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

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

FINAL CONSULTANT'S REPORT: REVIEW OF DEMAND REDUCTION INITIATIVES BY CITES PARTIES

1. This document has been submitted by the Secretariat in relation with agenda item 20.[1]

2. The main findings and recommendations in the *Final consultant's report: review of demand reduction initiatives by CITES Parties* prepared by TRAFFIC are provided below:

Main findings

a) Responses to the Notification and other information show that Parties have been undertaking an array of activities to implement Resolution Conf. 17.4 on *Demand reduction strategies to combat illegal trade in CITES-listed species*.

b) Parties reported that collaboration was occurring, but the majority were in partnership with conservation NGOs. Inter-agency coordination across government agencies was reported only in a few cases.

c) Much of the activities was focused on raising public awareness rather than changing consumer behaviour, which is one of the key recommendations of Resolution Conf. 17.4.

d) The lack of consumer insight is obvious which makes it challenging to achieve behaviour change, especially when dealing with "deep rooted cultural beliefs".

e) Measuring impact from demand reduction actions remains a substantial challenge. For initiatives where "change behaviour" was the objective rather than to merely raise awareness, baselines were often absent – thereby allowing only the performance, rather than impact, to be recognized.

f) Resource constraints, both financial and human resources, are often cited by Parties as a key challenge to conduct demand reduction activities.

g) Many of the demand reduction initiatives appear to deal with only a few high-profile species that are capable of capturing the public's imagination, while more could be done to benefit other species impacted by illegal trade.

Key recommendations

a) Capacity building around behavioural science should be provided to Parties to support their demand reduction initiatives and to achieve tangible impact.

b) More information should be provided to support Parties in their awareness of the available research evidence and insight regarding consumer groups and key segments to target with demand reduction communication.

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

c) Specific guidance should be provided to support demand reduction impact measurement and evaluation, both in relation to adaptive management of approaches throughout implementation, but also to understand whether the messaging is changing consumer behaviour as needed.

d) Additional financial resources should be provided to support governments to implement demand reduction initiatives. Efforts need to be made to ensure that donor countries and organizations understand the complexity and specific needs of demand reduction and behaviour changes initiatives as well as the potential impact of effective demand reduction interventions.

e) Collaborations should be expanded to include connections with broader private sector groups, academics and international inter-governmental organizations as well as other government departments.

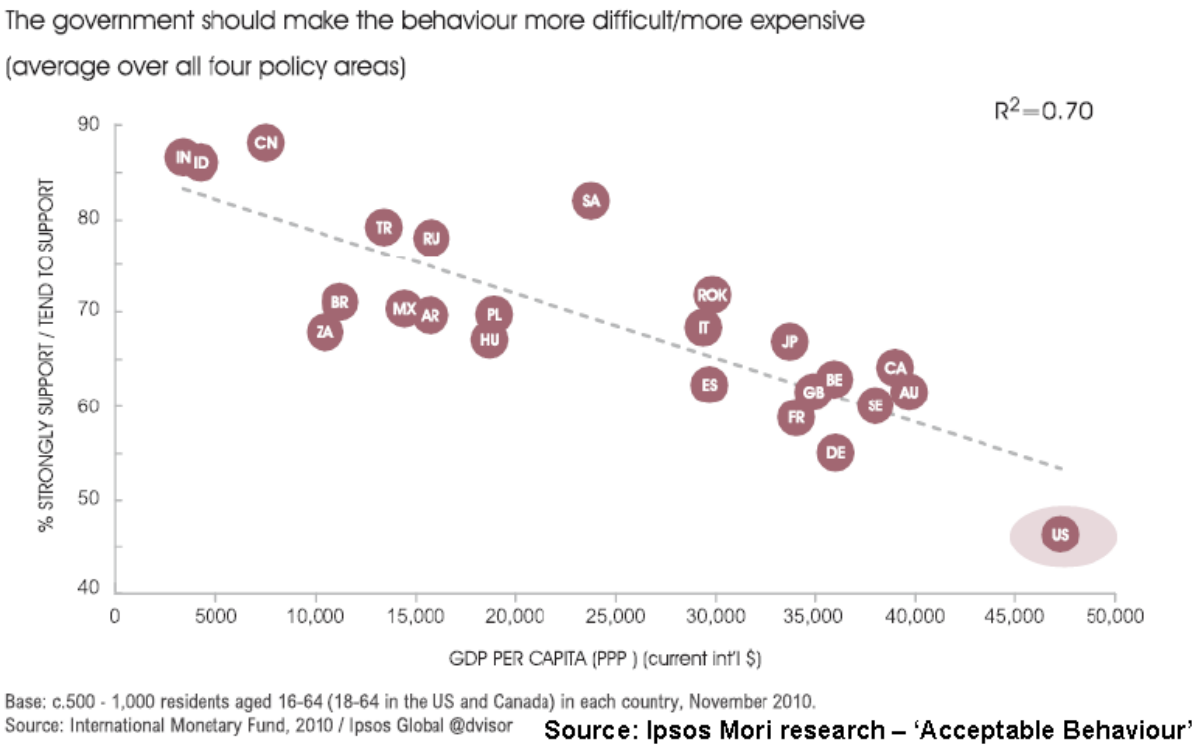
f) Whilst the preponderance of conservation NGOs is obvious in leading the design and delivery of certain demand reduction initiatives, the importance of government leadership or at least active in partnership in delivering the initiatives is crucial and cannot be over-emphasized.

g) It is critical that Parties understand the difference between well-targeted demand reduction strategies through behaviour change and mass campaigns to raise awareness of the plight of endangered species and the various negative impacts of poaching and wildlife trafficking. Although both approaches have their merits, the former is more imperative in order to address the urgent needs.

FINAL CONSULTANT'S REPORT:

REVIEW OF DEMAND REDUCTION INITIATIVES BY CITES PARTIES

To support the Parties to CITES in their implementation of the CITES Resolution and Decisions on demand reduction strategies to combat illegal trade in CITES-listed species



Source: Ipsos Mori research – 'Acceptable Behaviour'

TRAFFIC
the wildlife trade monitoring network

Abbreviations

Abbreviation	Description
APEC	Asia-Pacific Economic Cooperation
BCC	Behavioural Change Communications
CBC	Consumer Behavioural Change
CWT	Combatting Wildlife Trafficking
Defra	UK government Department for the Environment, Food and Rural Affairs
DR	Demand Reduction
FFI	Fauna & Flora International
FOCAC	Forum on China-Africa Cooperation
IFAW	International Fund for Animal Welfare
IGO	Inter-Governmental Organisation
IWT	Illegal Wildlife Trade
HSI	Humane Society International
NGO	Non-Governmental Organisation
NIAP	National Ivory Action Plan
OECD	The Organisation for Economic Co-operation and Development
SBCC	Social and Behavioural Change Communications
WCS	Wildlife Conservation Society
WWF	*Formerly*; World Wildlife Fund

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1. Introduction

1.1. Context and background

The trade in wild animals and plants sourced and traded in contravention of conservation legislation is a substantial threat to the survival of many species[1],[2]. In recent years there has been an increase in international attention to, and action around, the illegal wildlife trade issue, which has recognised the importance of initiatives to reduce demand, being delivered alongside more traditional approaches to strengthen anti-poaching and anti-trafficking enforcement effort[3].

Within this context, at its 17th meeting (CoP17, Johannesburg, 2016), the Conference of the Parties to CITES adopted a **Resolution focused on Demand Reduction**. Resolution Conf. 17.4[4] noted the need for: "Well-targeted, evidence-based, species-specific, country-specific demand reduction campaigns to more effectively bring about behaviour changes", and urged Parties to:

A. *develop strategies to reduce the demand for illegal products of wild animals and plants through demand reduction campaigns and to enhance, as appropriate, policy, legislation and law enforcement in this regard;*
B. *conduct in-depth and regular research on the demand for specimens of illegally traded CITES listed species, where possible, using standard methodologies to understand the drivers and dynamics of the demand and to provide solid information for use in demand-reduction campaigns;*
C. *actively develop and implement well-targeted, species-specific, evidence-based campaigns by engaging key consumer groups and targeting the motivations for the demand, including the speculative nature of the demand, and develop specific messaging approaches and methods for target audiences;*
D. *create greater awareness of the broader consequences and impacts of illegal harvest and illegal trade of wildlife and plants, particularly on wild populations and the ecosystems in which they exist, as well as raise awareness of broader impacts of wildlife trafficking on livelihoods and sustainable development; and*
E. *strengthen legal and enforcement deterrents by creating greater awareness of laws prohibiting trade in illegal wildlife products and any associated penalties;*

In order to support the implementation of the Resolution, CITES Parties also adopted an associated **Decision, 17.48**, which directed the Secretariat, subject to external funding, to:

A. *contract a consultant to:*
   i) *engage with Parties that reported against Decision 16.85 paragraph c)*1 and any other Parties as may be appropriate to identify best practices and challenges experienced by these Parties in their development and implementation of long-term demand reduction strategies or programmes to combat trafficking in wildlife; and*
   ii) *conduct a review of existing demand-reduction studies and material, and the outcomes of demand-reduction workshops and other initiatives that have taken place in recent years;*
B. *convene an expert workshop for Parties to review the consultants' report and agree practical steps to be taken, including recommendations for the Standing Committee to submit to the Conference of the Parties at its 18th meeting;*
C. *support interested Parties in implementing demand-reduction strategies and provide necessary technical cooperation to those Parties on an ongoing basis;*

[1] https://www.unodc.org/documents/data-and-analysis/wildlife/World_Wildlife_Crime_Report_2016_final.pdf
[2] https://www.bbc.co.uk/news/science-environment-46028862
[3] *E.g.* https://www.gov.uk/government/publications/declaration-london-conference-on-the-illegal-wildlife-trade-2018/london-conference-on-the-illegal-wildlife-trade-october-2018-declaration#impact-of-illegal-trade-in-wildlife
[4] https://cites.org/sites/default/files/document/E-Res-17-04.pdf

D. prepare a report on the basis of the findings made through the activities outlined in paragraphs a) to c) in this decision, together with recommendations, on how to further enhance the effectiveness of such strategies or programmes to reduce demand for illegal wildlife specimens;
E. report on progress on the implementation of the present Decision at the 69th and 70th meetings of the Standing Committee

The Secretariat **commissioned TRAFFIC to undertake this work**, thus leveraging existing support from the United States of America via the USAID-funded Wildlife Trafficking Response Assessment and Priority Setting (Wildlife TRAPS) project implemented by TRAFFIC, in partnership with IUCN, and with additional support from the donors listed on p2. TRAFFIC is also producing tools, guidance and resources for the Social and Behavioural Change Community of Practice[5], per SC69 Doc.37[6].

