Global Action Plan

for the Conservation of the Steppe Eagle (*Aquila nipalensis*) 2026-2035

Raptors MOU Technical Publication No. 11

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CMS RAPTORS MOU АСБК RSPB

Geographical Scope

This Global Action Plan applies to the following 62 countries and territories, which are considered range states of the Steppe Eagle

Breeding

China, Kazakhstan, Mongolia, Russian Federation, Türkiye, Uzbekistan

Non-Breeding

Central Asia and Europe[1] Afghanistan, Armenia, Azerbaijan, Bulgaria, Georgia, Greece, Kyrgyzstan, Tajikistan, Turkmenistan, Ukraine

Middle East and North Africa Bahrain, Egypt, Iran (Islamic Republic of), Iraq, Israel, Jordan, Kuwait, Lebanon, Oman, State of Palestine, Qatar, Kingdom of Saudi Arabia, Syrian Arab Republic, United Arab Emirates, Yemen

South and Southeast Asia Bangladesh, Bhutan, India, Malaysia, Myanmar, Nepal, Pakistan, Singapore, Sri Lanka, Thailand

Sub-Saharan Africa Angola, Botswana, Burundi, Democratic Republic of Congo, Djibouti, Eritrea, Eswatini, Ethiopia, Kenya, Malawi, Namibia, Rwanda, Somalia, South Africa, South Sudan, Sudan, United Republic of Tanzania, Uganda, Zambia, Zimbabwe

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[1]Included within the Breeding Range threat assessment and action framework (for applicable actions not related to monitoring breeding or increasing productivity).

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Executive Summary

The Steppe Eagle, once considered the world's most common large raptor and found across the Western Palearctic steppe and grasslands, has suffered severe declines of around 50% over three generations throughout its range. Listed as *Endangered* by the IUCN since 2015 and included in CMS Appendices I and II, the species is now estimated to number fewer than 30,000 breeding pairs worldwide.

From its breeding stronghold in Kazakhstan and other Central Asian countries, Steppe Eagles migrate long distances to wintering grounds in the Middle East, Sub-Saharan Africa, and South and Southeast Asia. Urgent international cooperation is required to halt and reverse this global decline.

Key threats facing the Steppe Eagle are present in all regions, but the level of impact varies geographically. These threats are:

- **Energy Infrastructure:** Electrocution and collision with unsafe powerlines and windfarms are major causes of mortality and considered a primary driver of the decline.
- **Illegal Killing, Take & Trade (IKB):** Hunting, trapping, and trade (including online markets) persist across the range, particularly in the Middle East, North Africa and Southeast Asia.
- **Poisoning & Contaminants:** Exposure to pesticides and other toxic contaminants such as NSAIDs, heavy metals, and unsafe carcass disposal threatens survival.
- **Habitat Loss & Environmental Change:** Changing prey populations, land use change, and climate-driven shifts are reducing breeding success.

The vision of this plan is to ***Halt and reverse the decline of the Steppe Eagle by delivering innovative actions in science-based conservation and community engagement across its whole range.*** Six Strategic Goals have been developed to tackle each of the key threats, in addition to addressing knowledge gaps, to inform conservation action across the species' global range and to ensure the support and effective implementation of the plan:

1. **Reduce the impact of energy infrastructure on Steppe Eagles along the flyway**
2. **Reduce significantly mortality due to impact of legal and illegal take and trade**
3. **Understand and reduce the impact of unintentional poisoning on Steppe Eagle populations**
4. **Attain good quality habitats that support populations of Steppe Eagle across the species' range**
5. **Address key knowledge gaps on Steppe Eagle distribution, movement, and threats through increased collaboration and coordinated research, to inform conservation action across their global range**
6. **Ensure endorsement and effective implementation of the Steppe Eagle GAP across all range states through outreach with key communities and all major stakeholders**

These Goals underpin the 49 actions necessary to tackle the main threats to the species through science-based interventions targeting key parts of the species' life cycle or spatial hotspots, with long-term research, monitoring and engagement enabling this process. The Conservation Action Framework is prioritised to reflect the relative urgency of each action, with expected timescales, key stakeholders and dependencies detailed.

This plan provides the framework for coordinated global action to ensure the survival of one of the most iconic raptors of the Central Asian and East African-Eurasian Flyways.

Introduction

The Steppe Eagle (*Aquila nipalensis*) is a large migratory raptor of Western Palearctic steppe and grasslands and a flagship of the Central Asian and East African-Eurasian Flyways. Once considered the most common large raptor[1], declines have been seen across almost all of its range, and this has become a focus of international collaboration and conservation effort as is presented here in this Global Action Plan. Considered Endangered since 2015 (last assessed in 2021)[2] Steppe Eagle is listed in Convention on Migratory Species (CMS) Appendix I and II and classified as Category 1 under the Memorandum of Understanding on the Conservation of Migratory Birds of Prey in Africa and Eurasia (Raptors MOU).

A call for international cooperation came at the III Eagles of the Palearctic Conference in Kazakhstan where, the Almaty Declaration[3], highlighted the urgent need to a Global Action Plan for the Species. At the 14th meeting of the Conference of the Parties to CMS (CMS COP14) in February 2024, this urgent need for international cooperation and for the development of a Global Action Plan for the species was noted. Resolution 12.12 (Rev. COP14) and Decision 14.145 on Action Plan for Birds encouraged Parties and non-Parties, intergovernmental organizations and nongovernmental organizations, and other relevant stakeholders to make rapid progress in the development of a Single Species Action Plan, to be endorsed by CMS COP15 in early 2026. For migratory raptors, such as Steppe Eagle, international cooperation is of particular importance. Collaboratively designed and adopted international action plans provide a framework for state and non-state actors across range states to work together to improve a species' conservation status[4,5].

Species Overview

Previously considered a single species, Steppe Eagle was split from Tawny Eagle (*Aquila rapax*) at the turn of the century[6, 7]. Two subspecies are recognised: *A. n. nipalensis,* found in the eastern part of the breeding range and generally wintering in South and Southeast Asia; and *A. n. orientalis,* which breeds in the western part of the breeding range and generally winters in the Middle East, Arabia and East and Southern Africa. Satellite tracking has revealed that some individuals from the same part of the range will use wintering areas in different continents, including the same individuals in subsequent years[1]. The plumage and size variation between *A. n. nipalensis* and *A. n. orientalis* is clinal across the range, with the eastern individuals being slightly larger in size[8]. Genetic analysis has supported that there is no significant difference between the subspecies and that Steppe Eagle can be considered monotypic[9], for which reason we consider this action plan to be appropriate for the species as a whole.

One of the 'booted eagles', plumage changes as individuals mature over 5-7 years; juveniles are light brown with a characteristic white continuous band of underwing coverts which is gradually moulted to the brown adult plumage which is uniform but mottled[10, 11, 12].

The most recent published world population estimate is 50,000 – 75,000 mature individuals, which equates to 31,372 (26,014 – 36,731) pairs[2]. However, this figure is from 2015, and at this time the population was considered to have declined by at least 50% over three-generations (i.e. 42 years[13]), so it is reasonable to assume that the current world population is likely now 30,000 pairs or less, with observations from the field confirming further declines[14].

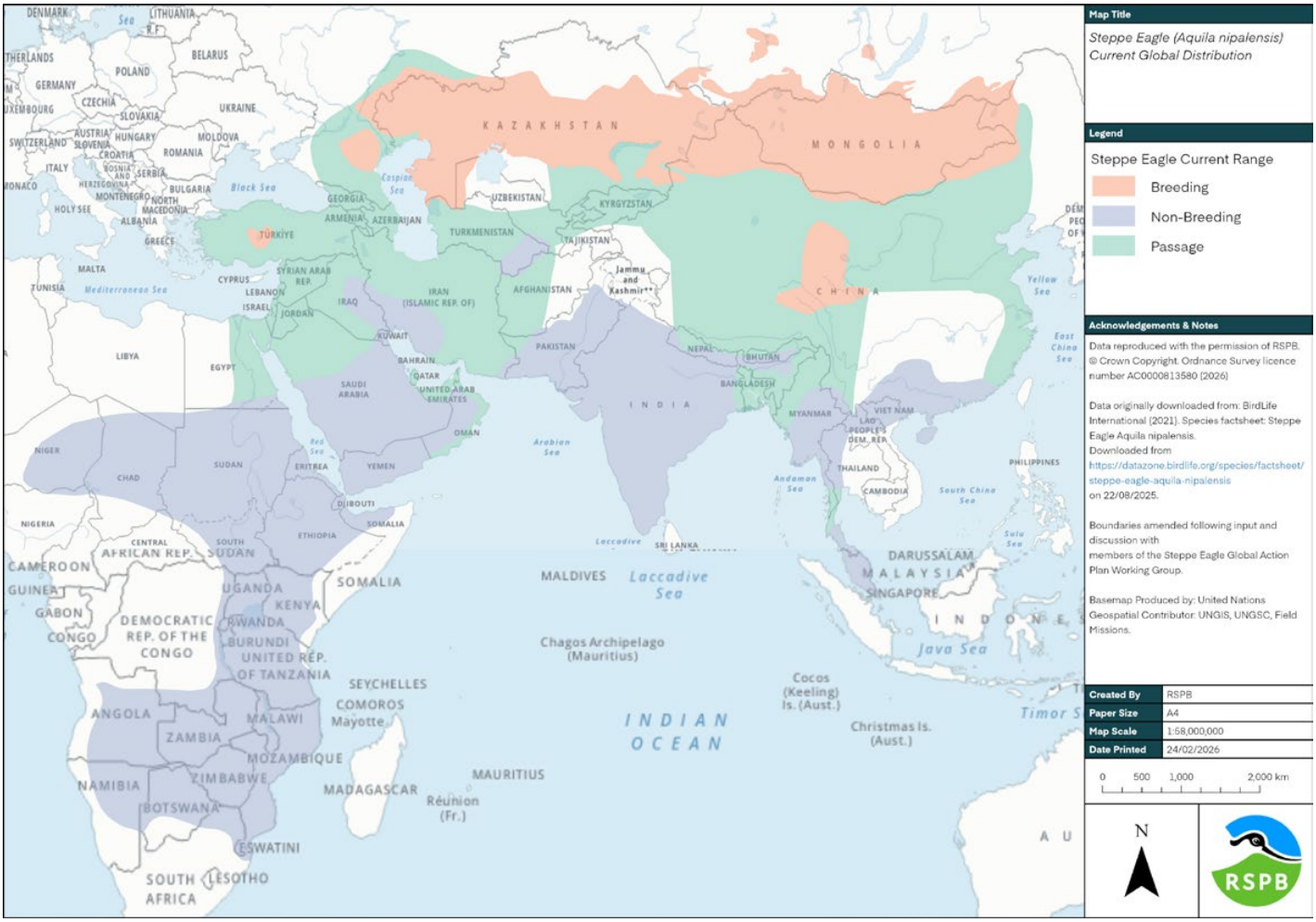

Figure 1 Map of breeding (red), passage (green) and non-breeding (blue) range of Steppe Eagle

Life Cycle

Steppe Eagles have a wingspan of 174-260cm and weigh 2.5-4.8kg as fully grown adults, with females the slightly larger and heavier sex[10, 12]. Pairs form on the breeding grounds in the spring when returning from their spring migration, with incubation dates starting mid-April in the west and late May at higher altitudes in the Altai Mountains[15]. Individuals and pairs appear to return to breed in the same areas each year, often to the same nest site. Laying 1-4 eggs, they incubate for 45 days on platform stick nests which are generally constructed on the ground or small rocky outcrops, although pylons, small trees, and haystacks are also used[16, 1, 12]. Young are dependent for 55-65 days[12], tended by both parents, and become independent after approximately 11 weeks[10]. Both hatching and fledging success are strongly affected by food availability[2, 17]. Post-fledging dependence on the natal territory lasts for 30-82 days[18] until juveniles begin migration, followed by post-breeding adults, with sub-adults and non-breeders leaving prior[1, 19].

Sub-adult birds will return to the breeding range (although not necessarily the natal area) before reaching breeding age, prospecting a wide area in both the breeding range and along the flyway before reaching maturity[20, 1]. Steppe Eagles typically reach sexual maturity at five years of age.

The IUCN Red List assesses changes in population size or range over a period of three generations. For the Steppe Eagle, generation length has been estimated using different methods, yielding values of 12.9 to 13.3 years[13]. There are concerns that the generation length of Steppe Eagle is shorter than these models suggest; however, until more life history data is available it is not possible to refine these estimates further.

Breeding Range

Steppe Eagles are birds of open habitats from Eastern Europe through Central Asia to East Asia (Figure 1). Kazakhstan is the stronghold of breeding Steppe Eagles, with 68-82% of the global population[21]. Pulikova et al.[14] provided the most recent national estimate as 16,750 – 28,070 pairs, which indicates a >10% decline in five years. Other key range states are Russian Federation [2,500 – 3,700 pairs, estimated by Karyakin et al. [21]], Mongolia [1500-2000 pairs[22]] and China [400-600 pairs[22]].

Previously the breeding range extended into SE Europe and Ukraine and into western China[23], but the previously wide range has contracted significantly (see map of historical range). Breeding in Europe has declined over the past four decades, with the exception of a newly discovered satellite breeding population in Türkiye confirmed in the mid-2010s[21, 24, 25], although this population has potentially been present yet undetected for some time. Breeding has ceased in Romania, Moldova, Bulgaria (last recorded breeding in the 1940s) and Ukraine (last recorded breeding in the 1980s, although dispersing immature birds regularly recorded[26,10]).

Migratory and Non-Breeding Range

Some individuals remain within the borders of the breeding range year-round, associated with good resources such as a rubbish dump in south-east Kazakhstan[1] and areas of Mongolia with high rodent densities[22], but the vast majority of birds migrate annually. Migration follows a number of corridors from the breeding range into wintering areas[27, 1, 28] (Figure 1). Many juvenile birds (of all taxa) spend longer migrating and show lower survival on their first migration[29], with inexperience playing an important factor, highlighted by juvenile Steppe Eagles being attracted to anthropogenic habitats (and potentially higher risks) and sub-adults and adults avoiding them[30].

Steppe Eagles and other soaring raptors reliant on land-based thermals are channelled through narrow "bottlenecks" during annual migrations[31, 32], providing opportunities for counts and population monitoring both in spring and autumn. At Eilat, Israel and Thoolakharka, Nepal, birds have been aged according to plumage, with both sites showing a change in both numbers and proportions of the different age classes over time[19, 33, 34, 35], highlighting potential changes in the population structure and dynamics. Zduniak et al. also described spring Steppe Eagle passage taking place earlier[36]; while the exact drivers are unknown, they hypothesise that climate change or reduced availability of prime nesting sites may be causing this forward shift. During autumn migration into South and Southeast Asia, Steppe Eagles cross the Himalayas using the few suitable passes[1]. Fleming Jr[37] reported approximately 45,000 Steppe Eagles passing the foothills of the Himalayas in autumn, whereas counts in recent years have been lower than 7,000 at Thoolakharka, Nepal[33].

