriate, consider any findings and recommendations submitted by the Secretariat in accordance with Decision 18.BB, and make recommendations as necessary.

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

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

**TENTATIVE BUDGET AND SOURCE OF FUNDING
FOR THE IMPLEMENTATION OF DRAFT RESOLUTIONS OR DECISIONS**

According to Resolution Conf. 4.6 (Rev. CoP16) on *Submission of draft resolutions, draft decisions and other documents for meetings of the Conference of the Parties*, the Conference of the Parties decided that any draft resolutions or decisions submitted for consideration at a meeting of the Conference of the Parties that have budgetary and workload implications for the Secretariat or permanent committees must contain or be accompanied by a budget for the work involved and an indication of the source of funding.

The Secretariat proposes the following tentative budget for the implementation of the activities below, noting that no sources of funding have been identified yet. They would be secured in close collaboration with the CMS Secretariat.

Activity	Notes	Approximate cost
a) assist the Secretariat of the Convention on the Conservation of Migratory Species of Wild Animals (CMS) in organizing the fourth meeting of the signatories of the Memorandum of Understanding concerning Conservation, Restoration and Sustainable Use of the Saiga Antelope (<i>Saiga spp.</i>),	Medium-sized meeting Secretariat staff travel	USD 50,000 - 70,000 USD 5,000
c) review, in consultation with the CMS Secretariat, the conservation of and trade in saiga antelope, <i>Saiga spp.</i> , based on available data on legal and illegal trade, materials and outcomes of the fourth meeting of saiga MoU signatories, and stakeholder consultations,	Small technical study	USD 20,000 - 40,000
d) consult saiga range States and major trading and consumer States concerning their management of stockpiles of saiga specimens; review processes and practices; and provide assistance in ensuring effective stockpile management and monitoring, including the development of inventories and strengthening stockpile security.	USD 30,000 per country	USD 60,000 - 90,000