In line with Decision 17.48 A), on the 31 May 2018 the Secretariat issued Notification 2018/ 056[7]. A **preliminary report** based on responses received, was included as an Annex to the Secretariat's review of progress with regards to demand reduction matters, per SC70. Doc. 16[8].

The Document builds on that preliminary report and is a **final form of the 'Consultant's Report', per 17.48 B), hereafter referred to as 'the Report'**. A draft was shared with Parties at an 'Expert Workshop', convened by the Secretariat in collaboration with TRAFFIC, per Decision 17.48 B), and held in Bangkok, Thailand, on the 27th November 2018. The Agenda is available in Annex B. Slides used by the Consultant to guide and inform discussion at the Workshop are in Annex F.

Following the Workshop, the Report was **updated to capture discussion and recommendations from the Workshop.** The final Report is being submitted to the CITES Secretariat as the final output from the Consultant, and subsequently appended by the Secretariat to the report of the Standing Committee for consideration at the 18th meeting of the Conference of the Parties. Guidance will be prepared to **support Parties implementation of Resolution Conf 17.4**, in line with key findings.

1.2. Methodology employed

This Report was produced through a **desk study and interview process**, and through inputs received at the **Expert Workshop**. The Consultant has considered evidence through the lens of their own direct experience, of engagements and discussions around this issue. Published sources are per Annex E.

Responses to Notifications 2018/ 038 and 2018/056 formed a core part of the reference material for the desk study. Complementary material however, included Parties responses to broader Notifications, questionnaires and reports that are part of the CITES National Ivory Action Plan (NIAP) process; inter-sessional Asian Big Cats Working Group and Rhinoceros Working Group reporting; and other reports to the CITES Standing Committee and/or Conference of the Parties[9].

Another source of note for the desk study was the series of **progress reports that governments submitted as part of the London Conference on Illegal Wildlife Trade process**. Over the four years 2014 – 2018, two Conferences were held in London (2014 & 2016); one in Kasane, Botswana, 2015 and another in Hanoi, Viet Nam (2016). One of four strategic pillars of action at these Conferences was focused on 'Eradicating the Markets for Illegal Wildlife Products'.

Of final significance as a source, was the '**Research Analysis on Strategies to Change Illegal Wildlife Product Consumer Behaviour**'[10] (hereafter referred to as the 'Research Analysis'). This

[5] https://www.changewildlifeconsumers.org/
[6] https://cites.org/sites/default/files/eng/com/sc/69/inf/E-SC69-Inf-37.pdf
[7] https://www.cites.org/sites/default/files/notif/E-Notif-2018-056_0.pdf
[8] https://cites.org/sites/default/files/eng/com/sc/70/E-SC70-16.pdf
[9] E.g. https://cites.org/sites/default/files/eng/com/sc/69/E-SC69-15.pdf
[10] https://www.traffic.org/publications/reports/reducing-demand-for-illegal-wildlife-products/

comprehensive study was commissioned by the UK government and conducted by researchers and staff at TRAFFIC (technical lead on the project); WWF; Imperial College Business School; and the Oxford Martin Programme on Illegal Wildlife Trade. The majority of research was conducted between 2014 and 2017 and presented at the London Conference on Illegal Wildlife Trade, October, 2018[11]. A summary of this Research Analysis is included in Annex D.

Responses recorded through the desk study or interview process have been **treated anonymously** in the main. The Consultant has focused on **synthesizing trend data and in overall analysis and insight**. Some observations have been attributed, agreed in advance with the source where necessary.

1.3. Scope of demand reduction under CITES

In the context of CITES, the need for a more consistent understanding of the term 'demand reduction' has been acknowledged previously (e.g. SC69. Doc 15[12]).

In line with the CITES Demand Reduction Resolution (Resolution Conf 17.4), the scope of attention for Parties current consideration of demand reduction is its role in addressing the behaviour of consumers of **illegally traded wildlife**. The actions within that scope of attention are suggested through the Resolution text, which urges Parties to "Actively develop and implement well-targeted, species-specific, evidence-based campaigns, by engaging **key consumer groups** and targeting the motivations for the demand".

This is therefore in line with Track Two of the 'Twin Track Approach' to demand reduction[13]:

- Track One recognises the importance of measures to impose a societal behavioural control (e.g. policies, regulation and law enforcement) or restrict consumer choice (e.g. retailers removing offers for sale);
- Track Two emphasises the influence of messaging, issued by messengers persuasive with target audiences, to shape individual motivation

Complementary language impacting Parties features within the United Nations General Assembly Resolution (69/314) on 'Tackling illicit trafficking in wildlife'[14]. This Resolution was adopted at its 69th session in 2015 and included a call for countries to "**reduce the demand using targeted strategies in order to influence consumer behaviour**".

A second resolution adopted at its 71st session in 2017 called on governments "to more effectively reduce the demand, including by using **targeted and evidence-based strategies in order to influence consumer behaviour and create greater awareness of laws prohibiting illegal trade in wildlife and associated penalties**."

This language has therefore provided a frame for the Consultant's review in the pages that follow.

[11] https://www.gov.uk/government/topical-events/london-conference-on-the-illegal-wildlife-trade-2018
[12] https://cites.org/sites/default/files/eng/com/sc/69/E-SC69-15.pdf
[13] http://www.oecd.org/officialdocuments/publicdisplaydocumentpdf/?cote=GOV/PGC/HLRF/TFCIT/RD(2017)11&docLanguage=En
[14] https://documents-dds-ny.un.org/doc/UNDOC/GEN/N15/238/62/PDF/N1523862.pdf?OpenElement

2. Review of existing demand reduction initiatives

2.1 Who has done what, where and why

Countries reported a very **diverse range of activities being delivered under a 'demand reduction' heading**, during the desk review and interview process and Workshop discussion. Some headline insights included:

Data Source	Who:	What:	Where:	Why:	Target Audience
Workshop presentation and discussion	All responses mentioned multiple stakeholders	Campaigns and enforcement actions	National level primarily, some with tourists/ travellers	Mix of awareness-raising, some efforts focused on illegality, one behaviour change approach	Many, normally the general public, some business and travellers
Responses to Notification 2017/038	All responses mentioned multiple stakeholders, with a focus on conservation NGOs	Numerous events and campaign activities	Normally focused at national level but some city specific delivery	Mix of awareness-raising with some more targeted action being delivered in concert with NGOs	Many public audiences, some targeting to travellers, businesspeople
Responses to Notification 2018/056	Almost all responses mentioned multiple stakeholders, but with an emphasis on conservation NGOs and occasionally private sector rather than e.g. academia	Vast array of comms including online, television, posters and pamphlets	Normally focused at a national level, but many exit points (airports and ports) are also targeted.	Mainly awareness raising, with few structured approaches (citing e.g "six pillars") to DR program planning. More than half of respondents identified behavioural science training in capacity needs.	Normally the general public, but some more specific programs targeting businesses, TCM users and tourists.
Research Analysis	Normally multiple stakeholders including collaboration with NGOs and IGOs	85 initiatives were recorded 2005 to end-2015	Very wide array from regional, national to local (tended towards urban)	Mainly awareness-raising, and centred on either legal implications, fines and other deterrents, or the extinction threat to species	Most untargeted and displayed to general public
London IWT Conference process	Normally government led but one report criticises awareness raising efforts as relying too heavily on NGOs	Vast array of comms including online, television, posters and pamphlets.	Normally focused at a national level, but one example targeting nationals living abroad using workshops and text messages.	23 countries reported participating in awareness raising programs, but only six countries report progress in behaviour change.	Most campaigns delivered to a mass audience but efforts to carefully identify key consumer groups are improving
NIAP progress reports from SC70	Normally multiple stakeholders including collaboration with NGOs and IGOs.	Vast array of comms including online, television, posters and pamphlets.	Normally focused at a national level, but many exit points (airports and ports) are also targeted.	Almost all programs are related to awareness raising.	Normally the general public, but some targeting businesses and tourists.

The 'Research Analysis' included the most comprehensive review of demand reduction initiatives, citing 85 delivered during the decade to end-2015. The Analysis noted a proliferation in the number of initiatives delivered since 2014, which would imply an update on this figure was required.
An early insight from all sources was that the majority of initiatives were **not targeted**; rather involving broad communications (LCD displays, Public Service Announcements, banners and posters, etc) aimed at the general public.