On the African-Eurasian Flyway, internationally important numbers have been recorded at Eilat, Israel[38], Galala, Egypt (15,851 in spring 2022[39]), and Bab-el-Mandeb, Djibouti (76,909 individuals reported by Welch and Welch[40]), before the population decline. Birds that winter in Africa exhibit a loop migration around the Red Sea, moving south through the Arabian Peninsula and returning on northward migration through Sudan and Egypt past the bottleneck near Suez[32]. Around 20% of the global population (an estimated 12,500 birds) migrates through Saudi Arabia (Annexe 3b). While some of these birds remain here to overwinter, the exact number is difficult to estimate as numbers at sites fluctuate according to food availability[41]. Spring migration north through the bottlenecks near Suez peaks in late February and early March[29, 39].

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Steppe Eagles winter in four areas: sub-Saharan Africa, the Arabian Peninsula, South Asia, and Southeast Asia (Figure 1). Wintering birds can range wider than in the breeding grounds, but where food is concentrated their wintering range will contract[1, 29]. In Africa, the wintering areas extend southwards from Sudan, with some individuals reaching South Africa and Namibia[32]. Data from nestlings fitted with GPS transmitters in Türkiye have shown their wintering further west into Chad and Cameroon, suggesting that the wintering areas move westward in parallel with westward movement of breeding areas (B. Tatar & M. Horvath et al. unpublished data). Declines ranging from 56% to 96% decline over three generations (median 91%) have been seen across the continent[42]; Kenya alone has lost 76% of Steppe Eagles in 30-40 years[43].

In India, a 2023 assessment of the long-term trend was inconclusive[44]. Elsewhere in South Asia, smaller populations winter in Nepal[45], Bangladesh and Pakistan[46]. Further into Southeast Asia Steppe Eagles also winter in South China and Myanmar, with some individuals reaching Singapore[47, 28].

In the Middle East the largest wintering populations are in Saudia Arabia, Yemen and Oman[1], and significant wintering populations are also found in Iraq (K. Ararat pers. comms). In the winter of 2019-20 the largest ever gathering of Steppe Eagles was recorded near Ushaiqer, Saudi Arabia, with up to 6,000 individuals present[12]. In the absence of systematic monitoring, it is difficult to determine trends in the Arabian Peninsula, and there is also suspicion that birds are short-stopping here, without continuing their migration into Africa[48, 49].

Important Sites for Steppe Eagle

To help target conservation actions, the most important breeding areas, migratory bottlenecks, and non-breeding sites for the species have been identified using information gathered from several complementary sources. The resulting list of key sites (Annexe 2) represents the best available data across the species' range.

The list includes:

1. Sites identified by questionnaire compilers
2. Sites from Table 3 of Annex 3 of the Raptors MOU
3. IBAs and KBAs for which Steppe Eagle is listed as a trigger species[50]
4. Additional sites identified by BirdLife International[51] based on eBird data, where internationally important numbers of Steppe Eagles have been recorded (meeting IBA Criterion A1) up to 2025. Specifically, this refers to locations with either multiple counts of 15–49 individuals or at least one count of more than 50 individuals[52].

Some sites are IBAs or KBAs for other species but are still relevant for Steppe Eagles. Further details on all sites are provided in Annexe 2.

This list is not intended to be exhaustive. It will be updated as new information becomes available and will be regularly reviewed by the Steppe Eagle GAP Working Group.

Diet

Steppe Eagles are hunters, scavengers and food-pirates, showing variation in their diet throughout their annual cycle and life stages and in different regions[10]. When provisioning young in the breeding season they predominantly catch live small rodents, the species composition of which changes over the breeding range - Sousliks (ground squirrels) (*Spermophilus* spp.), Siberian marmot (*Marmota siberica)* and Brandt's Vole (*Lasiopodomys brandti)* all feature heavily, as well as other rodents, foxes, hares, reptiles and passerines[53,54]. Sundev et al. reported that the density of Brandt's Vole was strongly correlated with hatching and fledging success of breeding attempts in Mongolia [17]. In years with low rodent numbers, scavenging of larger mammals like Saiga (*Saiga tatarica)* features more heavily (Davygora, 1992 in Sundev et al.[17]).

The importance of carcasses increases away from the breeding grounds, and Steppe Eagle is a regular scavenger at livestock carcass dump sites across its non-breeding range during migration and the wintering period[12,1,55]. As outlined in the threat assessment, these congregation sites can increase the risk of impacts from threats such as poisoning and electrocution, so their importance should not be underestimated[1,56].

In sub-Saharan Africa, Steppe Eagles often follow the rains which are drivers of swarming termites *Hodotermes* spp. and nestling Red-billed Queleas (*Quelea quelea*), which, in addition to carcasses, rodents and mole rats, are key food resources when over-wintering[10,54].

[2] Relating to site network analysis to better understand gaps for Raptors MOU Annex 3 Category 1 species in the site network of Raptors MOU Annex 3 Table 3

Conservation Action Framework

Action	Description	Stakeholders	Global	Breeding Range	Middle East & North Africa	Sub-Saharan Africa	South & South East Asia
Goal 1 - Reduce the impact of energy infrastructure on Steppe Eagles along the flyway							
Objective 1.1 Improve detection methods and data sharing on the impact of energy infrastructure							
1.1.1	Review, agree and adopt standard survey methods and protocols for monitoring electrocution and collision with energy transmission and generation infrastructure across the whole range.	Academic Institutions, Research Agencies, Conservation NGOs, Energy Utilities, National Authorities	**Timescale:** Immediate				
1.1.2	Undertake standardised surveys in key areas to fully understand the impact of energy infrastructure on Steppe Eagle mortality to inform appropriate mitigation measures. **Dependencies:** 1.1.1	National Authorities (wildlife management & energy), Academic Institutions, Research Agencies, Energy Utilities, Conservation NGOs	**Timescale:** Short				
1.1.3	Promote transparency and regular exchange (or publication) of collected data on presence and mortality of Steppe Eagles from developers, infrastructure owners and other key stakeholders including energy funding agencies.	CMS Energy Taskforce, National Authorities, Conservation NGOs, Energy Utilities.	**Timescale:** Short				
Objective 1.2 – Promote bird (eagle) safe infrastructure and solutions							
1.2.1	Facilitate that national guidelines and legislation reflect international standards and the implementation of CMS Resolution 10.11 by all range states and promote implementation of bird friendly infrastructure and mitigation actions, working in partnership in part with the CMS Energy Task Force.	National Authorities, CMS Energy Taskforce	**Timescale:** Short				
1.2.2	Ensure there are effective national legal frameworks to minimise the impacts of dangerous infrastructure in all range states.	National Authorities, CMS Energy Taskforce, Energy Utilities,	**Timescale:** Long				
1.2.3	Promote awareness of the risks and implications associated with unsafe energy infrastructure to the communities and economies which may be impacted by it.	Energy Utilities, CMS Energy Taskforce, National Authorities	**Timescale:** Short				
Objective 1.3 – Prevent and mitigate hazardous energy infrastructure in high-risk areas							
1.3.1	Identify the highest risk areas through promoting wider coverage of sensitivity mapping tools (such as Avistep, etc), and by paying particular attention to bottleneck and congregation sites, prioritising assessments of the powerlines and windfarms for electrocution and collision risks in these key areas. **Dependencies:** 1.1.2, 1.1.3 List of important sites (see 2025 list in Annexe)	Energy Utilities	**Timescale:** Short				

Priority scale of actions: Critical | High | Medium | Low

Action	Description	Stakeholders	Global	Breeding Range	Middle East & North Africa	Sub-Saharan Africa	South & South East Asia
1.3.2	Ensure all key breeding areas, bottleneck and congregation (such as dumpsites and landfills) have safe electricity transmission infrastructure through the replacement and retrofitting of dangerous infrastructure (burying underground, insulation, diverters etc) and that new infrastructure also meets these standards. **Dependencies:** 1.1.3, 1.3.1	National Authorities (wildlife management & energy), Energy Utilities, Conservation NGOs	**Timescale:** Short				
1.3.3	Improve EIA procedures to ensure appropriate consideration within EIAs for development in key areas for Steppe Eagle. **Dependencies:** 1.1.3, 1.3.1	National Authorities	**Timescale:** Short				
Goal 2 - Reduce significantly mortality due to impact of legal and illegal take and trade							
Objective 2.1 - Understand the magnitude and socioeconomic drivers of illegal and unsustainable legal take, sharing information across the range							
2.1.1	Adopt common methodology across the range, based on existing good practice, on the gathering and management of data on illegal and legal take and in-person trade (including questionnaires and standard database structure etc.), to identify hot spots and methods.	Academic Institutions, CITES Authorities, Research Agencies, Conservation NGOs, MIKT, SWAITB TF, ITTEA	**Timescale:** Immediate				
2.1.2	Adopt common methods of monitoring online trade and sales of Steppe Eagle, including via social media and content platforms, based on existing good practice. **Dependencies:** 2.1.1	Academic Institutions, CITES Authorities, Research Agencies, Conservation NGOs, MIKT, SWAITB TF, ITTEA	**Timescale:** Immediate				
2.1.3	Provide support and data for an international review on the magnitude of illegal and legal take and trade of Steppe Eagles (and other raptors where appropriate) throughout the species' range. **Dependencies:** 2.1.1, 2.1.2	Academic Institutions, Research Agencies, Conservation NGOs, MIKT, SWAITB TF, ITTEA, CITES, CMS	**Timescale:** Medium				
2.1.4	Undertake socioeconomic research to identify drivers of illegal take and trade (e.g. trophy hunting through recreational shooting, livestock protection or captive bird keeping) among key stakeholder groups utilising different techniques. **Dependencies:** 2.1.2	Academic Institutions, CITES Authorities, Research Agencies, specifically social scientists,	**Timescale:** Short				
2.1.5	Identify key stakeholder groups and primary communication channels in relation to illegal and legal take and trade of Steppe Eagles including law enforcement groups at the national level. **Dependencies:** 2.1.2, 2.1.3, 2.1.4	Academic Institutions, Research Agencies, MIKT, SWAITB TF, ITTEA, CITES	**Timescale:** Short				
Objective 2.2 - Strengthen legislation and law enforcement to minimise illegal and unsustainable legal take and trade							
2.2.1	Gain full protection status, with appropriate penalties where breached, for the Steppe Eagle in all range states following review of current levels, including international responsibilities through CMS and CITES.	National Authorities (wildlife management)	**Timescale:** Immediate				

Priority scale of actions: Critical | High | Medium | Low

Action	Description	Stakeholders	Global	Breeding Range	Middle East & North Africa	Sub-Saharan Africa	South & South East Asia
Objective 2.3 - Increase awareness and capacity amongst key stakeholders to decrease illegal and legal take of Steppe Eagles							
2.3.1	Enhance enforcement of illegal take and trade laws in hot-spot areas by building cooperation and capacity between conservation organizations (i.e. both governmental and non-governmental) and law enforcement agencies. **Dependencies:** 2.1.3	National Authorities, Conservation NGOs, MIKT, SWAITB TF	**Timescale:** Short				
2.3.2	Prepare, disseminate and adopt best practice guidance on effective voluntary and state mechanisms for enforcing hunting and take regulations to increase awareness of key stakeholders including the full judiciary system (i.e. law enforcement agencies, prosecutors, judges etc). In addition, undertake extensive targeted outreach activities in key impact areas, such as patrols in specific markets, e-commerce enforcement units, targeting known criminal organisations and engaging decision makers. **Dependencies:** 2.3.1	National Authorities (law enforcement), Conservation NGOs, MIKT, SWAITB TF, CITES Authorities,	**Timescale:** Short				
2.3.3	Develop and deliver a programme of work in key areas to reduce ownership of Steppe Eagles as 'status symbols' either by educating on its illegality or by promoting legal alternatives, to target consumer demand. Share national and international resource opportunities to undertake campaigns to include community engagement and media dissemination.	National Authorities (law enforcement), Conservation NGOs	**Timescale:** Medium				
Goal 3 - Understand and reduce the impact of unintentional poisoning on Steppe Eagle populations							
Objective 3.1 - Identify critical chemicals affecting Steppe Eagle survival and/or fitness							
3.1.1	Conduct research and disseminate literature on critical chemicals likely to affect the fitness (health and population productivity) and/or survival of Steppe Eagle throughout its range.	National Authorities, Academic Institutions, Research Agencies, Conservation NGOs	**Timescale:** Short				
3.1.2	Understand the extent of use, impact and contamination pathway of NSAIDs, pest control chemicals and other environmental contaminants (such as heavy metals) at or near breeding and congregation sites including systematic sampling and analysis of primary food resources. **Dependencies:** 3.1.1, 5.2.1	National Authorities, Academic Institutions, Research Agencies, Conservation NGOs, Waste management authorities	**Timescale:** Immediate				
3.1.3	Sample live Steppe Eagles and fresh eagle carcasses, in a timely effective manner to determine cause of death and presence of critical chemicals and disease, recorded in a centralised database to enable data sharing. **Dependencies:** 3.1.1, 3.1.2	National Authorities (state testing laboratories, wildlife management), Research Agencies, Conservation NGOs, CITES Authorities	**Timescale:** Short				

Priority scale of actions: Critical | High | Medium | Low

Action	Description	Stakeholders	Global	Breeding Range	Middle East & North Africa	Sub-Saharan Africa	South & South East Asia
Objective 3.2 - Minimize exposure to critical chemicals							
3.2.1	Ratify the legislation on critical chemicals use and disposal to ensure the implementation of CMS Resolution 11.15 (RevCOP14) and related CMS Preventing Poisoning Guideline use and the Bern Convention to ensure the use of critical chemicals is banned or appropriately restricted across range states.	National Authorities	**Timescale:** Immediate				
3.2.2	Identify the socio-economic drivers of the use of critical chemicals and employ methods to reduce these drivers measurably.	Academic Institutions, Research Agencies, Conservation NGOs	**Timescale:** Medium				
3.2.3	Develop, adopt safe farmed-animal carcass management and disposal and promote with key stakeholders, ensuring that eagles still have access to safe carcasses as a food resource.	National Authorities (agriculture, drug regulation), Conservation NGOs, Waste management authorities	**Timescale:** Medium				
3.2.4	Strengthen law enforcement, by building capacity and making resources available, to ensure effective monitoring and enforcement of existing and new legislation of critical chemicals.	National Authorities, Conservation NGOs, CMS	**Timescale:** Medium				
3.2.5	Develop communication and awareness mechanism with WOAH to support in banning of dangerous drugs and support using the safe alternatives.	National Authorities (agriculture, drug regulation), Conservation NGOs	**Timescale:** Long				
3.2.6	Raise awareness on the environmental impact from the use of critical chemicals and promotion of alternatives in key Steppe Eagle areas (safe chemicals or alternative mitigation measures such as fences etc).	National Authorities, Conservation NGOs	**Timescale:** Medium				
Goal 4 - Attain good quality habitats that support populations of Steppe Eagle across the species range							
Objective 4.1 - Identify and map key habitats							
4.1.1	Conduct targeted research, in the breeding, migratory and non-breeding ranges on habitat use, site connectivity and diet, to fill key knowledge gaps.	Academic Institutions, Research Agencies, Conservation NGOs	**Timescale:** Short				
4.1.2	Develop a habitat suitability map of whole species' range, integrating sensitivity layers, telemetry data, and observation networks to identify critical habitats. **Dependencies:** 5.3.2	Academic Institutions, Research Agencies, Conservation NGOs	**Timescale:** Medium				