Through the London IWT Conference process, 23 countries reported supporting national public awareness-raising campaigns. Some audience segments were reported as being **targeted**, although this was not the norm. Examples included campaigns aimed at women buying rhino horn or travellers to selected African countries to warn them not to buy ivory when they return home. Some campaigns (again, a minority) were aimed at specific sectors or communities, such as the traditional medicine community and corporate/business sector.

The 'Review of Progress' following the Hanoi IWT Conference, noted that: "There are some examples of countries researching and targeting specific cultural and traditional values in behaviour change campaigns, but there are **continuing challenges in reaching individual consumers**…. no 'one size fits all' approach to changing behaviour is appropriate."

Responses to Notifications 2018/038 and 2018/056 revealed some Parties targeting consumer groups. Those most often mentioned in the latter were **businesses and tourists** (Figure 7 in Annex C). Three Parties cited communications to **traditional medicine users** and one each to **pet hobbyists, students and women**. Presentations at the Expert Workshop also included targeting tourists.

The Asian Big Cat Working Group report noted that "the growing use of Tiger parts and derivatives as luxury items needs to be addressed as a matter of urgency through targeted behavioural change interventions to reduce consumer demand".

In reviewing the Notification responses together with the interview process, there was limited reference to **behavioural theory** informing intervention design / underpinning these targeted approaches. There was one explicit reference to the Five Step approach (per Annex 1 to CITES Decision 16.85), and another reference to a "six-pillars" framework, which seemed analogous. Some of the desk study material reinforced that project design should be more evidence-based and scientifically justified, rather than solely based on e.g. personal insights or experience

Nine Parties lamented a lack of **capacity** broadly, which would enable more targeted and theory-driven design. The most popular requirement was reported as increasing capacity regarding behavioural science (six respondents), followed by communications (two respondents).

The responses provided solid evidence that **collaboration** is occurring at designing and implementing stages, but whether that is between Parties in different countries, or between Parties and other government entities in that country, needs to be explored further. NGO respondents highlighted that more capacity building around how to achieve the most from collaboration was required, but this was not mirrored by the Parties.

All information sources revealed a large number of **workshops** being delivered by Parties and others on demand reduction matters. Events ranged from global to local and focused on themes that ranged across policy and practice, strategies and systems, taxa, landscapes, tools and similar. The Table overleaf illustrates some of these events from the past decade, which were:

- Largely government/ inter-government funded or led;
- Involved multiple stakeholders / days of dialogue / 100+ delegates
- Encouraged or enabled Parties to implement DR initiatives;
- Had the potential to benefit multiple priority taxa;
- Outside of the formal events in the CITES calendar (CoPs and SCs).

What: International	What: DR the focus or one component?	When / where?	Why? To 'encourage' or 'enable'?
London Conference series (treating as a series, rather than individual events)	One component: 'Eradicating the Markets' workstream	London, UK 2014 Kasane, BW, 2015 Hanoi, VN, 2017 London, UK 2018	Encourage… …Enable
UN GA Summits (x 2)	One component	2015 and 2016	Encourage
FOCAC	One component	2015 and 2016	Encourage
Save Wildlife Conference	One component	2016, The Hague	Enable
China–Africa embassy events	One component	2016 / 2017	Encourage
Changing Behaviour to Reduce Demand for IWP	The focus	HK SAR, 2016	Enable
Global Wildlife Program Conference, GEF 6 / World Bank	One component	Hanoi, VN, 2016	Enable
What: Regional			
APEC Capacity Building Workshop on Demand Reduction	The focus	October 2014, Hanoi, VN	Enable
APEC-Bali and similar Summits	One component	Various: ID / CN	Encourage
USAID Innovations Conference	One component	Bangkok, 2016	Enable
EU/ OECD Conferences	One component	Various	Encourage
What: National			
Demand side strategies to Curb Illegal Ivory Trade[15].	The focus	Hangzhou, China 2015	Encourage
UN Environment ITW Comms Toolkit training	The focus	Hanoi, VN, 2017 Malawi, 2018	Enable

The **focus for, or purpose of,** demand reduction workshops reported by the Parties in Notification 2018/056 responses, were also numerous:

China reported conducting **17 outreach missions in 13 African countries**; Kenya, Ethiopia, South Africa, Mozambique, Gabon, Cameroon, Namibia, Zimbabwe, Uganda, Angola, Malawi, Zambia and Tanzania. The purpose was "to remind local Chinese citizens, China-invested oversees enterprises and institution employees and Chinese travelers, to abide by international conventions and national regulations, consciously resist illegal trade related to endangered species and its products, and actively participate in local conservation activities."

Viet Nam reported holding workshops to **educate groups of businessmen**, a major consumer group, of the dangers of relying on rhino horn for medicinal uses and advocating abandoning the practice of gifting rhino horns. Viet Nam also has held workshops in high schools across the country aimed at raising awareness and reducing remand for rhino horn among students and their families.

Thailand reported organising events such as **youth camps** to raise awareness on conservation of elephants and ivory and hosted activities and exhibitions for improving knowledge on CITES and Wildlife conservation on Day related to wildlife such as World Wildlife Day, Thai National Elephant Day and Nation Wildlife Protection Day to students, faculties, and educational facilities nationwide.

The European Commission organized workshops including representatives of business sectors involved in trade in wildlife products in Europe, such as the exotic pet industry, zoo organisations, federation of hunting organisations, and eel fishing sector, as well as the air transport sector, courier industry, and online trade sector; with the aim of raising the awareness of these sectors to the scale, nature and features of wildlife trafficking in the EU and the **role they could play in addressing it**.

[15] https://www.changewildlifeconsumers.org/wp-content/uploads/2016/03/Hangzhou-Workshop-Record.pdf

The United States of America, through USAID, had supported many workshops through significant Combatting Wildlife Trafficking (CWT) programmes, including the Wildlife TRAPS project, Wildlife Asia project and the Viet Nam-specific Saving Species project. Additional activities have been held by the ROUTES Partnership. Workshops included **training-of-trainer workshops for master trainers**, which explored and identified innovative ways to change the behaviour of the business community, identified through consumer surveys, and reduce illegal wildlife consumption.

Germany supported workshops to inform Chinese businesspeople and communities in Africa about the consequences of illegal wildlife trade and its **legal implications both in Africa and China**. In Viet Nam, Germany supported NGOs working with the CITES Management Authority to organize workshops to **educate media and journalists** to expand and improve reporting on illegal wildlife trade and awareness raising among the wider public.

The United Kingdom, in concert with Cambridge University and TRAFFIC, also convened behaviour change experts and practitioners to discuss and explore how **behavioural insights and research could help to reduce demand** for products of illegal wildlife trade. The result was a report aimed at informing the demand reduction pillar of the 2018 London Conference on Illegal Wildlife Trade.

The United Arab Emirates reported collaborating with the private sector in workshops aimed at increasing the public awareness on illegal trade in wildlife. TRAFFIC organized a **capacity building** workshop on combating illegal wildlife trade for **Airline employees**, and the Ministry of Climate Change and Environment in collaboration with Etihad Airlines, Emirates Wildlife Society (EWSWWF).

Beyond these events led by Parties and reported through Notification 2018/ 056 responses, the Consultant was aware of an increasing number of bi- and multi-lateral events dedicated to the theme of demand reduction. Examples included two **training workshops, convened by UN Environment in collaboration with local partners** in Viet Nam and Malawi (2017/8), around their 'IWT Communications Toolkit'. More such events are envisioned in the future, and resources will also be published online to support others, including through www.changewildlifeconsumers.org

TRAFFIC also delivered the three-day '1st International Conference on Behaviour Change' in March 2016, informing the '**Social and Behaviour Change Community of Practice**' (this is a precursor to the '2nd International Conference', held one day after the Expert Workshop, in Bangkok, November 2018). Both Conferences were attended by around 100 delegates representing 60+ organisations and all key sectors including experts in behavioural change.

2.2 How: Research insight & evidence base

Little information was available from responses on what **evidence or research** was used to identify target audiences and sectors to engage in action, or to help inform intervention design through understanding of market drivers. The Research Analysis observed that 'very few campaigns included adequate research to identify the target audience, used behavioural change models or set adequate indicators or evaluation methods to record the success of their interventions." Baselines were also absent. While the Consultant is aware of substantial research conducted by NGOs (often in partnership with professional consumer market research firms) since the period covered by the Research Analysis, little of this seemed to be referred to in responses to Notification 2018 / 056.

Research activities that were reported by Parties included workshops in China and Viet Nam, and research undertaken in Indonesia and South Africa. Countries such as the US, UK, Germany and France reported providing support for research undertaken by partners to identify insights into effective demand reduction and behaviour change strategies. This included support for the development of relevant Toolkits and other services for the Social and Behavioural Change Community of Practice, **sharing research data, case studies and other information resources**.

In 2016, the report of the Asian Big Cats Working Group to the 66th meeting of the CITES Standing Committee noted that considerable awareness and education programs had been implemented by Parties, but that "…there is little systematic and comprehensive research currently available that identifies the drivers, factors and key consumer groups that are fuelling the illegal consumption of Asian big cat products. There is also little research available currently on how to undertake these public awareness and education more effectively, as well as to measure their impact. It is therefore difficult to evaluate the effectiveness of efforts in the area of demand reduction, public awareness and education activities." This insight remains relevant at the time of writing.

2.3 How: Mechanisms, messages, messengers

It was notable that when governments reported on '**mechanisms**' for demand reduction activities, many focused on efforts related to legislative changes (such as new regulations implementing domestic bans), market monitoring, public stockpile destruction events and labelling schemes.

These often seemed more aligned with Track One of the aforementioned Twin Track Approach; i.e. using mechanisms to impose a societal control or restrict consumer choice, rather than using messaging and influencers to shape individual motivation. The 2018 'Research Analysis' study noted that some of the most successful examples of demand reduction initiatives exhibited this approach.

Many elements of the desk study and interview process reinforced that public campaigns and awareness-raising materials used '**messaging**' focussed on very few species – often charismatic mega-fauna, terrestrial mammals, in particular elephant and rhinoceros. This was to the extent that the majority of initiatives examined by the Research Analysis related to elephant ivory in China or rhino horn in Viet Nam. In the Notification responses, seven Parties reported delivering demand reduction strategies relating to elephants, the most for any taxa. Campaigns using messaging addressing the consumption of other species were far less prominent in all the reviewed material.

As a final note the Consultant observed that some countries were active in developing communications using multiple languages. For example, Thailand distributed information about illegal ivory trade in key tourist attractions and trade hotspots in English, Thai and Mandarin. Countries have used a wide variety of multimedia and online platforms to reach consumers, with some reference to celebrities or members of the corporate sector, as '**messengers**.'

2.4. How: Stakeholder and actor engagement, partners

Across all sources reviewed, governments mentioned **collaboration** with conservation non-governmental organisations (NGOs) substantially in the delivery of initiatives, although this contrasted with the lack of awareness of (or reference to) the consumer insight their surveys generated. **NGOs play an important role** both in raising public awareness and in targeted behaviour change initiatives. However, it does appear many initiatives rely heavily on their involvement rather than **being driven by the government**, as outlined as good practice in Decision 16.85 Principles.

There were some examples of the involvement of non-conservation NGOs such as **consumer associations**, although this was limited. Addressing the primary drivers of human behaviour requires a rich and varied convergence of knowledge, expertise and experience, so the involvement of more non-conservation NGOs in the future should be encouraged.

There were some examples of engagements with the **private sector**, including those involved in online trading, auction houses, the health and medicinal sector and in the hospitality sector. Governments, IGOs and NGOs have formed linkages with such groups and online retail sources to restrict supply and review progress in implementation. Examples were limited however.
In their responses to Notification 2018/056, Parties reported that they were regularly collaborating with **other public sector agencies** (ten respondents). The least mentioned collaborators were **academia** (four respondents) and **IGOs** (two respondents) (Figure 9 in Annex C).

Positive examples of international cooperation were available beyond actual initiative delivery, with several countries reporting into **bi-lateral or multi-lateral agreements** to action. The four high-level Conferences on Illegal Wildlife Trade in London, Kasane, Hanoi and back in London, all had specific outcomes that committed countries to take collective action on demand reduction, in addition to having eradicating markets as one of the four strategic pillars of the process.

The potential for collaboration to occur around implementation of the Demand Reduction Resolution itself (i.e. through a SC Working Group), in addition to through the **Social and Behavioural Change Community of Practice**, was also noted.

Aside from the practical benefits of this cooperation in terms of the **sharing expertise, training and experience**, these collaborations also provide the **political commitment** that will hopefully prompt action and change, as well as further enhancing awareness.

2.5 Measurement of outcomes and impact

Though the Notification and interview process sought to acquire specific information on outcomes and impact, **few respondents described their project goals as actually reducing demand**, but rather as raising awareness. An associated assumption might be that demand for illegal wildlife products will reduce if people know more about it. However, there is little evidence to prove this. In addition, the **impact of raised awareness on actual demand was unmeasured**.

Through the Notification responses, eight Parties **did not respond when asked about impact, three said that they were not monitoring impact and one was monitoring impact via the number of people reached with the intervention**. Five Parties highlighted that the intended outcomes of their demand reduction strategies had been met, but no respondents verified how. Many responses recognized the **difficulty of evaluating impact** and reinforced the need for capacity building in this regard. Further discussion around this issue was included in SC69 Doc 15 and Notification 2018/038.

Only one Party cited data including a decrease of the consumer population who believed that rhino horn has medicinal value, and an increase in the percentage of the population who know that buying and selling rhino horn is illegal. Aside from this, countries **have not yet provided detailed evidence of the impact of their demand reduction strategies**. Overall, much more attention to impact evaluation was noted by the Consultant as required, reported in the Research Analysis in particular.

While **workshop impacts can be difficult to measure**, Parties reported that several project specific workshops, aimed at for example, members of the public, incorporated a 'pledge' or document for participants to sign. This would typically state that they no longer intend to use wildlife products, although follow-up on the adherence to these commitments would be critical to ensure compliance.

More tangible outcomes for the Parties were evident from workshops such as that by UN Environment and the international Conferences on Behaviour Change. These took the form of **Toolkits, links to speaker presentations, written records of discussion, research evidence insight and capacity building materials on behavioural science, or facets of specific interest such as impact measurement**[16]. All had been reinforced as required through Notification 2018 / 056 responses.

A capacity building workshop convened as an APEC activity in Hanoi, October 2014, also provided Parties with key resources such as a **'Roadmap' template** that could be used to underpin demand reduction intervention design. However, such events were not referenced by the Parties in Notification 2018/056, or interview, responses.

[16] All materials available at: www.changewildlifeconsumers.org

3. Best practices and challenges (reported by Parties and others)

3.1 Best Practices

Across the information sources surveyed by TRAFFIC for this report, and as reinforced through presentations and discussion at the Expert Workshop, it was clear that Parties are undertaking a **diverse array of initiatives, activities, workshops and communications**, to deliver against the requirements of the CITES Demand Reduction Resolution (Res. Conf. 17.4). No notable gaps were identified in the number of countries who responded, although the character, focus, duration and type of action reported is discussed further below.

Many countries had **focused on approaches that could sit within 'Track One'** of the Twin Track Approach, and 'Track Two' communications that focused more on the '**Advocacy' and 'Social Mobilisation**' elements of a Social and Behavioural Change Communications (SBCC) framework. This contrasted against the emphasis for 'Behaviour Change Communications' from Resolution Conf. 17.4, although **many Parties requested additional support**, resources, information, connections and capacity building / guidance in this realm, to improve technical skills, knowledge and understanding.

Almost all countries described delivering demand reduction communications to the general public, using **multiple placements and mass media mechanisms**. Demand reduction strategic frameworks were underpinning some approaches, others attempted to target higher priority sub-sets of the population, such as businesses, women or the traditional medicine community. Two examples were evident of Parties who, in line with the recommendation in Resolution Conf. 17.4, were specifically attempting to develop and implement long term demand reduction plans and strategies.

While many governments cited action led by, or collaborations with, conservation NGOs – i.e. rather than their own Ministries or Departments, inter-agency **coordination across government agencies** was evident to some extent. One Party reported producing communication materials in multiple languages, another in delivering workshops domestically as well as in other countries: both examples of good practice that would ideally be replicated by others.

Substantial activity was occurring at various levels in relation to **demand reduction workshops**. Good practice was also evident where outcomes were being monitored or bi- or multi- lateral exchanges or commitments to action being built upon.

3.2 Challenges (reported by the Parties and others)

In relation to who is delivering what, and where:
Across a plethora of activity, much was focused on raising public awareness (**rather than changing consumer behaviour**). In addition, a strong emphasis was evident around a selected **few taxa**. More could be done to benefit other species impacted by illegal trade; rather than solely those high-profile and capable of capturing the public's imagination.

A confounding factor for these considerations might be the **resource constraints** (both financial and human resources) often cited by Parties as a key challenge. A specific challenge highlighted in the Workshop was **that only 6% of all international funding being invested to combat wildlife trafficking was focused on demand reduction communications.**[17] Specific note was made of the potential for this to be addressed through government STAR allocations under Global Environment Facility (GEF) Programme 7 funding. A strong preponderance was also evident, for **conservation NGOs to be leading demand reduction** initiative design and delivery. Cross-sectoral collaboration is key, but several studies (esp. the Research Analysis) emphasise the **importance of government**

[17] http://documents.worldbank.org/curated/en/695451479221164739/Analysis-of-international-funding-to-tackle-illegal-wildlife-trade

leadership (or at least active in partnership) in initiative delivery, reinforced as a key Principle via e.g. Annex 1 of CITES Decision 16.85.

Beyond collaboration between governments and NGOs, **more inter-agency collaboration** could have been evident (i.e. between government Ministries or Departments whose portfolios might have some relevance to illegal wildlife trade, such as Commerce, Health and Communications).

In relation to what interventions are being made:
Many Parties recognised the need to build up their skills, understanding and capacity to implement behaviour change communications, with '**behavioural science' training being that most requested**. Challenges included a perception that the language used in this field was too technical, compounded by a dearth of available research evidence and insight. In addition to this, the desk study and interview process highlighted requests for more **experience sharing** with other countries, **case studies around pitfalls to avoid, critical path roadmaps to guide and underpin intervention design and initiative implementation, creative approaches to messaging, and experts that could be contacted for more information**. Workshop discussion noted the suggestion that governments could share experience between them more consistently or through a support Network exclusively established to service their needs. Broader aspects are being delivered by TRAFFIC per SC69 Doc 37.

Parties also reported practical challenges, such as the **timescales for demand reduction campaign sign-off** implied by government bureaucracy, contrasting against the 'nimbleness' of criminals, rapidly adapting trade routes, concealment techniques and other largely enforcement-related issues.

Of further note was a recognition that '**deep rooted cultural beliefs' were especially challenging to change**. An associated consideration for the Consultant was the apparent **lack of consumer insight being used by Parties** to ground-truth communications and achieve change. Big data, social listening surveys and focus group discussions could all reveal tangential triggers, drivers and deterrents, which might provide alternative opportunities for messaging and intervention points. Understanding these will be critical in identifying how to resonate meaningfully with 'DieHard Buyers', and other high priority target audiences for demand reduction communications.