Priority scale of actions: Critical | High | Medium | Low

Action	Description	Stakeholders	Global	Breeding Range	Middle East & North Africa	Sub-Saharan Africa	South & South East Asia
Objective 4.2 - Improve and maintain habitat quality							
4.2.1	Implement habitat conservation and sustainable land-use management (e.g., restoring traditional pasture management practices) in priority breeding areas across the range, including baseline and follow-up assessments of habitat quality (i.e. nest and foraging sites) and prey availability. Collaborate with protected area authorities to integrate Steppe Eagle habitat requirements into site management plans.	National Authorities (protected areas), Conservation NGOs	**Timescale:** Medium				
4.2.2	Establish and enforce land management policies in critical habitats along both the African-Eurasian Flyway and the Central Asian Flyway, focusing on reducing disturbance and sustaining prey populations and promote the broader spatial scale of landscape scale restoration to ensure connectivity along global flyways and the longer-term aim of a return to historic population range. **Dependencies:** 4.1.2	Conservation NGOs, National authorities	**Timescale:** Long				
4.2.3	Ensure key congregation sites (including dump sites) are managed to ensure they provide safe roosting and feeding opportunities for Steppe Eagles through safe energy infrastructure and no access to poisoned food resources.	National authorities, Waste authorities, Electricity companies	**Timescale:** Short				
Objective 4.3 - Strengthen support for habitat conservation							
4.3.1	Develop targeted communication materials and conduct workshops with decision-makers in all range states using local languages to raise recognition of Steppe Eagle conservation needs.	National Authorities, Conservation NGOs	**Timescale:** Short				
4.3.2	Disseminate key outreach materials to local stakeholders in critical habitats, using appropriate local languages and media formats **Dependencies:** 4.3.1	National Authorities, Conservation NGOs	**Timescale:** Short				
4.3.3	Identify and designate a network of protected sites for Steppe Eagle by strengthening existing protection and the creation of new protected and OECM areas, providing flyway connectivity which are managed effectively (through the production and implementation of appropriate management plans) for the conservation of the species and their key prey species.	National Authorities, Conservation NGOs	**Timescale:** Short				
4.3.4	Assess Steppe Eagle's vulnerability and adaptive capacity to climate change to inform scenario-planning and development of adaptation and dynamic management measures. **Dependencies:** 4.1.2	National Authorities, Academic Institutions, Research Agencies, Conservation NGOs	**Timescale:** Medium				

Priority scale of actions: **Critical** **High** **Medium** **Low**

Action	Description	Stakeholders	Global	Breeding Range	Middle East & North Africa	Sub-Saharan Africa	South & South East Asia
Goal 5- Address key knowledge gaps on Steppe Eagle distribution, movement, and threats through increased collaboration and coordinated research, to inform conservation action across their global range							
Objective 5.1. Sharing best practices and standardized data collection, along with the data itself where required							
5.1.1	Develop and share standard protocols for the monitoring of Steppe Eagles at breeding sites, migratory bottlenecks and stopover sites, and wintering areas, prioritizing high-risk regions.	National Authorities, Academic Institutions, Research Agencies, Conservation NGOs	**Timescale:** Immediate				
5.1.2	Conduct a baseline assessment of existing Steppe Eagle monitoring, telemetry, and survey data across the range, and identify priority knowledge gaps to guide optimal investment in research.	National Authorities, Academic Institutions, Research Agencies, Conservation NGOs	**Timescale:** Immediate				
Objective 5.2. Coordinated monitoring across the range							
5.2.1	Carry out species monitoring (at all life stages) using standardised methods to guide sensitivity mapping and conservation action.	National Authorities, Conservation NGOs	**Timescale:** Immediate				
5.2.2	Develop and maintain a centralized and dynamic data sharing group who advocate for analysis and publication of combined datasets for overall understanding of the species and the primary threats driving their decline.	National Authorities, Academic Institutions, Research Agencies, Conservation NGOs, SE GAP Working Group	**Timescale:** Short				
5.2.3	Develop and maintain a centralised registry of trained personnel (experts), researchers, and institutions engaged in compatible Steppe Eagle monitoring, telemetry, and conservation across the species' range. The registry should include contact details, areas of expertise, and geographic focus to support improved coordination, collaboration, and better mobilization and be regularly updated.	National Authorities, Academic Institutions, Research Agencies, SE GAP Working Group	**Timescale:** Short				
5.2.4	Develop and share opportunities and sources of funding for monitoring, data analysis, research and advocacy.	CMS Secretariat, SE GAP Working Group	**Timescale:** Short				
Objective 5.3. Improved understanding of changing population dynamics, species range leading to effective conservation programs across all range states							
5.3.1	Implement regular horizon scanning to detect emerging and future threats, including along migratory routes.	Academic Institutions, Research Agencies, SE GAP Working Group	**Timescale:** Immediate				
5.3.2	Promote the tracking of birds to further scientific aims which follows best practice and modern technologies, making the data available for wider analyses to identify threats and key habitats. Ensure resources are available for the timely recovery of dead birds to understand causes of mortality. **Dependencies:** 4.1.1	Academic Institutions, Research Agencies, Conservation NGOs	**Timescale:** Medium				

Priority scale of actions: Critical | High | Medium | Low

Action	Description	Stakeholders	Global	Breeding Range	Middle East & North Africa	Sub-Saharan Africa	South & South East Asia
5.3.3	Clarify the borders of and connectivity between breeding populations and their flyway (i.e. metapopulation), to identify and highlight the most important and/or vulnerable populations. **Dependencies:** 5.1.2, 5.3.2	Academic Institutions, Research Agencies	**Timescale:** Medium				
5.3.4	Monitor and investigate the changing productivity and how these changes impact on population dynamics and their drivers, analysing both historic and new data.	National Authorities, Academic Institutions, Research Agencies	**Timescale:** Short				
Goal 6 - Ensure endorsement and effective implementation of the Steppe Eagle GAP across all range states through outreach with key communities and all major stakeholders							
Objective 6.1 – Awareness of the value of Steppe Eagles and their key threats is raised among the key stakeholder groups							
6.1.1	Communicate key findings on both the problems facing Steppe Eagle populations, and potential solutions to achieve positive responses to key decision-makers and communities to generate support evidence-based conservation actions.	Conservation NGOs, SE GAP working group, National Authorities	**Timescale:** Immediate				
6.1.2	Highlight and promote the Steppe Eagle as a flagship species of the Central Asian and African-Eurasian Flyways, utilising and supporting existing national and international events to raise awareness of Steppe Eagle global conservation needs and efforts.	Conservation NGOs, CMS, National Authorities, CAFI	**Timescale:** Short				
6.1.3	Establish or strengthen civil society organisations in key areas along the flyway by 2030, promoting local stewardship of Steppe Eagle habitats to aid with meeting international targets and sustainability goals.	Conservation NGOs, National Authorities (protected areas, wildlife management, communities), Steppe Eagle GAP Working Group	**Timescale:** Long				

Priority scale of actions: **Critical** **High** **Medium** **Low**

While almost all threats are present across the whole range, the level of each threat is different between regions (see Table 1). Each action has also been scored according to their priority by region, where present.

Legend

Priority scale of actions

Critical	action needed to prevent a large decline which could lead to the species' extinction
High	action needed to prevent a decline >20% of the population in <20 years
Medium	action needed to prevent a decline of <20% of the population in <20 years
Low	action needed to prevent local population declines or which is likely to have only a small impact on the whole population

Timescale

Immediate	to commence within the next year
Short	to commence within the next 3 years
Medium	to commence within the next 5 years
Long	to commence within the next 10 years
Ongoing	currently implemented and should continue

Geographic Range

Breeding range (includes birds in the breeding range which may not be breeding such as sub-adults, and non-breeding range countries within Europe and Central Asia)

Middle East and North Africa

South and Southeast Asia

Sub-Saharan Africa

Threat Assessment

Fully understanding the drivers of population declines of Steppe Eagle is fundamental to halting and reversing them. Threat mapping and ranking was carried out as part of the international expert workshop held in May 2025 in Astana, Kazakhstan. This was also informed by the responses to the questionnaire sent to experts across the range states, CMS Focal Points and Raptors MOU Contact Points.

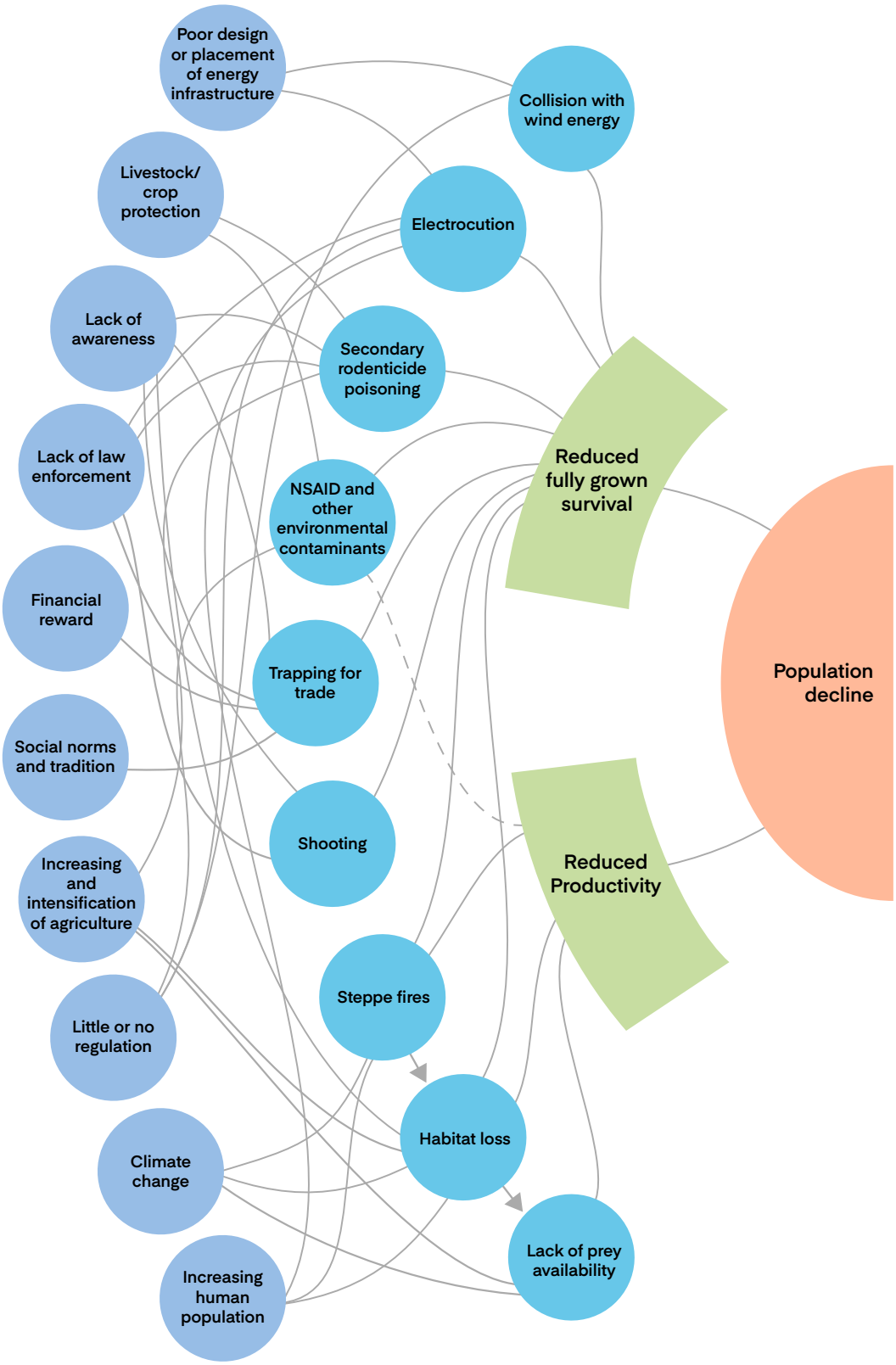


Figure 2 Problem tree and threat mapping for Steppe Eagle showing drivers, threats, impacts and overall outcome (decline). Dashed line is where the driver or link is less well understood.

Threat	Whole range		Breeding range	Middle East and North Africa	Sub-Saharan Africa	South & Southeast Asia
Energy Infrastructure						
Electrocution	High		High	High	High	High
Windfarms	Medium		Medium	Medium	High	Medium
Collision (powerlines)	Low		Unknown	Low	Low	Low
Habitat						
Lack of food/prey availability	High		High	Medium		
Habitat loss	Unknown		Low	Unknown	Unknown	Medium
Steppe and bush fires	Medium		Medium		Medium	
Predation	Low		Low			
Human disturbance	Medium		Medium			
Nest rubbish	Low		Low			
Climate change	Medium		Medium		Medium	
Poisoning						
Rodenticide poisoning	High		High	Medium	Medium	Medium
Human-wildlife conflict poisoning, including quelea, insecticide and feral dog poisoning	Medium			Medium	High	Medium
NSAID poisoning	Unknown		Unknown	Unknown	Unknown	Unknown
Unsafe water	Unknown			Unknown	Medium	Unknown
Illegal and unsustainable take						
Hunting (IKB)	Medium		Low	High	Medium	Medium
Trapping/trade	Medium		Low	High	Low	Medium

Table 1 Global threat ranking of Steppe Eagle by region.

The threat mapping which forms the Problem Tree (Figure 2) identifies the threats impacting Steppe Eagle, the drivers of these threats, how each threat impacts the species (e.g. reduces fully-grown survival or impacts productivity), and whether these links are proven or hypothesised.

Threats were then scored according to their timing (current or in the future), scope (% of the population affected), and severity (how large a decline the threat could cause over three generations). This enabled a Threat Ranking by region as shown in Table 1. The priority scoring of the threats informed the priority given to the actions to address them, as described in the Conservation Action Framework.

Threats were scored by scope, severity and timing and considered at a global scale and by region where high indicates threats with the highest potential impact according to the latest available knowledge and evidence. Threat score (ranking) reflects IUCN extinction risk assessments:

High – a factor causing or likely to cause rapid declines (>20% over 10 years)

Medium – a factor causing or likely to cause relatively slow, but significant, declines (10-20% over 10 years)

Low – a factor causing or likely to cause fluctuations

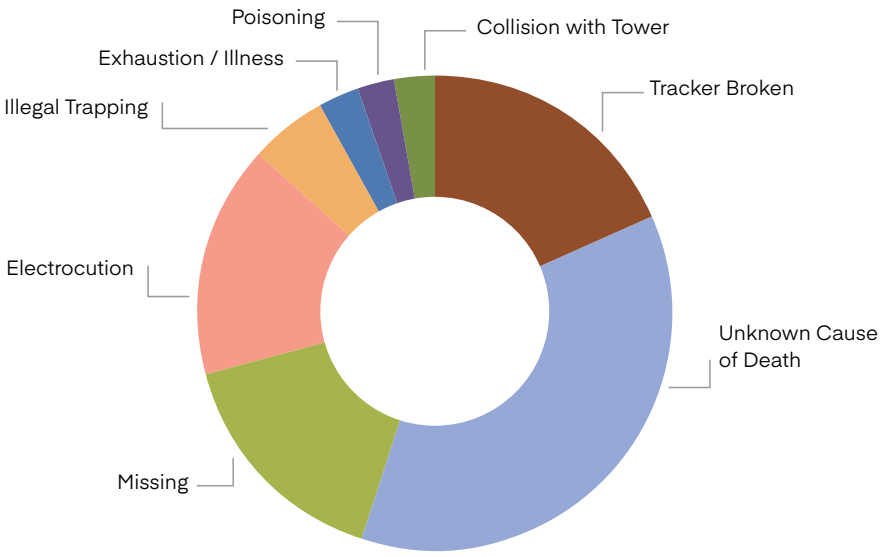
Unknown – is used where the severity of the threat is unknown but believed to be present

Grey – all available evidence suggests the threat is not present in the region

Evidence of Mortality

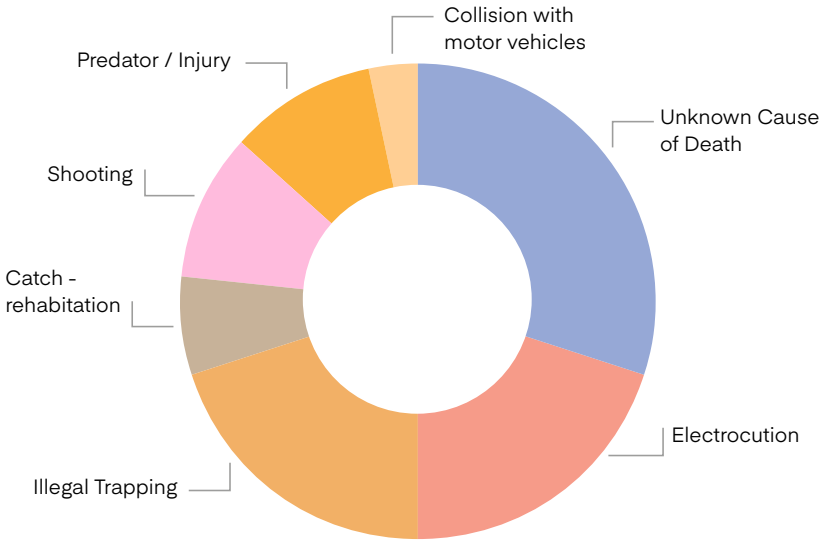
GPS tagging and ring recoveries provide important insights into dispersal, migrations, survival and probable mortality causes[57]. Among 68 Steppe Eagles ringed or satellite tagged as nestlings in Kazakhstan and Russian Federation, the cause of death has been determined for 32 individuals (Figure 3). Of those with a determined cause, 35% were due to electrocution, 26% from illegal trapping, 12% from shooting, and the remaining birds are presumed to have died from predation, injury and exhaustion; one individual was also believed to have been poisoned. Accurately determining the cause of death for individuals can be challenging (for example, carcasses can decay rapidly in high heat/humidity, and many birds die in remote areas where recovery is difficult), as such these proportions should be treated as minimum estimates.

These values are comparable with the findings of Serratosa et al. from satellite tagged birds, which found that of all known deaths of predatory raptors on the African-Eurasian Flyway, more than a third are human-induced, of which 36% were electrocuted, 24% were illegally killed and around 15% were poisoned [58].



Satellite tagged birds
Birds (n = 38)

Tracker Broken	7
Unknown Cause of Death	14
Missing	6
Electrocution	6
Illegal Trapping	2
Exhaustion / Illness	1
Poisoning	1
Collision with Tower	1



Ringed Birds (n = 30)

Unknown Cause of Death	9
Electrocution	6
Illegal Trapping	6
Catch - rehabitation	2
Shooting	3
Predator / Injury	3
Collision with motor vehicles	1

Figure 3 Cause of death for Steppe Eagles from 30 ringed birds and 38 fitted with satellite devices. Sources: [59,60,61,62,18]

Energy Infrastructure

Energy infrastructure presents three related risks for Steppe Eagle: electrocution, powerline collision, and wind turbine collision.

Electrocution (*Overall High*)

Electrocution is a key threat to large raptors globally[63, 63, 64]. In the largely treeless landscapes used by Steppe Eagle, electricity infrastructure offers perching and nesting sites, but birds are at risk when they simultaneously contact two uninsulated components or an uninsulated component and the ground[63]. Large numbers of Steppe Eagles have been recorded as electrocuted across the species' range, highlighting the universal nature of this issue (Table 1)[1]. True mortality is underestimated due to carcass decay and scavenging; within Kazakhstan alone, detection-bias adjustments suggest 9 to 90 times more deaths than found (see summary in Dwyer et al.[65]). Electrocution also affects people via electricity outages and increased risk of steppe/bush fire in already fire-vulnerable habitats; the wider economic costs remain unquantified[66].

For Steppe Eagle, the spread of wind energy facilities along key breeding areas, migration bottlenecks and congregation sites poses a risk of fatal collisions

In Kazakhstan and Mongolia, where the species breeds, electrocution is widespread. Surveys have recorded an average of 22 dead Steppe Eagles per 10 km in western Kazakhstan[67] and 8.1 dead Golden and Steppe Eagles in Mongolia[68]. Karyakin estimated that 51% of all raptor electrocutions in Kazakhstan are of Steppe Eagle, and risk may increase locally where prey densities are unusually high[69, 69]. In their wintering range, large congregations at refuse and dump sites can bring birds into close proximity with unsafe lines[70]. In Saudi Arabia, 14 km of powerlines near dumps may kill up to 240 individuals annually[71]. Electrocution is also of growing concern in sub-Saharan Africa for Steppe Eagle and other migrating raptors (S. Thomsett, *pers. comm*.), with Steppe Eagle considered particularly high risk in the region[72]. While insulation and undergrounding have been implemented in some regions, most of the mitigation measures have not specifically been targeted at Steppe Eagle hotspots.

Wind Turbine Collision (*Overall Medium*)

Rapid wind power expansion is of growing concern for large soaring birds[73]. For Steppe Eagle, the spread of wind energy facilities along key breeding areas, migration bottlenecks and congregation sites poses a risk of fatal collisions[74]. Modelling from satellite tagging indicates up to 7% of the 6,888–7,371 Steppe Eagles migrating annually through a proposed site could be at risk of collision[75]. Avoidance rates remain largely untested for this species, but potential impacts at bottlenecks are clear. Wind farms also result in habitat loss through displacement, causing eagles to avoid the area near the turbines; while construction footprints are relatively small, disturbance and collisions can be far more consequential[75]. Risks increase with large turbines and long wind blades (>30 meters long), and where prey/carrion attract raptors[76,76]. Whether adults or subadults are more affected is unstudied for Steppe Eagle (cf. Dahl et al.[77]), but given current declines, either could have population-level effects.

Wind farms can also create barriers to migration, forcing birds to take longer or more energy-intensive routes, since soaring raptors reliant on land-based thermals are channelled through narrow "bottlenecks"[31,32.] In eastern Kazakhstan, the Karatau Ridge (a critical migration bottleneck for Steppe, Eastern Imperial (*A. heliaca*), and Greater Spotted Eagles (*Clanga clanga*)), is threatened by existing and planned wind farms[73,78], with similar risks documented in other globally important migratory corridors, including the Rift Valley, the Red Sea, the eastern Mediterranean, and the Caspian Sea[79,80].

Secondary Poisoning and Environmental Contaminants

Poisoning and environmental contaminants are one of the most critical pressures on raptors globally[5,61] and Steppe Eagles are at risk of poisoning across their range and annual cycle[81,82,1], primarily via indirect secondary poisoning rather than direct targeting (though see Unsafe water under localised threats). The drivers of secondary poisoning are both specific targeted campaigns, generally funded and/or endorsed by governments, and individuals (potentially inadvertently) using pesticides incorrectly. Risk is heightened on wintering grounds where scavenging increases[1].

Rodenticides and Insecticides (*Overall Medium*)

Rodenticides are used at dumpsites and around domestic, industrial and agricultural operations. While legislation varies by country, commonly encountered compounds are second generation rodenticides such as bromadiolone[83]. Secondary poisoning of non-target wildlife is a known shortcoming of second-generation anticoagulant (SGA) rodenticides; some are licensed only for covered/indoor use but are applied inappropriately, increasing exposure of scavengers to poisoned carcasses. In Mongolia, for example, 1 million hectares were treated with bromadiolone to regulate Brandt's Vole (*Microtus brandtii*)[84], causing additional mortality of Steppe Eagle and other raptors, and a 33% decline in the number of breeding pairs on the Russian-Mongolian border in the years immediately following the poisoning event[85].

Plague management (to reduce rodent numbers following population explosion) and its wider impacts through secondary poisoning across the breeding range are poorly understood but represent a significant risk to Steppe Eagles. During the breeding season, rodents form a significant proportion of the diet of adults and provisioned young[86,1], so even small-scale rodenticide use could be threat. Outside the breeding season, Steppe Eagles often congregate at dumpsites or slaughterhouses, where they are exposed to rodent control practices. These sites also attract other scavengers, and lethal control of mammalian scavengers (including the use of strychnine and other controlled substances) is common. If carcasses are not removed or safely disposed of (buried/burned), they become a secondary-poisoning risk. Control of insects such as locusts has also been widespread, with instances of secondary poisoning reported (S. Thomsett, pers. comm.). Because there is no universal requirement to report 'by-catch' casualties, data on the impacts on Steppe Eagle and other raptors are limited.

Plague management (to reduce rodent numbers following population explosion) and its wider impacts through secondary poisoning across the breeding range are poorly understood but represent a significant risk to Steppe Eagles

Non-Steroidal Anti-Inflammatory Drugs (*Unknown*)

The effects of Non-Steroidal Anti-Inflammatory Drugs (NSAIDs) on Steppe Eagle (as well as other non-vulture Accipitriformes) is limited. The strongest evidence comes from Sharma et al. (2014): necropsies of two Steppe Eagles from the Jorbeer carcass-disposal site (India) showed clinical signs, histopathology and diclofenac residues consistent with diclofenac toxicity in *Gyps* vultures[87]. Several subsequent publications report dead Steppe Eagles at the same site[88,89], including 231 Steppe Eagles found dead between 2017-2022, though no post-mortem toxicity testing exists to corroborate these findings, nor to indicate toxicity of related veterinary drugs. NSAIDs, specifically diclofenac, caused the collapse of the South and Southeast Asia's Vulture population[90]. There is limited evidence that NSAIDs are a primary driver of Steppe Eagle decline but given the species' association with livestock carcasses where NSAID use persists, NSAIDs represent a potentially high threat[1]. Therefore, there is an urgent need to improve population monitoring and toxicology capacity in the Indian sub-continent and other areas where NSAID use continues.

Red-Billed Quelea Mass Poisoning (*Unknown*)

Colonies of Red-billed Quelea are an important food source for large migratory raptors in Africa[91], including Steppe Eagles wintering in South Africa[92]. Quelea establish breeding colonies in areas following rainfall and subsequent seed germination growth[93], which in turn drives raptor distributions; such colonies may anchor some Steppe Eagles' wintering ranges[1]. Widely considered an agricultural pest, Quelea have historically been exterminated to prevent crop damage, often via pesticide application at colonies[94], commonly fenthion[95]. Secondary poisoning of non-target species, particularly of predatory and scavenging raptors, has been widely observed at treated colonies[96,97,94], and Steppe Eagles have been found dead at treated Red-billed Quelea colonies[81]. While evidence of secondary poisoning exists, current information is insufficient to assess population-scale impacts for Steppe Eagle[22]. This reflects incomplete knowledge of the proportion of the population overwintering in Africa and the dietary importance of Quelea to those individuals. Nevertheless, observed mortality events and ongoing fenthion use at unknown scale indicate a significant knowledge gap and potential risk[95].

Environmental Contaminants (*Unknown*)

Impacts of environmental contaminants on large raptors' survival and productivity are comparatively understudied, with little specific to Steppe Eagle. Similar species are impacted at population scale by various toxins; lead poisoning, for example, is a global issue with individual and population-level effects[98,99]. Lead enters via fragments of shot in food, bullet fragments lodged in tissues, and contaminated water (see Garvin et al.[97]). There are both lethal and sublethal effects of lead on raptors, with the critical levels varying by species[97]. Indirect mortality may occur through increased bone fragility, reduced vision and higher infection susceptibility[100], and reduced reproduction has been observed in some taxa[101]. While specific evidence is not available for Steppe Eagle, lead is known to be toxic to other *Aquila* eagles. For example, lead exposure is widespread in Golden Eagles (*Aquila chrysaetos*) and estimated to account for 2.1-4.8% of all mortality in the USA[102]. As with other poisoning pathways, risk to Steppe Eagle is likely highest when scavenging[103]. Beyond lead, other pharmaceuticals (antibiotics, contraceptives and other medicines) may affect predators and scavengers, but pathways and population-level impacts remain largely unknown[104,105,106].

As with other poisoning pathways, risk to Steppe Eagle is likely highest when scavenging

Illegal Killing, Taking and Trade (IKB)

The illegal and unsustainable take of Steppe Eagle is reported from across the entire species' range, in different forms 'Take' includes hunting for sport or taxidermy and live take for the pet/falconry trade[107], though legality varies by country. IKB pressure is often concentrated at migration bottlenecks where birds are predictable and accessible. Overall, the IKB pressure is strongest where migration funnels through narrow corridors, and where enforcement capacity is limited (see Van Maanen et al.[108] for an example from Georgia). Detection is imperfect and incidents are underreported, so available figures likely underestimate true levels.

The illegal and unsustainable take of Steppe Eagle is reported from across the entire species' range, in different forms 'Take' includes hunting for sport or taxidermy and live take for the pet/falconry trade

Illegal Killing (*Overall Medium*)

Illegal shooting of Steppe Eagle is particularly severe in the Levant (Syria, Lebanon), where migrating birds concentrate along the eastern Mediterranean and are killed for sport or for taxidermy[109,107]. Falcon trappers operating in North Africa and the Middle East also kill Steppe Eagles because they are perceived as threats to their falcons or disruptive to trapping activities[22,110]. Shooting is also a pressure in the breeding range, with a satellite tagged individual shot when still within their natal range (E. Bragin pers. comms.).

Take and Live Trade (*Overall Medium*)

Live market trade of Steppe Eagles is well documented, as has been observed in Cairo[111] and the Al Ghazil market in Bagdad, where dozens can be seen in autumn and spring[58]. Increasingly, trade has shifted online, with sales via social media and e-commerce platforms[51,112]. Similar online trends are reported in Southeast Asia (e.g. Myanmar). In the breeding range, some Steppe Eagles are used for traditional hunting, although Golden Eagle is generally preferred[113]. Persecution of eagles is also reported from parts of China[22,114,53] and parts of Africa[43].

Overall, the IKB pressure is strongest where migration funnels through narrow corridors, and where enforcement capacity is limited (see Van Maanen et al.[107] for an example from Georgia).

Environmental Change and Resource Dynamics

Habitat change, prey dynamics and fire regimes act together, with climate change amplifying many pathways. Effects are both direct (e.g., nest loss to fire) and indirect (vegetation structure → prey cycles → foraging success), and they vary by region and season. Concern has also been raised about the relatively high proportion of pairs holding territory but not breeding after a few years of previously successful attempts (I.V. Karyakin *pers. comms*), the scale and drivers of which are currently not well understood.