A final gap to note was the **lack of recognition around the opportunity of reducing demand for one product by promoting sustainable trade in another**. This relates to the text of Resolution Conf.17.4: 'NOTING that legal and sustainable trade can be vital to rural livelihoods and consequently important to in situ conservation and that demand reduction campaigns must distinguish between legal and sustainable, and illegal trade'. Discussion at the 2018 Expert Workshop may be beneficial.

In relation to tracking outcomes and impact:
Impact measurement remains a substantial challenge. Where ambition was expressed as to [change behaviour/] actually reduce demand, rather than raise awareness, often **baselines were absent and performance, rather than impact, indicators were cited**. Tracking message reach, rather than resonance, remained apparent through the Notification responses and was an evident concern in the Research Analysis also. Where research has been conducted some duplication was evident for certain taxa in certain countries. An **open access research raw data repository**, for use by all demand reduction practitioners, was once again reinforced as vital. This is in development and will soon be shared through: www.changewildlifeconsumers.org

In relation to workshops specifically, host agencies identified challenges such as a lack of reporting through channels other than on individual websites or reports to e.g. the Kasane and Hanoi Conferences in Illegal Wildlife Trade. This stymied efforts to build previous progress. Workshops such as those hosted by UN Environment in Viet Nam and Malawi, and 'Changing Behaviour to Reduce Demand for Illegal Wildlife Products' resulted in **online Toolkits** that allowed practitioners to bring ideas and best practices into the public sphere for implementation and further development.

4. Conclusions and Recommendations

In light of the research evidence and insight gathered by the Consultant for this Report, the following recommendations are made with regard to Guidance that could be provided to support Parties to enhance their delivery of the CITES Demand Reduction Resolution (Resolution Conf. 17.4);

- **Capacity building around behavioural science** should be provided to support Parties target demand reduction communications more, base intervention design and delivery upon relevant theories of change and models and frameworks and good practice principles that will lead to impact. This could also explore opportunities to benefit multiple taxa beyond those that are currently the focus for the majority of demand reduction communications.

- More information should be provided to support Parties in their awareness of the available **research evidence and insight** regarding consumer groups and key segments to target with demand reduction communication. This would help to improve efficiency and coordination.

- Specific guidance should be provided to support **demand reduction impact evaluation**, both in relation to adaptive management of approaches throughout implementation, but also to understand whether e.g. messaging is changing buyer behaviour as needed.

- **Collaborations** should expand to include connections with broader private sector groups, academics and IGOs, and other government departments. Expanding collaborations may also help to address funding and other resource challenges evident in Notification responses, whilst delivering against the stakeholder requirements under Resolution Conf 17.4.

- **Additional resourcing** should be provided to support governments implement demand reduction initiatives. Opportunities in this regard could include via e.g. GEF Programme 7 STAR allocations, which are dispersed according to government prioritisation exercises.

- The outcomes and impact of demand reduction **workshops** should be clearly defined, and support should be provided to Parties to help crystallise their aspiration clearly in this regard and also to capture any 'soft' results arising – examples might include relationship / bridge building between different actors, some level of capacity building through exposure to dialogue, introductions to new connections or case study, experience or perspective sharing.

- Governments could establish a **learning and exchange network and/or platform**, to help increase mutual capacity building around success factors, lessons learned, insights and innovation, in relation to demand reduction initiative design, delivery and impact measurement. Several models for this already exist that could be adapted and built upon; including for example, the 'Global Consortium of Specialists' announced at the 2018 London Conference, and the SBCC Community of Practice, per further info. in SC69 Inf.Doc 37.

5. Next Steps and further information

This Report is now being submitted to the CITES Secretariat by TRAFFIC, as the final output for their work pursuant to Decision 17.48. TRAFFIC will remain engaged in this work more broadly, through the Community of Practice, activities with which will include the delivery of a side-event at the 18th Meeting of the Conference of Parties to CITES, in Sri Lanka, May 2018. Themes explored in this report, may be built upon in the side-event.

Any enquiries regarding either this Report or next steps, are welcomed from Parties, and should be directed to TRAFFIC Behaviour Change Coordinator, Gayle Burgess in the first instance:

Email: gayle.burgess@traffic.org | Tel: +44 7392 197748
David Attenborough Building, Pembroke Street, Cambridge CB2 3QZ, UK

ANNEX A: CITES Demand Reduction Resolution (Res. Conf 17.4)

Conf. 17.4 Demand reduction strategies to combat illegal trade in CITES-listed species

RECOGNIZING that poaching and illegal trade are decimating some wildlife populations and driving numerous CITES-listed species toward extinction;

FURTHER RECOGNIZING that wildlife trafficking contributes to damage to ecosystems and rural livelihoods, including those based on ecotourism, undermines good governance and the rule of law and, in some cases, threatens national stability and security and requires enhanced regional cooperation and coordination in response;

CONSCIOUS that enforcement interventions play a critical role in stemming illegal trade in specimens of species included in CITES Appendices, but bearing in mind that, without a complementary effort to address the persistent market demand that drives this trade, enforcement action alone may not be sufficient to eliminate this threat;

RECALLING that Resolution Conf. 10.10 (Rev. CoP17) on *Trade in elephant specimens* urges relevant Parties to "engage in public awareness campaigns, including: supply and demand reduction; drawing attention to existing or new regulations concerning the sale and purchase of ivory;"

RECALLING also that Decision 16.85 on Rhinoceroses (Rhinocerotidae spp.) recommends that "all Parties implicated in the illegal trade of rhinoceros horn as a range or consumer State, where applicable, should: a) develop and implement long-term demand reduction strategies or programmes and immediate actions aimed at reducing the illegal movement and consumption of rhino horn products;"

RECALLING also Resolution Conf. 10.19 (Rev. CoP14) on *Traditional medicines*, which recommends that the Parties "work closely with groups of traditional-medicine practitioners and consumers in developing public education and awareness programmes towards the elimination of illegal use of endangered species, and developing awareness of the need to avoid over-exploitation of other wild species";

WELCOMING the historic resolution on tackling wildlife trafficking adopted by the United Nations General Assembly in July 2015 that "urges Member States to engage actively in efforts to raise awareness about and address the problems and risks associated with the supply and transit of and demand for illegal wildlife products and to reduce the demand using targeted strategies in order to influence consumer behaviour;"

ACKNOWLEDGING that demand-reduction interventions can effectively complement and support law enforcement efforts;

RECOGNIZING that wildlife trafficking via e-commerce is a growing and significant threat that calls for new approaches to reduce demand for illegally traded wildlife;

NOTING the need for well-targeted, evidence-based, species-specific, country-specific demand-reduction campaigns to more effectively bring about behaviour changes;

NOTING that legal and sustainable trade can be vital to rural livelihoods and consequently important to *in situ* conservation and that demand reduction campaigns must distinguish between legal and sustainable, and illegal trade;

RECOGNIZING the demand reduction initiatives by many countries, organizations and inter-governmental bodies, including the Asia-Pacific Economic Cooperation (APEC) demand reduction workshop organized by the governments of the United States of America and Viet Nam and the workshop on demand-side strategies for curbing illegal trade in ivory in Hangzhou, China, organized by the government of China and the CITES Secretariat;

THE CONFERENCE OF THE PARTIES TO THE CONVENTION

1. URGES Parties where there is a significant market for illegally traded wildlife products to:

   a) develop strategies to reduce the demand for illegal products of wild animals and plants through demand reduction campaigns and to enhance, as appropriate, policy, legislation and law enforcement in this regard;

   b) conduct in-depth and regular research on the demand for specimens of illegally traded CITES-listed species, where possible, using standard methodologies to understand the drivers and dynamics of the demand and to provide solid information for use in demand-reduction campaigns;

   c) actively develop and implement well-targeted, species-specific, evidence-based campaigns by engaging key consumer groups and targeting the motivations for the demand, including the speculative nature of the demand, and develop specific messaging approaches and methods for target audiences;

   d) create greater awareness of the broader consequences and impacts of illegal harvest and illegal trade of wildlife and plants, particularly on wild populations and the ecosystems in which they exist, as well as raise awareness of broader impacts of wildlife trafficking on livelihoods and sustainable development; and

   e) strengthen legal and enforcement deterrents by creating greater awareness of laws prohibiting trade in illegal wildlife products and any associated penalties;

2. ENCOURAGES Parties to involve all stakeholders when conducting demand reduction campaigns, including, for example, relevant government agencies, health, public awareness and education sectors, the business sector, online retailers, social media platforms, traditional medicine practitioners and their associations, consumer groups, key influencers and opinion leaders who can most effectively reach out to consumers;

3. ENCOURAGES Parties, when appropriate, to collaborate with and provide full support to relevant demand reduction campaigns undertaken by the United Nations agencies and partners as well as non-governmental organizations;

4. RECOMMENDS that Parties convene workshops to design and develop targeted solutions for particular species or types of trade, including the development of communications and marketing strategies and campaigns aimed at eliminating demand for illegal wildlife and illegal wildlife products of CITES-listed species among key consumer groups; and

5. INVITES Parties, and intergovernmental organizations and non-governmental organizations interested in furthering these efforts to share best practices and provide technical support and assistance, if requested.