Habitat change, prey dynamics and fire regimes act together, with climate change amplifying many pathways.

Habitat Loss and Alteration (*Unknown*)

In Türkiye, conversion of grasslands to agricultural fields is considered a High threat, alongside the drainage of wetlands[115]. Afforestation of steppe habitats is considered a low threat in Türkiye[114] and is not described as a major pressure elsewhere. Loss of habitat due to mining exploration and associated infrastructure, which leads to changes in vegetation structure and depletion of natural resources in China, has driven localised declines of raptors in China[53]. The conversion of prime steppe habitat to agriculture was raised as a threat as early as the 1950's by Dementiev & Gladkov[23], with both conversion to arable fields and increased grazing pressure from pastoral activities still cited[22]. In Southeast Asia, habitat change is likely to affect local foraging in some areas, but quantified species-level impacts remain limited.

Prey Availability (*Overall High*)

On the breeding grounds, Steppe Eagle nesting sites are often associated with colonial burrowing mammals, including ground squirrels (*Spermophilus* spp.) and pikas (*Ochotona* spp.). Where these prey peak in spring, territories are more likely to be occupied and pairs more likely to breed successfully, whereas scarcity corresponds to lower occupancy and productivity. In the Altai–Sayan and adjacent steppe, high abundance/availability of ground squirrels and pikas in spring has been shown to determine both nest occupation and breeding success in Steppe Eagles[85]. As the Steppe Eagle's prey base depends on open, short grass structure and active burrow systems, land-use change and vegetation overgrowth can depress prey populations independently of poisoning or infrastructure. Across the Palearctic, ground-squirrel colonies are prone to disappear when habitat is not maintained and becomes overgrown[116].

Fire and Vegetation Dynamics (*Overall Medium*)

Steppe fires are a natural part of ecosystems across much of the range, but increasing frequency and intensity can alter vegetation structure for several years post-fire[117], with knock-on effects for small-mammal and insect prey cycles. In Kazakhstan, at least half of the range is projected to face increased fire hazard[80]. Fire affects Steppe Eagles directly (mortality of eggs/young in nests) and indirectly (habitat change). In Karaganda, 3.93% of active nests were reported lost to fire[118].

Steppe fires are a natural part of ecosystems across much of the range, but increasing frequency and intensity can alter vegetation structure for several years post-fire, with knock-on effects for small-mammal and insect prey cycles.

Climate Change (*Unknown*)

Climate change acts mainly by modulating the above pathways: shifting prey baselines, raising wildfire risk, extending droughts that drive congregation at carcass sites and water points (with attendant exposure to poisoning/unsafe water), and altering wind regimes that intensify wind farm siting pressure along bottlenecks. Along with biodiversity loss, climate change is one of the emergencies facing the natural environment and will have wide ranging impacts on birds of prey such as the Steppe Eagle[119]. Modelled responses in ecologically similar species reinforce concern: for example, Tawny Eagle was predicted to face extinction with <10% change in annual precipitation in Southern Africa[120]. Furthermore, the Climatic Atlas of European Breeding Birds suggests the Western part of Steppe Eagle's range is becoming less suitable[121], although breeding is now almost non-existent already here.

Other Localised or Emerging Threats

These pressures are geographically limited or episodic. Scores reflect local impact and evidence certainty and do not imply overall importance at flyway scale.

Hybridisation with Eastern Imperial Eagle *Aquila heliaca* (*Overall Low*)

Steppe Eagle and Eastern Imperial Eagle are closely related and their ranges overlap significantly[122]. Hybrid pairs and offspring have been reported in the small and isolated Turkish population[123] and in areas where Steppe Eagle has declined while Eastern Imperial Eagle has increased[124]. Some of these individual hybrids have been fitted with GPS satellite tags as nestlings, providing insights into their subsequent movements and survival (B. Tatar & M. Horvath et al., unpublished data), and at least some of these offspring have been fertile. Although a potential genetic concern, events appear occasional and are unlikely to become a priority pressure at current population sizes.

Nest Rubbish (*Overall Low*)

Steppe Eagles are known to incorporate anthropogenic rubbish fabric, plastic bags and work gloves into their nests, which may be for decoration, in addition to more natural materials such as wool, bones, and structural sticks[25,9]. While this can be considered a natural behaviour, entanglement in plastics can pose a risk to nestlings (and potentially adults also) which may have localised impacts[125,17].

Unsafe Water (*Unknown*)

A threat which appears to be specific to Southern Africa is the poisoning of Steppe Eagles through the direct targeting of water resources during the dry season with poisons. This deliberate poisoning (using various toxins) is widespread and for the purpose of human food (A. Botha pers comms).

Disease (*Unknown*)

The latent impact of disease on Steppe Eagle is little understood, but the outbreak of Highly Pathogenic Avian Influenza (HPAI) has the potential to impact their survival. HPAI has been reported in Steppe Eagle, with two individuals tested positive for H5N8 in Russian Federation in 2017 (data from the WAHIS database), and these cases are likely a minimum figure given sporadic testing programmes. The outbreak has impacted populations of wild birds of varying taxa and levels of the food chain, and for some raptors the effect on their reproductive success is significant and gaining further study[126,127].

The latent impact of disease on Steppe Eagle is little understood, but the outbreak of Highly Pathogenic Avian Influenza (HPAI) has the potential to impact their survival.

Plan Development and Governance

Following Resolution 12.12 (Rev.COP14) and Decision 14.145 on Action Plan for Birds at CMS COP14 to develop a Species Action Plan, to report on progress and present options for future action under CMS at COP15, this plan has been developed. Using the principles of IUCN's Conservation Planning Specialist Group of evidence-based participatory decision making, a lead Coordinator, supported by the Raptors MOU Coordinating Unit and a Core Working Group, oversaw the collation and presentation of information. A wider expert group representing the species range was convened and a hybrid workshop was held in Astana, Kazakhstan in May 2025. Here, known species information was presented in addition to carrying out threat mapping and assessment and developing the Conservation Action Framework.

A questionnaire was also developed and distributed to CMS National Focal Points, Raptors National Contact Points, range states and species experts where information could be shared on the status and threats of Steppe Eagle in their country. This information has contributed to both the threat assessment (Table 1) and the list of key sites for the conservation of the species, presented in Annexe 3. Information was also collated on the population size and legal protection status by range state across the range and is presented in Annexe 4 and Annexe 5.

It is envisioned that the Steppe Eagle Global Action Plan will be implemented over a 10-year period (2026-2035). This should be reviewed at the 5-year midpoint to target resources for the remaining plan period. An emergency review will be undertaken if there is a sudden change which may affect the population or a new significant threat.

Within the first year of implementation, a multi-disciplinary Working Group of experts should be convened, which will then meet at least annually. This will link with CMS Parties and Raptors MOU Signatories, and an Action Plan Coordinator should be appointed. The aim of this group will be to:

- Review latest available information and research on the species
- Review progress and the completion of the actions in range states
- Plan implementation of the priority actions
- Support the delivery of actions outlined in the Conservation Action Framework
- Carry out a Mid-Term Implementation Review in 2030
- Carry out regular horizon scanning to detect emerging and future threats along the flyway.
- Develop and maintain a centralized and dynamic data sharing group and advocate for analysis and publication of combined datasets for the greater understanding of the species and their threats (from action 5.2.2)
- Support the Secretariat in reporting to CMS Conference of the Parties and the Meetings of Signatories to the Raptors MOU

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Annexe 1:

Technical Annexes

Annexe 1.1 Contributors and Working Group

Contributors

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Annexe 1.2 Abbreviations

ACBK	Association for the Conservation of Biodiversity of Kazakhstan (BirdLife Kazakhstan)
AVISTEP	Avian Sensitivity Tool for Energy Planning
BRCC	Biodiversity Research & Conservation Center
CAF	Central Asian Flyway
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
CMS	Convention on the Conservation of Migratory Species of Wild Animals
COP	Conference of Parties
Raptors MoU	Memorandum of Understanding on the Conservation of Migratory Birds of Prey in Africa and Eurasia
EAD	Environment Agency - Abu Dhabi
EIA	Environmental Impact Assessment
HWC	Human Wildlife Conflict
IBA	Important Bird and Biodiversity Area
ind.	individuals
IUCN	International Union for Conservation of Nature
IKB	Illegal Killing, Taking and Trade
ITTEA	Asia Pacific Illegal Taking of Migratory Birds Intergovernmental Task Force
KBA	Key Biodiversity Area
MEA	Multilateral Environmental Agreement
MIKT	Intergovernmental Task Force on Illegal Killing, Taking and Trade of Migratory Birds in the Mediterranean
MME	Hungarian Ornithological and Nature Conservation Society (BirdLife Hungary)
MOUA3	Site named in Annex 3, Table 3 of the Raptors Memorandum of Understanding
MSB	Migratory Soaring Birds
NCW	National Centre for Wildlife
NGO	Non-governmental organisation
NSAID	Non-steroidal anti-inflammatory drug
OECM	Other Effective Area-based Conservation Measures
PA	Protected area
PVA	Population Viability Analysis
RRRCN	Russian Raptor Research Conservation Network
RSCN	Royal Society for the Conservation of Nature (BirdLife Jordan)
RSPB	Royal Society for the Protection of Birds (BirdLife UK)
SAP	Species Action Plan
SEA	Strategic Environmental Assessment
SEGAP	Global Action Plan for the Conservation of the Steppe Eagle (Aquila nipalensis)
SWAITB TF	South-West Asia Illegal Taking of Migratory Birds Intergovernmental Task Force
UAE	United Arab Emirates
VMP	Veterinary medicinal product
Vulture MsAP	Multi-species Action Plan to conserve African-Eurasian Vultures
WAHIS	World Animal Health Information System
WG	Working Group
WOAH	World Organisation for Animal Health

Annexe 1.3 Legend to Data Tables

Season

B Breeding

NB Non-breeding but in breeding range

V Non-breeding visitor

M Migration

W Wintering

A All seasons

Population Data Quality

GO **Good Observed** The figure is based on reliable or representative quantitative data derived from complete counts or comprehensive surveys.

GE **Good Estimated** The figure is based on reliable or representative quantitative data derived from sampling or interpolation.

ME **Medium Estimated** The figure is based on incomplete quantitative data derived from sampling or interpolation.

MI **Medium Inferred** The figure is based on incomplete or poor quantitative data derived from indirect evidence.

P **Poor** The figure is not based on quantitative data, but instead on estimates derived from circumstantial evidence.

U - Unknown Information on quality not available.

Source

A site of an Internationally Significant Count according to IBA Criteria A1 (at least 15 individuals (the equivalent of 5 Pairs/Reproductive Units) of a CR or EN species with a global population of >1,500 individuals) as recorded by eBird checklist. Refers specifically to sites with more than one count at the site including counts of fewer than fifty individuals, or a site with only one count which exceeds 50 individuals.

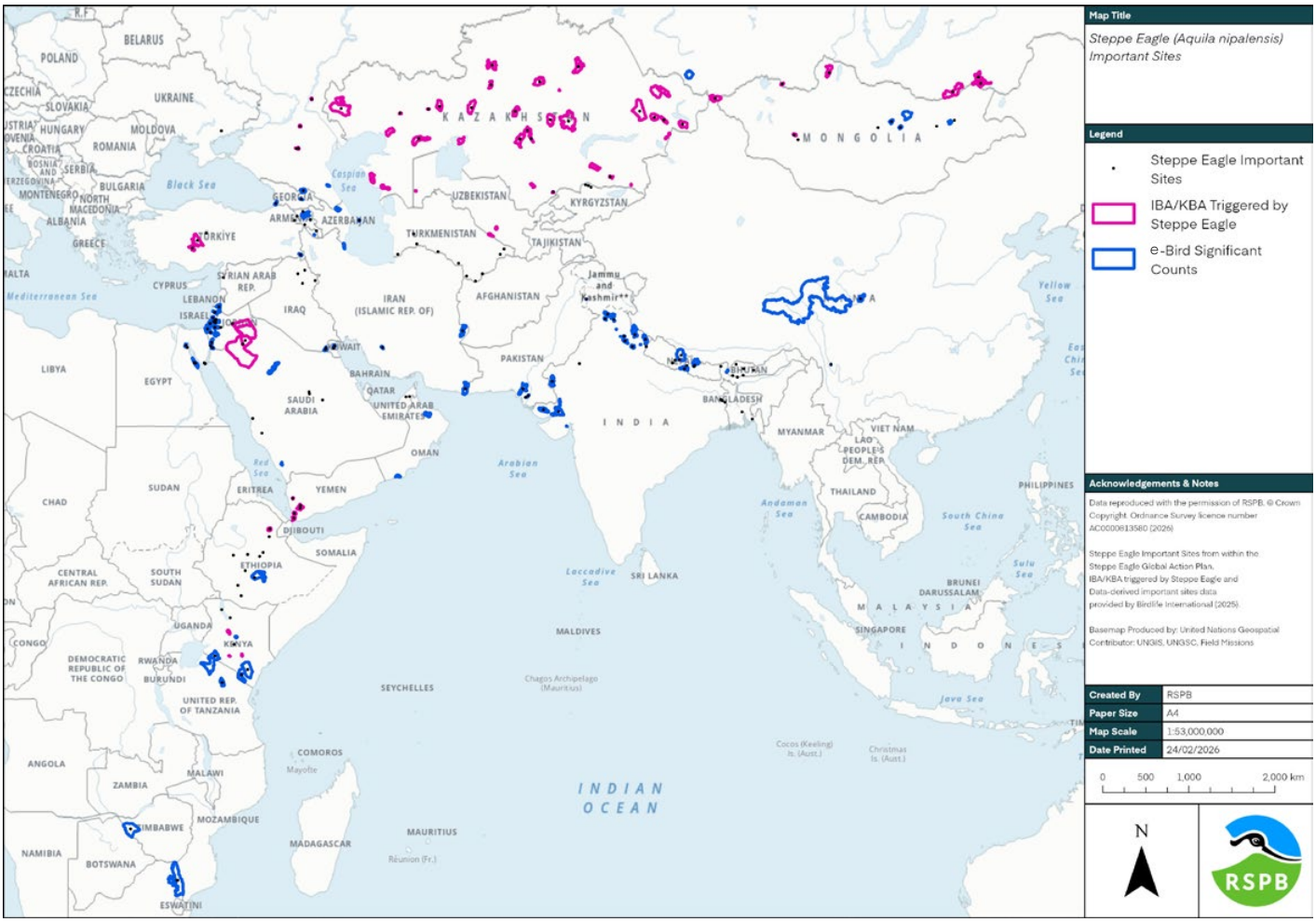

Figure 4 Map of Steppe Eagle important sites
Black dot - Stepple Eagle importanta sites
Pink - IBA/KBA triggered by Steppe Eagle
Blue - e-bird significant counts