ANNEX B: Agenda for CITES Expert Workshop

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

CITES Workshop on Demand Reduction Strategies to Combat Illegal Trade in Wildlife

27 November 2018, Bangkok, Thailand

Time	Session
8.30 – 9.00	Registration
9.00 – 9.20	Welcome & Introductions (Interactive session)
9.20 – 09.35	Setting the Scene: Objectives and Background (Note: including an introduction to the CITES Resolution and decisions on demand reduction)
09.35 – 10.30	Presentations by participating Parties on key achievements and challenges in demand reduction efforts
10.30 – 11.00	*Refreshment break and networking*
11.00 – 12.00	Review of Key Findings: 'Consultant Report'
12.00 – 13.00	*Lunch*
13.00 – 13.15	Interactive session: Discussion Around Key Findings
13.15 – 15.00	Review of Recommendations: 'Consultant Report'
15.00 – 15.15	*Refreshment break and networking*
15.15 – 16.30	Interactive session: Discussion Around Recommendations
16.30 – 17.00	Next Steps: To Confirm the Report and Clarify Actions
17.00 – 17.30	Wrap up and closing

ANNEX C: Summary of Notification Responses

Four responses were received from Parties by the deadline given by the Secretariat, of 10th July 2018. A further six were received after the deadline.

TRAFFIC also sought interviews with 19 Parties (based on those who had responded to the Notification or Decision 16.85 reporting requirements, or who had a 'Demand Reduction' requirement in a NIAP process or were otherwise identified as having a major stake in the issue – as a donor, or similar). Interviews with ten 'broader stakeholders' were also sought, focused on seven NGOs heavily involved in delivering communications to reduce demand for illegal wildlife products (IFAW; FFI; Freeland; HSI; WCS; WildAid; WWF).

Ten notifications and three questionnaire responses were received from Parties, whilst one notification response and two questionnaire responses were received from NGOs (Figure 1). For the purpose of the analyses that follow focus is concentrated on responses from the thirteen Parties (both notification and questionnaire responses), responses from NGOs are also presented and considered.

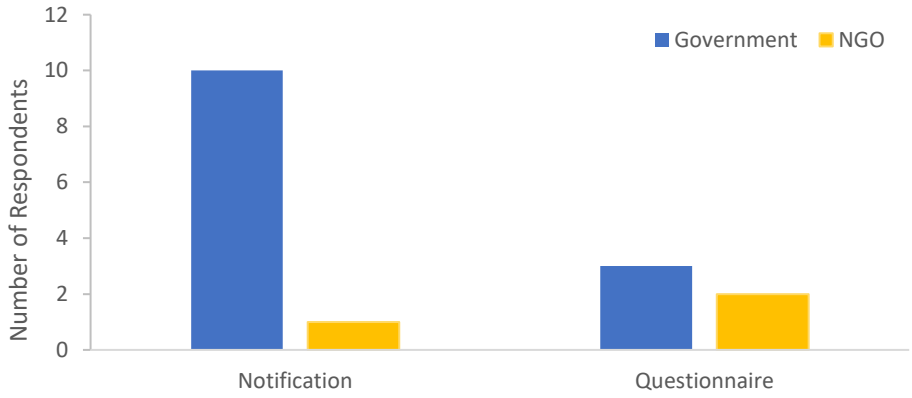

Figure 1 Number of government and NGO responses to both the notification and questionnaires.

A1. Who reports doing what, where and why

Responses were analysed to see how the respondents defined demand reduction. Responses were grouped into definitions relating to social and behaviour change communications, law enforcement and legislation. All respondents provided a definition and the most common related to social and behaviour change communications (Figure 2). Five of the respondents included all three categories (social and behaviour change, law enforcement and legislation) in their definition.

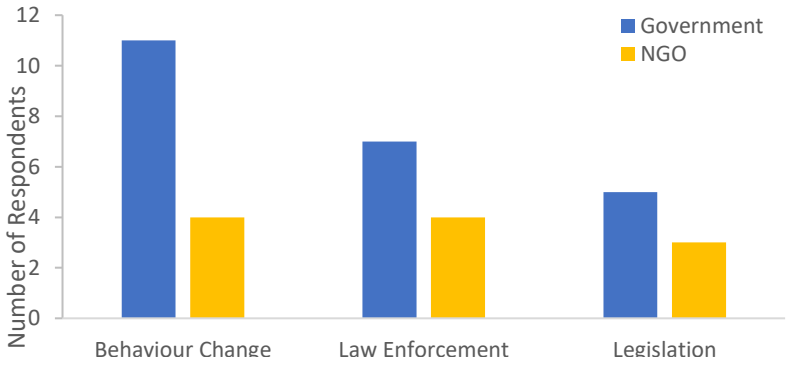

Figure 2 Cumulative results of how each of the respondents defined demand reduction.

Eleven Party respondents mentioned specific demand reduction projects that they were involved with. There was a large range in the number of projects, with three respondents mentioning more than five demand reduction projects (Figure 3). Three NGOs responded with the number of demand

reduction projects that they were involved with. There was a large spread of responses with two respondents being involved with five or more projects and one respondent only involved with one demand reduction program (Figure 3).

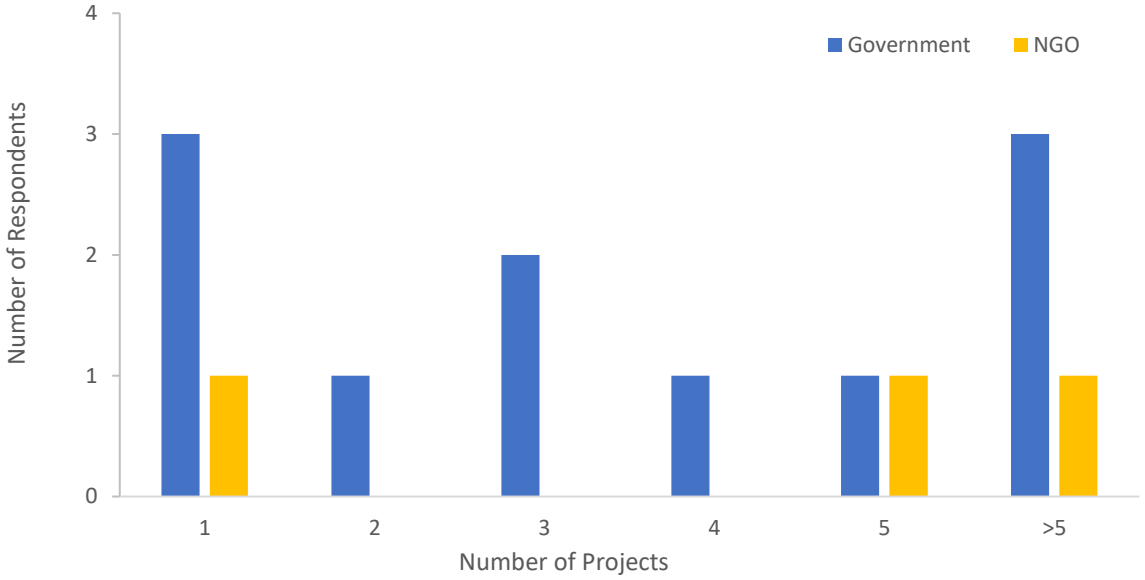

Figure 3 How many projects each of the respondents listed related to their demand reduction work.

In terms of targeted IWT products and taxa, four of the Party respondents were engaged in demand reduction strategies related to ivory and rhino horn. Other products which were mentioned in relation to demand reduction were traditional medicines, leather products, caviar, shells and wood (Figure 4). NGO respondents were almost exclusively involved in demand reduction programs related to ivory and rhino horn, with one respondent also involved in a demand reduction program related to shark fin (Figure 4).

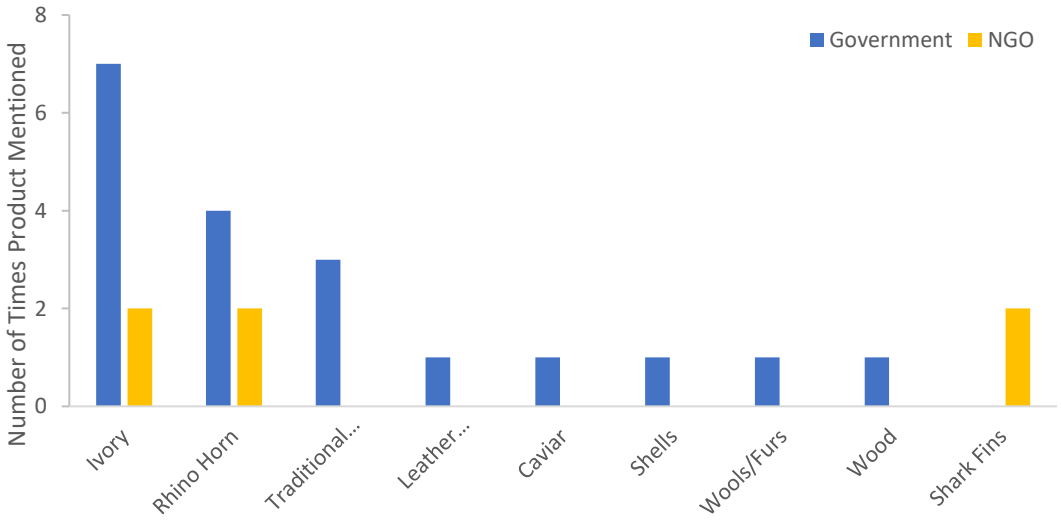

Figure 4 Total Number of times specific products were mentioned in relation to demand reduction.

Seven different Party respondents were engaged in demand reduction strategies relating to elephants, the most for any taxa. Rhinoceros and pangolins combined were the subject of nine demand reduction programs. In total, nineteen different taxa were mentioned by Party respondents in relation to their demand reduction strategies. NGOs mentioned a total of six taxa, with elephant, rhinoceros, pangolin, sharks and tigers each receiving two mentions each.