Annexe 2:
Key Sites for the Conservation of Steppe Eagle

Country/ Territory	Site Name	Season	Latitude	Longitude	Est. Population Size	Data Quality	Year	Status	Source
Armenia	Shirak Plateau	M	40.63116	43.89992	400-500 individuals	GE	2022-2024		Proposed by questionnaire compiler
	Lori Plateau	M	40.98364	44.52365	300-400 individuals	GE	2022-2024		Proposed by questionnaire compiler
	Lake Sevan and environs	M	40.3513	45.3378	600-700 individuals	GE	2022-2024	IBA; KBA	Proposed by questionnaire compiler
	Sisian Plateau	M	39.44191	45.94349	250-350 individuals	GE	2022-2024		Proposed by questionnaire compiler
	Ararat Plain	M	39.93658	44.71841	200-300 individuals	GE	2022-2024		Proposed by questionnaire compiler
	Akhuryan-Araks River valley	M	40.28364	43.65028	100-200 individuals	GE	2022-2024		Proposed by questionnaire compiler
Azerbaijan	Shahdidi spit	M	40.28312	50.39269				IBA; KBA	Internationally Significant Count
Bangladesh	Padma River island, Chapai nawab gonj	W	24.60898	88.12305	2-4 individuals	P	N/A		Proposed by questionnaire compiler
	Padma River island, Rajshahi,	W	24.33844	88.57053	1 individual	P	N/A		Proposed by questionnaire compiler
	Padma River Islands, Godagari	W	24.46663	88.27838	1 individual	P	N/A		Proposed by questionnaire compiler
	Muhuri Dam coastal area,	W	22.74351	91.44814	2-3 individuals	P		IBA; KBA	Proposed by questionnaire compiler
	Mawa, Padma River	W	23.41377	90.33785	1 individual	P	2025		Proposed by questionnaire compiler
Bhutan	Phuntsholing	M	26.86124	89.38555	3 individuals		2024		Proposed by questionnaire compiler
	Trongsa	M	27.50019	90.50799	1 individual		2021		Proposed by questionnaire compiler
	Trashigang	M	27.33256	91.55201	16 individuals		2020		Proposed by questionnaire compiler
	Gelephu	M	26.8727	90.49315	1 individual		2019	IBA; KBA (Part)	Proposed by questionnaire compiler
	Gasa	M	27.89787	89.73126	1 individual		2021		Proposed by questionnaire compiler
	Lhamozingkha	M	26.71793	89.85058	1 individual		2017		Proposed by questionnaire compiler

Country/ Territory	Site Name	Season	Latitude	Longitude	Est. Population Size	Data Quality	Year	Status	Source
China	Nagpag Co (Napa Hai) Nature Reserve	B	27.8686	99.64208				IBA; KBA	Internationally Significant Count
	Zoigê (Ruo'ergai) Marshes	B	33.75015	102.7399				MOUA3; IBA; KBA	Internationally Significant Count
Egypt	Sharm El Sheikh	M	27.94436	34.30344	40-50 (spring-autumn)	GE	2018-2024		Proposed by questionnaire compiler
	Sant Katherine	M	28.04133	34.25543	50-100 (spring-autumn)	GE	2018-2024	MOUA3; IBA; KBA	Proposed by questionnaire compiler
	RAS GHARIB	M	28.07145	33.19146	15,919-15,968 (spring-autumn)		2020-2021		Proposed by questionnaire compiler
	El galala bird observatory	M	29.44332	32.44689					Proposed by questionnaire compiler
	Gebel El Zeit	M	27.98652	33.31264				MOUA3; IBA; KBA	Internationally Significant Count
	Ain Sukhna	M	29.60113	32.30699				MOUA3; IBA; KBA	Internationally Significant Count
Ethiopia	Yangudi Rasa NP	W	11	41	Unknown	P	NA	MOUA3; IBA; KBA	Proposed by questionnaire compiler
	Awash NP	W	9	40	Unknown	P		MOUA3; IBA; KBA	Proposed by questionnaire compiler
	Bale Mountains NP	W	6.8	39.5	Unknown	P		MOUA3; IBA; KBA	Proposed by questionnaire compiler; Internationally Significant Count
	Nechisar NP	W	5.9780	37.7640	Unknown	P		MOUA3; IBA	Proposed by questionnaire compiler
	Haylaideghe NP	W	9.3797	40.3593	Unknown	P			Proposed by questionnaire compiler
	Abijatta Shalla NP	W	7.5	38.5	Unknown	P		MOUA3; IBA; KBA	Proposed by questionnaire compiler
	Sululta Plains	W	9.183056	38.75	Unknown	P		MOUA3; IBA; KBA	Proposed by questionnaire compiler
	Borana NP (Yabelo)	W	4.883056	38.08306	Unknown	P			Proposed by questionnaire compiler
	Lake Chelekleka	W	9.1	37.25	Unknown	P		MOUA3; IBA; KBA	Proposed by questionnaire compiler
	Mille-Sardo Wildlife Reserve North	W	11.8	41.06	<17 individuals		2019	IBA	IBA for Steppe Eagle
Georgia	Batumi	M	41.63378	41.71022				IBA; KBA	Internationally Significant Count
	Kvernaki Bridge	M	41.96389	44.34778				MOUA3; IBA; KBA	Internationally Significant Count
	Kazbegi	M	42.61996	44.54399				MOUA3; IBA; KBA	Internationally Significant Count

Country/ Territory	Site Name	Season	Latitude	Longitude	Est. Population Size	Data Quality	Year	Status	Source
India	Nargu Wildlife Sanctuary	W	31.91863	76.96175				IBA; KBA	Internationally Significant Count
	Dehra Gali (DKG) forest	W	33.73857	74.10437				IBA; KBA	Internationally Significant Count
	Askot Wildlife Sanctuary and Goriganga Basin	W	30.16877	80.26329				IBA; KBA	Internationally Significant Count
	Binog Sanctuary - Bhadraj - Jharipani	W	30.46582	78.05702				IBA; KBA	Internationally Significant Count
	Kedarnath Musk Deer Sanctuary and surrounding Reserve Forests	W	30.58071	79.19196				IBA; KBA	Internationally Significant Count
	Chamba Valley	W	32.41409	76.31998				KBA	Internationally Significant Count
	Jor Beer	W	27.96666	73.38143				IBA; KBA	Internationally Significant Count
	Banni Grassland and Chhari Dhand	W	23.61969	69.63368				MOUA3; IBA; KBA	Internationally Significant Count
	Wild Ass Wildlife Sanctuary	W	23.46574	71.20948				MOUA3; IBA; KBA	Internationally Significant Count
	Pong Dam Lake Wildlife Sanctuary	W	31.99941	76.06455				MOUA3; IBA; KBA	Internationally Significant Count
	Desert National Park	W	26.31284	70.55663				MOUA3; IBA; KBA	Internationally Significant Count
	Corbett Tiger Reserve	W	29.52147	78.95465				MOUA3; IBA; KBA	Internationally Significant Count
	Rajaji National Park	W	30.02853	78.15367				MOUA3; IBA; KBA	Internationally Significant Count
Iran (Islamic Republic of)	Lake Maharlu	W	29.44702	52.80618				MOUA3; IBA; KBA	Internationally Significant Count
	Hamoun-i Sabari and Hamoun-i Hirmand	W	30.95253	61.22436				MOUA3; IBA; KBA	Internationally Significant Count
	Bahu Kalat (Gandu) Protected Area	W	25.62078	61.49727				MOUA3; IBA; KBA	Internationally Significant Count
Iraq	Garmian area	W	35.10141	44.47171	>100 individuals		2007-2025		Proposed by questionnaire compiler
	Steppes near Erbil	W	35.91936	43.98532	>50 individuals		2007-2025		Proposed by questionnaire compiler
	West Hammar	W	30.8333	46.7167	>30 individuals		2007-2025	IBA; KBA	Proposed by questionnaire compiler
	East Hammar	W	30.7797	47.3947	>20 individuals		2007-2025	IBA; KBA	Proposed by questionnaire compiler
	Dalmaj Marsh	W	32.2000	45.4667	>20 individuals		2007-2025	MOUA3; IBA; KBA	Proposed by questionnaire compiler
	Sharazur Steppe	W	35.30971	45.79816	>50 individuals		2007-2025	IBA & KBA (Part)	Proposed by questionnaire compiler

Country/ Territory	Site Name	Season	Latitude	Longitude	Est. Population Size	Data Quality	Year	Status	Source
	Bitwen Steppe/ NW of Dukan Lake	W	36.22064	44.71119	>20 individuals		2007-2025	IBA & KBA (Part)	Proposed by questionnaire compiler
	Najaf Desert	W	31.85605	43.945813	>70 individuals		2007-2025		Proposed by questionnaire compiler
Israel	Eilat Mountains	M	29.5666	34.8833	16,000 individuals	GO	2015-18, 2024-2025		Proposed by questionnaire compiler
	Jezre'el, Harod and Bet She'an valleys	M	32.59414	35.34836				MOUA3; IBA; KBA	Internationally Significant Count
	Judean foothills	M	31.604	34.8298				MOUA3; IBA; KBA	Internationally Significant Count
	Judean desert	M	31.26433	35.30843				MOUA3; IBA; KBA	Internationally Significant Count
	Western Negev	M	31.10362	34.55834				MOUA3; IBA; KBA	Internationally Significant Count
	Cliffs of Zin and the Negev highlands	M	30.80307	34.88601				MOUA3; IBA; KBA	Internationally Significant Count
	Southern Arava valley and Elat mountains	M	29.89057	34.98722				MOUA3; IBA; KBA	Internationally Significant Count
Jordan	Al Karak waste disposal site	W	31.237	35.9321	>1,000 individuals	GE	2021-2024		Proposed by questionnaire compiler
	Aqaba coast and mountains	W	29.41659	35.08005				MOUA3; IBA; KBA	Internationally Significant Count
Kazakhstan	The foothills of the Kalba Range in the basins of the Kokpekty, Char (Shar), Kyzylsu, Chernovaya, and Voylochevka rivers	B			1,200 breeding pairs	GE	2006	IBA & KBA (Part)	Proposed by questionnaire compiler; IBA & KBA for Steppe Eagle
	Semi-deserts between Ustyurt and Emba	B			250-2,404 breeding pairs	GE	2006	IBA & KBA (Part)	Proposed by questionnaire compiler
	Mugalzhar	B			238-298 breeding pairs	GO, GE	2004-2006		Proposed by questionnaire compiler
	Donyz-Tau cliff faces, KZ019	B	46.48	56.63	26 breeding pairs	GO	2003-2006	IBA; KBA	Proposed by questionnaire compiler; IBA & KBA for Steppe Eagle
	Chingiztau Mountains	B	48.42	79.67	70 breeding pairs	GO	2007	IBA; KBA	Proposed by questionnaire compiler; IBA & KBA for Steppe Eagle
	Eastern Kazakhstan Uplands	B	48	81.2	7-36 breeding pairs	GO	2007	IBA; KBA	Proposed by questionnaire compiler; IBA & KBA for Steppe Eagle
	The Northern Balkhash area	B			140 breeding pairs	GO, GE	2009		Proposed by questionnaire compiler

Country/ Territory	Site Name	Season	Latitude	Longitude	Est. Population Size	Data Quality	Year	Status	Source
	Alekseyevka, Ebita River, Or River, Mugodazhary, and Ishkargantau	B			7,125-8,895 breeding pairs	GO, GE	2012-2013	IBA & KBA (Part)	Proposed by questionnaire compiler
	Bokeyorda Reserve, Aschiozek Sanctuary	B			>100 breeding pairs	GO	2022-2025	IBA & KBA (Part)	Proposed by questionnaire compiler; IBA & KBA for Steppe Eagle
	Mugodzhary IBA, KZ022	B	48.75	58.8	Est. 150 breeding pairs	GO	2024	IBA; KBA	Proposed by questionnaire compiler; IBA & KBA for Steppe Eagle
	Korgalzhyn State Nature Reserve	NB	50.42	69.23	12-30 individuals		2006	MOUA3; IBA; KBA	MOUA3 site, IBA & KBA for Steppe Eagle
	Ereymentau Mountains	B	51.4	73.28	5-8 breeding pairs		2007	MOUA3; IBA; KBA	MOUA3 site & IBA for Steppe Eagle
	Western edge of the Karakoyin and Zhetikonyr Sands	P	46.5	68.3333	5 individuals		2007	MOUA3; IBA; KBA	MOUA3 site, IBA & KBA for Steppe Eagle
	Sagyz	B	48.2833	54.6833	5-7 breeding pairs		2006	MOUA3; IBA; KBA	MOUA3 site, IBA & KBA for Steppe Eagle
	Middle reaches of the Sarysu River	P	47.0833	68	8 individuals		2007	IBA; KBA	IBA & KBA for Steppe Eagle
	Ayak-Bestau Hills	B	47.8333	70.35	40-50 breeding pairs		2007	IBA; KBA	IBA & KBA for Steppe Eagle
	Sarykopa Lake System	B	50.2167	64.1333				IBA; KBA	IBA for Steppe Eagle
	Chokpak Pass	M	42.5167	70.6333				IBA; KBA	Internationally Significant Count
	Zhagalbayly and Tuyemoynak Hills	B	47.8167	82.2167	10-15 breeding pairs		2007	IBA; KBA	IBA for Steppe Eagle
	Irgiz-Turgay Lakes	B	48.6667	62.1333				IBA; KBA	IBA for Steppe Eagle
	Urda Sands	B	48.6167	48.5	15 breeding pairs		2006	IBA; KBA	IBA & KBA for Steppe Eagle
	Zhagabulak Forest	B	48.5667	57.6	10 breeding pairs		2003-2006	IBA; KBA	IBA & KBA for Steppe Eagle
	Ulytau Mountains	B	48.4	66.6833	3-5 breeding pairs		2005	IBA; KBA	IBA & KBA for Steppe Eagle
	Lower reaches of the Sarysu River	B	46.4667	67.1667	15 individuals		2007	IBA; KBA	IBA & KBA for Steppe Eagle
	Manyrak Mountains	B	47.5	84.15	5 breeding pairs		2007	IBA; KBA	IBA & KBA for Steppe Eagle
	Naurzum State Nature Reserve	B	51.5167	64.2833	1-49 individuals		2004	IBA; KBA	IBA for Steppe Eagle; Internationally Significant Count
	Ortau Upland Massif	B	47.7167	72.25	2-4 breeding pairs		2007	IBA; KBA	IBA for Steppe Eagle
	Sorbulak Lake System	B	43.6667	76.6				IBA; KBA	Internationally Significant Count

Country/ Territory	Site Name	Season	Latitude	Longitude	Est. Population Size	Data Quality	Year	Status	Source
Kenya	Lake Turkana	W	3.45	36.07				IBA; KBA	Proposed by questionnaire compiler
	Mt. Kulal	W	2.6005	36.9479				KBA (Part)	Proposed by questionnaire compiler
	Mt. Kenya	W	-0.1824	37.3336				IBA; KBA	Proposed by questionnaire compiler
	Tsavo West National Park	W	-3.350044	38.12604				IBA; KBA	Internationally Significant Count
	Tsavo East National Park	W	-2.786858	38.74861				MOUA3; IBA; KBA	Internationally Significant Count
	Masai Mara	W	-1.373784	35.33731				MOUA3; IBA; KBA	Internationally Significant Count
Kyrgyzstan	Water reservation of the northern Chu valley	M	43.006	74.3131	<20 individuals observed in one day at the peak of migration	P	2020-2024	IBA; KBA	Proposed by questionnaire compiler
	Tolok valley	M	43.0710	74.0456	<20 individuals observed in one day at the peak of migration	P	2020-2024	IBA	Proposed by questionnaire compiler
	Bishkek	M	42.86896	74.59874	2-3 individuals	P	2020-2024		Proposed by questionnaire compiler
Kuwait	Dawhat Kazima	W	29.37928	47.72952				IBA; KBA	Internationally Significant Count
	Al-Abraq Al-Khabari	W	29.36905	46.95585				IBA; KBA	Internationally Significant Count
	Jal Az-Zor	W	29.5734	47.80454				MOUA3; IBA; KBA	Internationally Significant Count
	Al-Jahra Pool Nature Reserve	W	29.35325	47.70811				MOUA3; IBA; KBA	Internationally Significant Count
	Al-Batin Park	W	29.27151	46.8711				MOUA3; IBA; KBA	Internationally Significant Count
Mongolia	Undurkhaan Mt., nearby Chinggis city	B	47.36452	110.6722	250-500 individuals	GO	2016-2025		Proposed by questionnaire compiler
	Erdenesant Mt.	B, M	47.25735	104.5246	2-4 breeding pairs, 10-20 individuals as passage	GE	2015-2025	IBA; KBA	Proposed by questionnaire compiler
	Altai City	M	46.39718	96.19215	30-60 individuals (pre-migratory congregation)	GO	2015-2020		Proposed by questionnaire compiler
	Kherlen River valley	M	47.78096	112.5047	30-50 individuals (pre-migratory congregation)	GO	2020		Proposed by questionnaire compiler
	Darkhad Depression	B	51.0167	99.45				MOUA3; IBA; KBA	MOUA3 site, IBA & KBA for Steppe Eagle
	Khasagt Khairkhan Mountain	B	46.75	95.8				MOUA3; IBA; KBA	MOUA3 site, IBA & KBA for Steppe Eagle

Country/ Territory	Site Name	Season	Latitude	Longitude	Est. Population Size	Data Quality	Year	Status	Source
	Eej Khad	B	47.30028	106.8857				MOUA3; IBA; KBA	Internationally Significant Count
	Khustain Nuruu National Park	B	47.69389	105.9368				MOUA3; IBA; KBA	Internationally Significant Count
Nepal	Gandaki Province, Thoolakharka watch site	M	28.3	83.81667	Max. 8,686 individuals (2013)	GO	2012-2024		Proposed by questionnaire compiler
	Kathmandu valley	W	27.66838	85.35017	200-400 individuals	GO	2021-2024		Proposed by questionnaire compiler
	Shivapuri-Nagarjun National Park	W	27.79883	85.37398	>16 individuals		2023	IBA; KBA	IBA for Steppe Eagle; Internationally Significant Count
	Annapurna Conservation Area	W	28.73284	83.96546	>315 individuals		2015-2024	MOUA3; IBA; KBA	IBA for Steppe Eagle; Internationally Significant Count
	Chitwan National Park (and Buffer Zone)	W	27.50783	84.36411	>15 individuals		2023-2025	MOUA3; IBA; KBA	IBA for Steppe Eagle; Internationally Significant Count
	Api Nampa Conservation Area	W	29.5	80.37	>15 individuals		2016-	IBA	IBA for Steppe Eagle
	Argha	W	28.02	83.12	>15 individuals		2020-2026	IBA	IBA for Steppe Eagle
	Gadhi-Siraichuli	M	27.77	84.58	>7 individuals		2023	IBA	IBA for Steppe Eagle
	Kanchenjunga Conservation Area	M	27.7	88.13				IBA	IBA for Steppe Eagle
	Reshunga Forest Conservation Area	M	28.27	83.37	>15 individuals		2020	IBA	IBA for Steppe Eagle
Oman	Raysut	W	16.982	53.953	>2,500 individuals	GE	2018-19		Proposed by questionnaire compiler
	Thumrait	W	17.407	54.079	Approx. 100 individuals	GE	2019-2025		Proposed by questionnaire compiler
	A'Safa	W	17.89	54.167	Estimated 150 individuals	P	2018-2025		Proposed by questionnaire compiler
	Al Multaqa	W	23.34	58.542	Approx 20 individuals	ME	2013-2025		Proposed by questionnaire compiler
Pakistan	Haleji Wildlife Sanctuary	W	24.80397	67.77528				MOUA3; IBA/KBA	Internationally Significant Count
	Kirthar National Park (including Hub Dam)	W	25.63086	67.5095				MOUA3; IBA/KBA	Internationally Significant Count
	Kinjhar (Kalri) Wildlife Sanctuary	W	24.95882	68.0496				MOUA3; IBA/KBA	Internationally Significant Count

Country/ Territory	Site Name	Season	Latitude	Longitude	Est. Population Size	Data Quality	Year	Status	Source
Palestine	Ein Al-Fashkha	M	31.6519	35.4201				KBA/IBA	Internationally Significant Count
	Wadi Al-Qelt	M	31.8333	35.4				KBA/IBA	Internationally Significant Count
	Ein Al-Oja	M	31.95	35.4333				KBA/IBA	Internationally Significant Count
	Ein el 'Auja and Wadi el Qilt region	M	31.8997	35.3693				KBA	Internationally Significant Count
	Wadi Qana and Wadi Al Shaer region	M	32.1145	35.1436				KBA	Internationally Significant Count
	Jerusalem (east)	M	31.755	35.2276				MOUA3, KBA/IBA	Internationally Significant Count
Russian Federation	Tazhinski liman	B	49.2595	45.4292	4-6 breeding pairs		2007	MOUA3; IBA; KBA	MOUA3 site, IBA & KBA for Steppe Eagle
	Lysyi Liman lake and valley of Vostochniy Manych river	B	45.7858	44.0817	1-2 breeding pairs		2006	MOUA3; IBA; KBA	MOUA3 site, IBA & KBA for Steppe Eagle
	Plateau Ukok	B	49.3092	87.5667	4-12 breeding pairs		2005	MOUA3; IBA; KBA	MOUA3 site, IBA & KBA for Steppe Eagle
	Kalausskiye floods	B	45.7675	43.8567	2 breeding pairs		2005-2006	MOUA3; IBA; KBA	MOUA3 site, IBA & KBA for Steppe Eagle
	Sources of Akshibai river	B	47.3772	44.2281	20-30 breeding pairs		1999	MOUA3; IBA; KBA	MOUA3 site, IBA & KBA for Steppe Eagle
	Aginskiye lakes	B	50.7381	115.0078	3-5 breeding pairs		2012	MOUA3; IBA; KBA	MOUA3 site, IBA & KBA for Steppe Eagle
	Bain-Tsaganskiye lakes	B	50.3105	115.2769	3-4 breeding pairs		2012	MOUA3; IBA; KBA	MOUA3 site, IBA & KBA for Steppe Eagle
	Middle Onon	B	49.7578	112.368	5-12 breeding pairs		2012	MOUA3; IBA; KBA	MOUA3 site, IBA & KBA for Steppe Eagle
	Agar-Dag	B	50.2603	94.5492				IBA; KBA	IBA for Steppe Eagle
Saudi Arabia	Tabarjal	W	30.07	38.52	860-2,900 individuals	GO	2022-2024	IBA	Proposed by questionnaire compiler; IBA for Steppe Eagle; Internationally Significant Count
	Ushaiqer	W	25.32062	45.15601	500-6,000 individuals	GO	20,202,024		Proposed by questionnaire compiler
	Shaqra	W	25.15951	45.19455	1,200 individuals	GO	2020		Proposed by questionnaire compiler
	Al-Hada	W	21.37186	40.25655	300 - 1,960 individuals	GO	2024, 1991		Proposed by questionnaire compiler

Country/ Territory	Site Name	Season	Latitude	Longitude	Est. Population Size	Data Quality	Year	Status	Source
	SW Riyadh	W	24.56857	46.56046	4,000 individuals	GO	Jan-24		Proposed by questionnaire compiler
	King Salman Royal Nature Reserve (northern section)	W	29.7727	38.2678				KBA	KBA for Steppe Eagle; Internationally Significant Count
	Turaif-Qurayyat	M	31.58	37.17	97-277 individuals		22	IBA	IBA for Steppe Eagle
	Wadi Rabigh springs	W	22.795	39.2833				MOUA3; IBA; KBA	Internationally Significant Count
South Africa	Kruger National Park and adjacent areas	W	-24.0508	31.46775				MOUA3; KBA	Internationally Significant Count
Syria	Slenfeh mountains	M	35.59	36.21				MOUA3; IBA; KBA	MOUA3 site for Steppe Eagle
	Abu Qubais	M						MOUA3	MOUA3 site for Steppe Eagle
	Golan Heights	M	33.04336	35.7885				MOUA3; IBA; KBA	Internationally Significant Count
Tanzania	Tarangire NP	W	-4.145352	36.10214				MOUA3; IBA; KBA	Internationally Significant Count
Türkiye	Lake Tuz	B	38.68	33.52	10-20 breeding pairs	ME	2015-2025	MOUA3; IBA; KBA	Proposed by questionnaire compiler; MOUA3 site, IBA & KBA for Steppe Eagle
	Seyfe Lake	B	39.27	34.43	5-10 breeding pairs	ME	2015-2025	IBA; KBA	Proposed by questionnaire compiler
	Hodulbaba Mountain	B	38.03	32.98	1-2 breeding pairs		1998-	MOUA3; IBA; KBA	Proposed by questionnaire compiler; MOUA3 site, IBA & KBA for Steppe Eagle
	Yüksekova	M	37.51181	44.26393				MOUA3; IBA; KBA	Internationally Significant Count
Turkmenistan	Tallymerjen	W	37.99	65.52	2-4 individuals	GE	2021-2023	IBA; KBA	Proposed by questionnaire compiler
	Zeyit-Kelif	W	37.53	65.1	2-4 individuals	GE	2020-2025	IBA; KBA	Proposed by questionnaire compiler
	Garabil	W	35.9166	63.2666	2-4 individuals	MI	2021-2025	MOUA3; IBA; KBA	Proposed by questionnaire compiler
	Garachop	W	35.2833	62.5333	2-4 individuals	P		MOUA3; IBA; KBA	Proposed by questionnaire compiler
	Badhyz	W	35.7166	61.6	2-4 individuals	GE	2021-2023	MOUA3; IBA; KBA	Proposed by questionnaire compiler

Country/ Territory	Site Name	Season	Latitude	Longitude	Est. Population Size	Data Quality	Year	Status	Source
	Tejen	W	36.7833	60.7833	2-4 individuals	MI	2021-2023	MOUA3; IBA; KBA	Proposed by questionnaire compiler
	Gurykhovudan	W	37.7666	58.6166	<2 individuals	ME	2021-2023	MOUA3; IBA; KBA	Proposed by questionnaire compiler
	Chokrak-Tutly	W	39.2166	56.1	<2 individuals	GE	2021-2023	MOUA3; IBA; KBA	Proposed by questionnaire compiler
	Sumbar	W	38.4	56.4166	4-6 individuals	GE	2021-2023	MOUA3; IBA; KBA	Proposed by questionnaire compiler
	Delili-Garajabatyr	W	37.5333	54.45	<2 individuals	MI	2021-2023	MOUA3; IBA; KBA	Proposed by questionnaire compiler
UAE - Dubai	Al Marmoom Desert Conservation Reserve	M	24.86195	55.27417	2 individuals	GO, GE	2020-2024	KBA	Proposed by questionnaire compiler
	Dubai Desert Conservation Reserve	M	24.87865	55.66426	1 individual	GO	2015-2024	KBA	Proposed by questionnaire compiler
Ukraine	Azov-Black Sea region	M, V	47.03536	36.02162				2 IBAs (Part)	Proposed by questionnaire compiler
Uzbekistan	Ustyurt Plateau	B	43.8	58.9	25–35 breeding pairs	ME	2021–2023	MOUA3; 3 KBAs (Part)	Proposed by questionnaire compiler
	Golodnaya Steppe	M	40.2	67.8	30–40 individuals	ME	2022–2024		Proposed by questionnaire compiler
	Aydar-Arnasay Lakes	W	41.2	65.9	50-55 individuals	ME	2023	IBA & KBA (Part)	Proposed by questionnaire compiler
	Kashkadarya foothills	M, W	38.6	66.4	30–60 individuals	MI	2023		Proposed by questionnaire compiler
Yemen	Jabal Bura	M	14.9	43.48	>200 individuals		1985-1986	MOUA3; IBA; KBA	MOUA3 site & IBA for Steppe Eagle
	Bab al-Mandab - Mawza	M	12.9	43.58	76,586-104,000 individuals		1985-1987	MOUA3; IBA; KBA	IBA for Steppe Eagle
	High mountains of Ibb	W	13.93	44.23				MOUA3; IBA; KBA	IBA for Steppe Eagle
	Jabal Sumarah	W	14.18	44.29				MOUA3; IBA; KBA	IBA for Steppe Eagle
	Mafraq al-Mukha	M	13.37	43.63	2,500-10,000 individuals		1979	MOUA3; IBA (B2); KBA	IBA for Steppe Eagle
Zimbabwe	Hwange NP	W	-19.07904	26.55983				MOUA3; IBA; KBA	Internationally Significant Count

Annexe 3:
Population Size and Trend for Countries/ Territories Within the Range of Steppe Eagle

Annexe 3a: Breeding Population Status and Trends

Country / Territory	Breeding Pairs (and years covered by estimate)	Quality	Breeding population trend (last 10 years)	Quality (trend)	References (where available)
China	400-600 (till 2013)		Unknown		MaMing and Zhao (2013)
Kazakhstan	16,750-28,070 (2023)	GE	Declining, est. -14% between 2018-2025	GE	Pulikova et al. (2023)
Mongolia	1500-2500 (2000s)	ME	Declining	ME	Range state questionnaire
Russian Federation	2,500–3,700 (2016)		Declining		Karyakin et al. (2016) 'Strategy of the Steppe Eagle conservation in the Russian Federation'
Türkiye	30 (2015-2025)	ME	Stable or declining	ME	Steppe Eagle Action Plan, Türkiye
Ukraine	0 (historic breeder) (Unti 2010)		N/A		Questionnaire response
Uzbekistan	Estimated 25–35 (2021-2024)		Stable or slight decline	ME	National bird census programmes and field observations

Annexe 3b: Non-Breeding Population Status and Trends

Country / Territory	Max. size of migrating population (individuals)	Max. size of non-breeding/ wintering population (individuals)	Quality	Migrating/ non-breeding population trend (last 10 years)	Quality	References (where available)
Afghanistan	No data	No data	-	No data	-	
Angola	No data	No data	-	No data	-	
Armenia	2,450 (2024)	10 non-breeding birds in summer; 0 in winter (2024)	GE	Decline, est. -9%	GE	Questionnaire
Azerbaijan	700-1800 (2025)	Est 50	MI	Unknown	-	Field observations
Bahrain	1 (1991-2001)	1 (1991-2001)	P	Unknown	-	Questionnaire
Bangladesh	No data	20 wintering (2022 / 2013-2025)	P	Unknown	-	eBird public data
Bhutan	16 (Highest count, January 2020) (2024)	16 (Highest count); 5-10 annually (2024)	P	Decline	P	Questionnaire
Botswana	No data	No data	-	No data	-	
Bulgaria	4 (2012)	0 (2012)	ME	Stable	GE	Questionnaire
Burundi	No data	No data	-	No data	-	
China	Est. 7800–9200	Unknown	ME	Unknown	-	MaMing and Zhao (2013)
Democratic Republic of the Congo	No data	No data	-	No data	-	
Djibouti	No data	No data	-	No data	-	
Egypt	34,996 (Spring 2024)	Around few hundreds (Spring 2024)	GO	Increases seen are likely due to the increase in observer effort in monitoring migration.	GO	Noby et al. (2022)
Eritrea	No data	No data	-	No data	-	
Eswatini	No data	No data	-	No data	-	
Ethiopia	<5000	100's Unknown	P	Unknown, but longer-term declines	P	Questionnaire
Georgia	111-437 (2015-2025)	Unknown	GO	Slight decline	GO	https://www.batumiraptorcount.org/data
Greece	No data	No data	-	No data	-	
India	Min. 1338	(2025)	G	Possible decline	ME	Pan India Assessment and Monitoring of Endangered Species – Vultures (Kumar, 2025) State of India's Birds (SoIB, 2023)