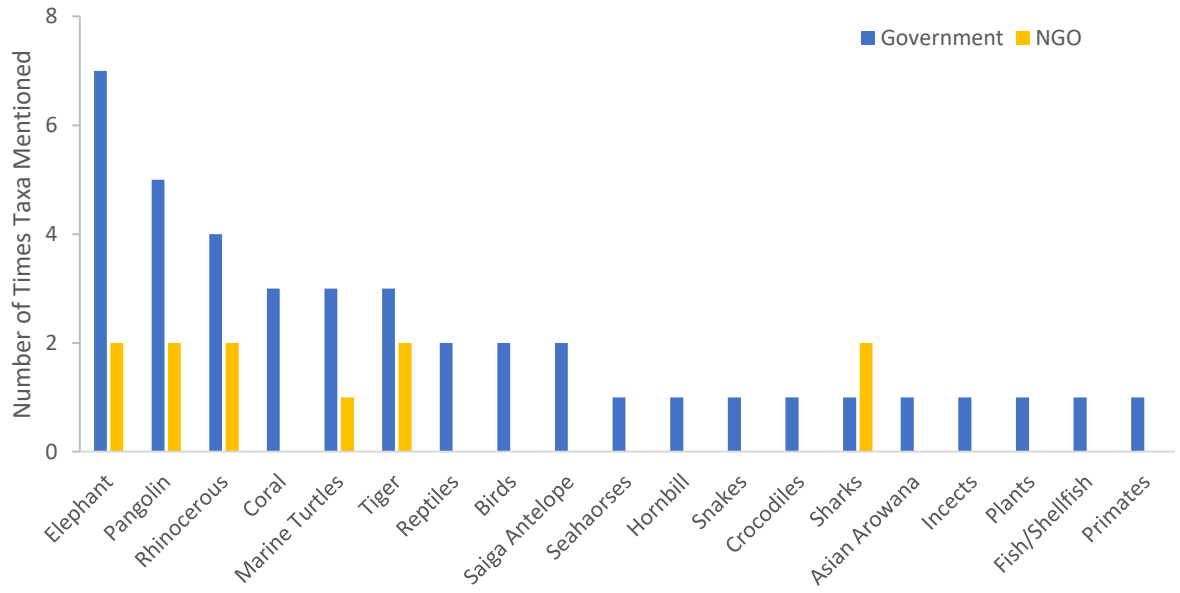

Figure 5 Total Number of times specific taxa were mentioned in relation to demand reduction.

A2. How: Research insight & evidence base

Many aspects need to be considered at the project designing stage and many frameworks provide a good reference on the important aspects for consideration. Often, an overall understanding of the current situation, identifying target audience, specifying goals of the projects are required. Various methods including conducting pilot research and/or reviewing of available information etc. are used at the designing stage to obtain information needed.

When asked about "What frameworks, approaches and resources, if any, were used and incorporated in the design and development of the demand reduction strategies?", only one of the Parties specifically mentioned "Theory of Change" and Traffic's 5-step approach to DR were and will be adopted as the base of their DR project designs. Another Party used a "6-pillars" framework to guide their DR project. Four other Parties talked various types of data, expertise, cooperation they employed at the designing stage. From the NGO side, only one NGO named two theories that they had based their demand reduction strategy upon: fear management theory and behavioural economics theory. Another NGO mentioned they aim to create new pro-environment social norm to change consumer behaviour. Two NGOs said they consulted numerous experts and academic researchers.

Regarding involvement at the planning stage, two Parties did not provide any response related to who was involved in their demand reduction planning process. Of the Parties which did respond, responses varied from naming one institution to naming all four. The most common response to the question was that government agencies were involved in the planning process (mentioned nine times in responses), the second most mentioned institution were NGOs (mentioned six times).

The institution least involved in the planning of demand reduction strategies were academic institutions and the private sector. When interpreting NGO responses, it is important to note that the questionnaire did not contain a direct question relating to involvement in the planning process. Only one NGO responded to the notification and listed that NGOs and the private sector were involved in the development process for their demand reduction programmes.

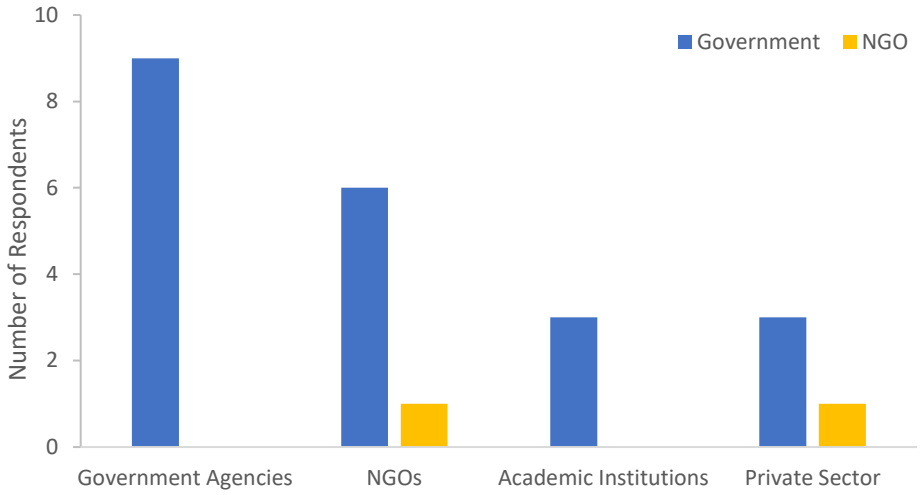

Figure 6 Institutions involved in the development and planning process for demand reduction programs and the number of times they were mentioned by respondents.

The notification also requested Parties to state if they sought expert advice (and if so from whom) during the planning stages of their demand reduction programs. Only one respondent stated that they had sought expert advice and revealed that this advice had come from another government agency. Of the NGOs that responded, two NGOs had sought expert advice from academic institutions during the planning stage of their demand reduction strategies. Also, none of the responses provided any information as to whether they pre-tested any of their methodologies prior to the intervention.

A3. How: Messages, Messengers, Mechanisms

A variety of consumer groups were targeted by Parties for their demand reduction strategies. The most popular consumer groups mentioned by Parties were the general public, businesses and tourists. Three of the Parties also targeted traditional medicine users and one each targeted pet hobbyists, students and women in their demand reduction strategies. NGO responses to consumer groups targeted included one mention each of targeting the general public, businesses and government.

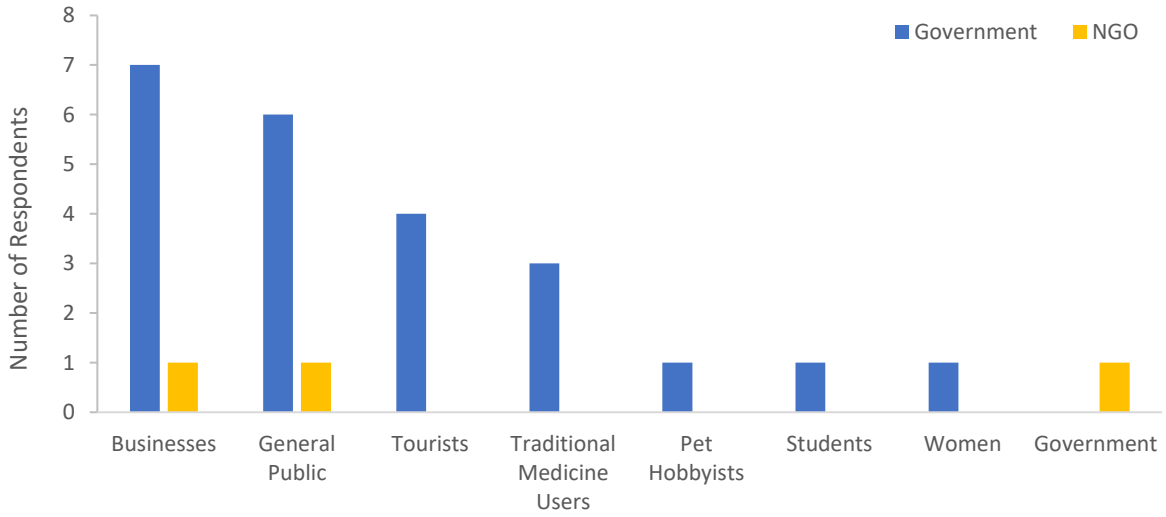

Figure 7 Number of consumer groups identified in the planning stages of demand reduction programs and the number of times they were mentioned by respondents.

Out of the twelve responses from Parties to the notification and questionnaire, two Parties did not provide any specific responses regarding the marketing and communication tools used to deliver their

demand reduction strategies. The most popular method of communicating demand reduction from the remaining Parties was via posters, with eight government respondents using this method of communication. Other popular methods to communicate messages in demand reduction programs were leaflets (7 responses), television (7 responses), social media (6 responses), billboards (5 responses), and media articles (4 responses). NGOs are concentrating more on online media such as online content and social media, alongside media articles and television to deliver their demand reduction strategies.