Country / Territory	Max. size of migrating population (individuals)	Max. size of non-breeding/ wintering population (individuals)	Quality	Migrating/ non-breeding population trend (last 10 years)	Quality	References (where available)
Iran (Islamic Republic of)	Unknown	Unknown	-	Unknown	-	Questionnaire
Iraq	>2000 (2008-2025)	>2000 (2008-2025)	GE	Decline	GE	Field Observations; Questionnaire
Israel	Est. 30,000	15 (wintering) (2025)	ME	Decline, est. 3.1% annually 1980s-2010s	GE	16,500 counted at Eilat bottleneck (2025)
Jordan	Not estimated	not estimated		Stable	MI	Questionnaire
Kazakhstan	Est 50,000	50-200	GO, GE	Unknown	GO, GE	
Kenya	No data	No data		Decline	GO	Shaw et al. (2024)
Kuwait	No data	No data	-	No data	-	
Kyrgyzstan	>1,000 (2022-2024)	0 (2024)	P	Unknown	P	Field Observations
Lebanon	No data	No data	-	No data	-	
Malawi	No data	No data	-	No data	-	
Malaysia	No data	No data	-	No data	-	
Myanmar	No data	No data	-	No data	-	
Mongolia	~5000 (2000s)	No available information	ME	Decline	ME	Questionnaire
Namibia	No data	No data	-	No data	-	
Nepal	Est. 10,000 (2012-2024)	Est. 3000 – 4000 (2012-2024)	GO	Declining between 2012-2020, now showing signs of increase	GO	Questionnaire
Oman	>10,000 (2020-2025)	>5,000 (2020-2025)	ME	Seemingly declining, but may be slowly increasing	ME	Questionnaire
Pakistan	N/A	~2000	MI	Stable	P	Questionnaire
Palestine	No data	No data	-	No data	-	
Qatar	No data	No data	-	No data	-	
Russian Federation	Est. 5,000-10,000	Est. 55 (2022)	MI	Unknown	-	Dzhamirzoev et al. (2023) (wintering)
Rwanda	No data	No data	-	No data	-	
Saudi Arabia	Est. 12,500 (2019-2025)	Est 10,000 – 15,000 (2024)	GE, MI	Unknown (numbers influenced by temporary food sources and associated congregations such as dump sites)	MI	Boland & Al Suhaibani, 2020; The Birds of Saudi Arabia. Vol. 2. Aramco Co, Saudi Arabia).
Singapore	No data	No data	-	No data	-	
Somalia	No data	No data	-	No data	-	
South Africa	No data	No data	-	No data	-	
Southern Africa	No data	Max. 2,500 – 3,700, likely much less	P	Decline	GE	*Lesotho, South Africa, Eswatini Lee (2025) Southern Africa Bird Atlas Project 2
South Sudan	No data	No data	-	No data	-	
Sri Lanka	Unknown	Unknown	-	N/A	-	Questionnaire
Sudan	No data	No data	-	No data	-	
Syria	No data	No data	-	No data	-	
Tajikistan	>100	No data	-	No data	-	

Country / Territory	Max. size of migrating population (individuals)	Max. size of non-breeding/ wintering population (individuals)	Quality	Migrating/ non-breeding population trend (last 10 years)	Quality	References (where available)
Tanzania	No data	No data	-	No data	-	
Thailand	No data	No data	-	No data	-	
Türkiye	Est. ~200 (2015-2025)	N/A	ME	Unknown	-	Steppe Eagle Action Plan for Türkiye
Turkmenistan	Est. 1000's	200-300 (2020)	GE	Decline	GE	Field observations
United Arab Emirates	Est. 1–5 (2000-2024)	Est. 1-5 (2000-2024)	GO	Unknown at national scale. In Dubai, it's stable to decreasing trends locally.	GO	Questionnaire
Uganda	No data	No data	-	No data	-	
Ukraine	Est. 10-15 (until 2010)	Est. 2-5 (until 2010)	ME	Unknown	-	Questionnaire
Uzbekistan	Est. >2000 (2021-2024)	<200–300 (2021-2024)		Stable to slight decline, with notable fluctuations linked to weather and prey availability.	ME	Field Observations, Questionnaire
Yemen	Unknown	Unknown	GO	Unknown	GO	Questionnaire
Zambia	Est. 100 (2015-2025)	Est. 10-50 (2015-2025)	ME	Stable or declining; almost certainly sharp declines 10-25 years ago	ME	eBird public data
Zimbabwe	No data	No data	-	No data	-	

*Countries/territories highlighted in blue are also in breeding range.

Annexe 4:

Legal Protection Status of Steppe Eagle in Countries/Territories Across its Range

Country / Territory	CMS Party	Raptors MOU Signatory	Legal protection given to species	Percentage of national population within protected areas
Armenia	✓	✓	Listed in the Red Book of Animals of Armenia (2024) as Vulnerable C2a(i), D1. Protected under Law on Fauna and Governmental Decree No. 71-N "On approval of Red Book of wild fauna species of Armenia"	40%
Bahrain	✓		Protected under the Wildlife Protection Law No.2 of 1995, and Law No. 7 of 2022 on the Environment (Abstract in English here).Bahrain is also working toward the establishment of a new decision that will include an official list of protected species.	Unknown
Bangladesh	✓		Wildlife (Conservation & Security) Act, 2012 prohibits hunting of any specified or all wild animals. It's illegal to hunt or capture a steppe eagle from nature and can be punished with imprisonment and/or penalty. There are also Conservation strategic Action plans for Raptors in Bangladesh	Unknown
Bhutan			Protected under Schedule II under Forest and Nature Conservation Rules and Regulations, 2023	Unknown
Bulgaria	✓		Protected species under Annex 3, Bulgarian Biodiversity Act	None
Egypt	✓	✓	Protection by environmental law no. 4 for 1994 and all the international conventions signed by Egypt	Unknown
Ethiopia	✓	✓	Specific national legislation that explicitly protects the Steppe Eagle has not been identified in publicly available resources.	Unknown
Iran (Islamic Republic of)	✓	✓	Protected under Resolution of Environment Protection Supreme Council regarding claim of damage of wildlife and Game and fishing law 1966. Any taking hunting, trade, killing and, poisoning of the raptors according to the legal definition of the category of wild birds in the country is forbidden.	Unknown
Iraq	✓		Protected under the Iraqi Environmental Law No. 27 of 2009 and Law No. 17 of 2010 on the Protection of Wild Animals. The law prohibits the hunting, capturing, harming, or trading of endangered and protected species, including this one. Additionally, relevant ministries and authorities are mandated to enforce habitat protection and support scientific research for the conservation of such species	
Israel	✓	✓	Protected by Wildlife Protection Regulations, 5736-1976, enforcement by Nature and Parks Authority and volunteers.	Est. 50%.

Country / Territory	CMS Party	Raptors MOU Signatory	Legal protection given to species	Percentage of national population within protected areas
Jordan	✓	✓	Legal protection through international treaties, national legislation, designated protected areas, and the supervision of the Royal Society for the Conservation of Nature (RSCN). Under Regulation No. 113 of 1973 on the protection of birds and wildlife, and on regulating their hunting, species listed under Appendices I–III (including the Steppe Eagle) are protected. Violations are subject to fines and imprisonment. Agriculture Law No. 44 of 2002 and its amendments and Environmental Protection Law No. 6 of 2017	
Kazakhstan	✓	✓	Full legal protection, listed in the legally approved List of Rare and Endangered Animal Species of the Republic of Kazakhstan and the Red Data Book of the Republic of Kazakhstan under Category V ("recovered but requiring ongoing monitoring"), making it a nationally protected species whose capture, killing, or disturbance is formally prohibited. See also Ecological Code of the Republic of Kazakhstan of 2 January 2021 # 400-VI ZRK and Law On Protected Areas of 7 July 2006 #175. Nationally, its protection is reinforced by Kazakhstan's Law on the Protection, Reproduction and Use of Wildlife and related government decrees regulating activities with rare and endangered species, which require state monitoring, habitat protection, and special permits for any exceptional use. A legal act under the law states that any harm to the population of a species under protection (killing, poaching, destroying nests, etc) entails not only fine (what is the same amount for any species) but also paying a species-specific compensation. Rates of compensation for damage caused by violation of the legislation of the Republic of Kazakhstan in the area of protection, reproduction, and use of wildlife, approved by the Order of the Ministry of Agriculture on 27 February 2015 #18-03/158 and Methodology for calculating the amount of compensation for damage caused by violation of the legislation of the Republic of Kazakhstan in the area of protection, reproduction, and use of wildlife, approved by the Order of the Ministry of Agriculture on 3 December 2015 #18-03/1058.	
Kyrgyzstan	✓	✓	The Steppe Eagle is listed as a protected species in the Kyrgyz Republic Red Data Book.	~1%.
Mongolia	✓	✓	No specific conservation measures taken as considered Least Concern.	7.8%
Nepal		✓	Not a protected species in Nepal. However, legally protected within the protected areas (PA) and buffer zone of PAs. If someone found killing or harming this species within the protected areas and buffer zone areas there is a provision of punishment (either NPR 20,000 – 50,000 cash or imprisonment from 6 months to 1 year or both) under the Department of National Parks and Wildlife Conservation Act 1973.	Unknown but estimate low
Nigeria	✓		The species is recognised as threatened, however, the legal protection is weak. The CITES is domesticated by the Department of Forestry and enforced by the National Environmental Standards and Regulations Enforcement Agency (NESREA)	Approximately 50%

Country / Territory	CMS Party	Raptors MOU Signatory	Legal protection given to species	Percentage of national population within protected areas
Oman			Protected under Law on Conservation of the Environment and Protection of Pollution (Appendix 2), Royal Decree 114/2001, as well as within the GCC countries under Convention of the Conservation of Wildlife and their Natural Habitats in the Countries of the Gulf Cooperation Council 2003 (Steppe eagle named in Appendix 2) as are 'all falcon, owl, vulture, eagle' species.	<1%
Pakistan	✓	✓	The species is protected under the provincial/ territorial wildlife laws, which prohibit its capturing, killing and trade including: Azad Jammu and Kashmir Wildlife (Protection, Preservation, Conservation and Management) Act, 2014; Balochistan (Wildlife Protection, Preservation, Conservation and Management) Act, 2014; Gilgit-Baltistan (Northern Areas) Wildlife Protection Act, 1975; Islamabad Nature Conservation and Wildlife Management Act, 2024; Khyber Pakhtunkhwa Wildlife and Biodiversity (Protection, Preservation, Conservation and Management) Act, 2015.; Punjab Wildlife (Protection, Preservation, Conservation and Management) Act, 1974; Sindh Wildlife Protection, Preservation, Conservation and Management Act, 2020	Unknown
Saudi Arabia	✓	✓	The species is protected under the Environment Legislation (Royal degree no. 165, Date: 10/7/2020, which described through three executive Regulation (Bylaw): a) Hunting of Wildlife Terrestrial Species no. 1442/1/312179, Date: 17/1/2021 (protecting all global and regional threatened species based on standards that consider threatened species and those listed in international agreements and MoUs as protected species. Moreover, this hunting act defines hunting species, seasons, and quotas; b) Trade on Wildlife and their Products act no. 1442/1/356344, Date: 8/2/2021, which enforces the CITES agreement to protect endangered species; c) Protected Areas act, no. 1443/45/67867, Date: 27/9/2021, with plan to protect 30% of the terrestrial areas by 2030 (a new IBA was listed and protected specially for occurrence of the Steppe Eagle in the norther of Saudi Arab To implement the above acts and legislations a Special Forces for Environmental Security established in 2019 under the Ministry of Interior, to implement these laws. In addition, a wildlife crime unit at National Center for Wildlife was established to monitor the wildlife crime and violations against wildlife in social media with cooperation from the Special Force for Environmental Security.	Est <10%
Sri Lanka	✓		N/A	N/A
Türkiye			Hunting, killing, keeping and take is banned by the Land Hunting Law coded 4915 and Regulation on Protection of Game and Wild Animals and Their Habitat, Procedures and Principles of Pest Control.	100%
Turkmenistan	✓		Protected under the Law of Turkmenistan on Wildlife (2013)	< 10% of overwintering population

Country / Territory	CMS Party	Raptors MOU Signatory	Legal protection given to species	Percentage of national population within protected areas
UAE	✓	✓	Fully protected under multiple legal and policy instruments in the United Arab Emirates. At the national level, it is protected by Federal Law No. 24 of 1999 Concerning the Protection and Development of the Environment, which prohibits the hunting, possession, or trade of wild animals without a license and mandates the conservation of wildlife and natural habitats. Additionally, the species is covered by Federal Law No. 11 of 2002 on Regulating and Controlling the International Trade in Endangered Species of Wild Fauna and Flora, which enforces CITES provisions in the UAE. At the emirate level: in Abu Dhabi, Law No. (22) of 2005 on the regulation and establishment of protected areas provides direct legal protection to habitats where the Steppe Eagle may occur during migration or wintering; in Dubai, Local Law No. (11) of 2003 governs the designation and management of protected areas, within which hunting and disturbance of wildlife are strictly prohibited.	>90% of recorded sightings occur within legally protected areas.
Ukraine	✓		Listed as Endangered in the Red Book of Ukraine	0%
Uzbekistan	✓	✓	Included in the national Red Data Book of Uzbekistan (2019 edition) and protected under Law on the Protection and Use of Wildlife Resources and other hunting and wildlife conservation laws	Est. 20–25%
Yemen	✓	✓	Protected under Environmental Protection Law No. 26 for 1995 and Prime ministers Resolution No. 104 of 2002 regarding the regulations for the protection of endangered species and the regulation of the trade	Unknown
Zambia			All raptors are protected by law under the Wildlife Act of 2015. A new act is in the making.	20-50%

The Steppe Eagle, once considered the world's most common large raptor and found across the Western Palearctic steppe and grasslands, has suffered severe declines of around 50% over three generations throughout its range. Listed as Endangered by the IUCN since 2015, the species is now estimated to number fewer than 30,000 breeding pairs worldwide.

The vision of the Global Action Plan is to halt and reverse the decline of Steppe Eagles by delivering innovative actions in science-based conservation and community engagement across its whole range.

For more information contact: cmsoffice.ae@un.org
or visit the web page raptors.cms.int/