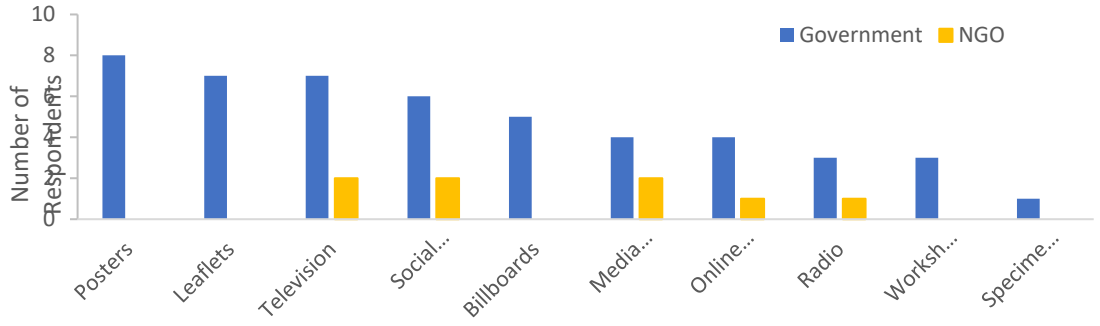

Figure 8 Marketing and communication tools used in demand reduction programs and the number of times they were mentioned by respondents.

A question was also posed to respondents as to if they use champions of change/ambassadors in order to deliver their demand reduction programs. Only two of the Party respondents and two of the NGO respondents responded that they were using champions of change/ambassadors in their demand reduction programs. It should be noted that no further detail on how these ambassadors were chosen was given by any respondents.

A4. How: Stakeholder and actor engagement, partners

All but one of the Parties responded that they were collaborating to implement their demand reduction strategies. Parties were most regularly collaborating with other public sector agencies (ten respondents) and civil society organisations (eight respondents). The least mentioned organisations that Parties were collaborating with were academia (four respondents) and IGOs (two respondents). Six of the respondents reported that they were collaborating with three or more organisations for their demand reduction strategies. All NGO respondents stated that they were collaborating for their demand reduction programs, with three respondents stating that they were collaborating with the public sector.

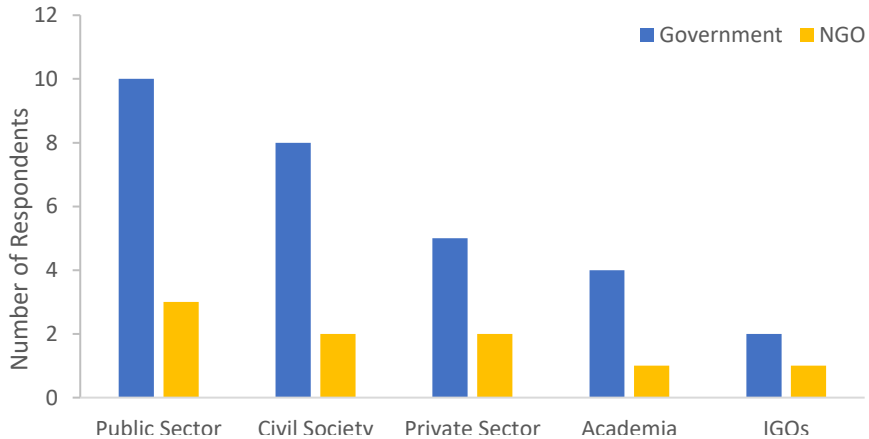

Figure 9 Types of organisations that respondents were collaborating with for their demand reduction programs

A5. With what reported impact (noting how that is measured)

When asked about the impact that Parties sought from their demand reduction activities, eight of the twelve respondents provided an insight into the desired results from their demand reduction and six stated that the intended outcomes were produced. Of the nine Parties who responded, eight mentioned that they wanted raised awareness from their demand reduction programs. Other responses centred around reducing consumption and availability (mentioned three and two times respectively). All of the NGO respondents replied to the question regarding desired impacts and the most popular response was that they wanted a reduction in consumption.

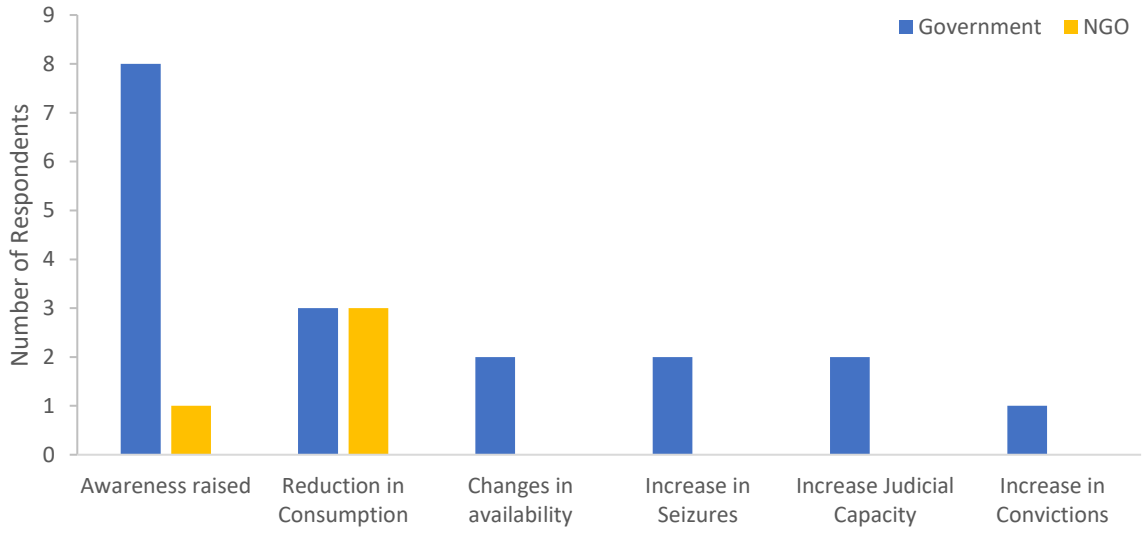

Figure 10 Impact sought from demand reduction programs and the number of times mentioned by respondents.

When asked if and how the impact of demand reduction programs was measured, eight of the Parties did not respond to this question, three Parties said that they were not monitoring impact and one Party was monitoring impact by the number of people reached with the intervention. Of the four NGO respondents, two said that they were measuring the impact of their demand reduction work using: consumer surveys, trade assessments, evaluation of communication material and anecdotal evidence.

A6. Best practices and challenges (reported by Parties and others)

Ten of the Parties reported facing challenges in implementing demand reduction programs with a wide variety of challenges mentioned. Eight of the respondents listed two or more challenges that they faced relating to demand reduction. A variety of different challenges were listed by the respondents, but the most regularly mentioned challenge was a lack of sufficient funding to carry out demand reduction projects. Other challenges of note that respondents faced included quantification of impact, logistics, capacity and alternative livelihoods. All of the NGO respondents reported facing challenges and, much like the Party responses, the most regularly mentioned challenge was related to budgets. The next two most popular responses from NGOs were government commitment and capacity (two respondents each).

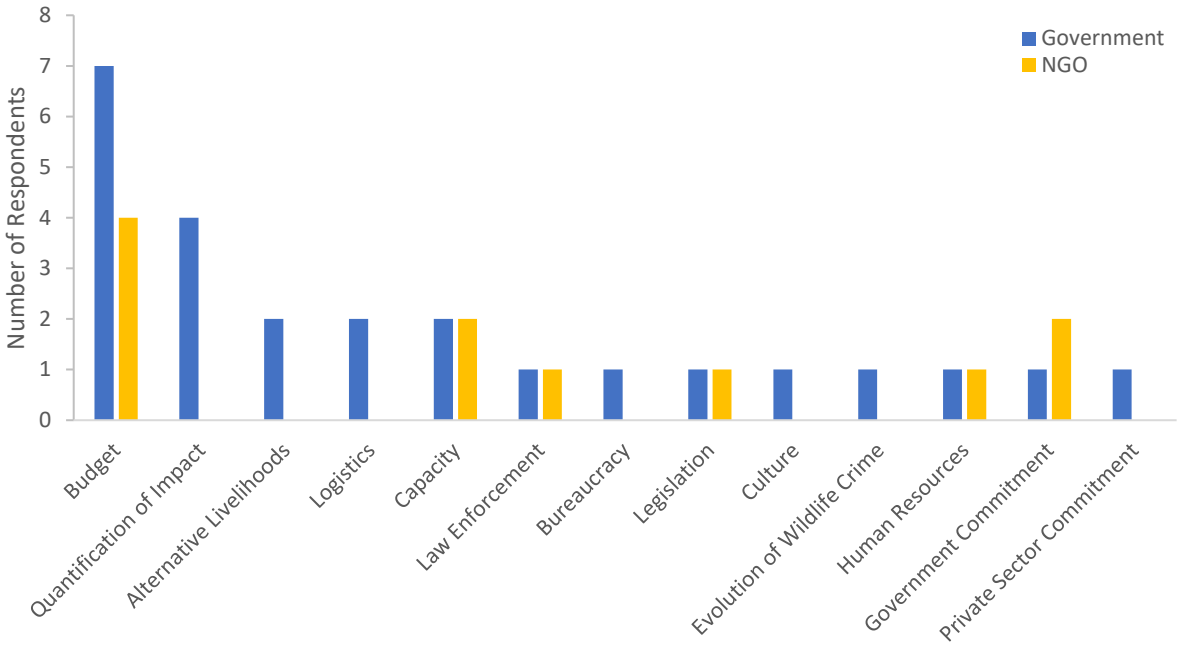

Figure 11 The challenges that respondents faced when implementing demand reduction strategies.

Nine of the Parties mentioned needing capacity for the successful delivery of future demand reduction programmes. Only one of the Party respondents mentioned more than one area where capacity was required. The most popular requirement of Parties was to increase their capacity regarding behavioural science (six respondents), followed by communication (two respondents). Other identified areas where capacity was required were marketing and enforcement (one respondent each). Three of the NGO respondents mentioned requiring extra capacity with one respondent mentioning two areas where capacity was required.

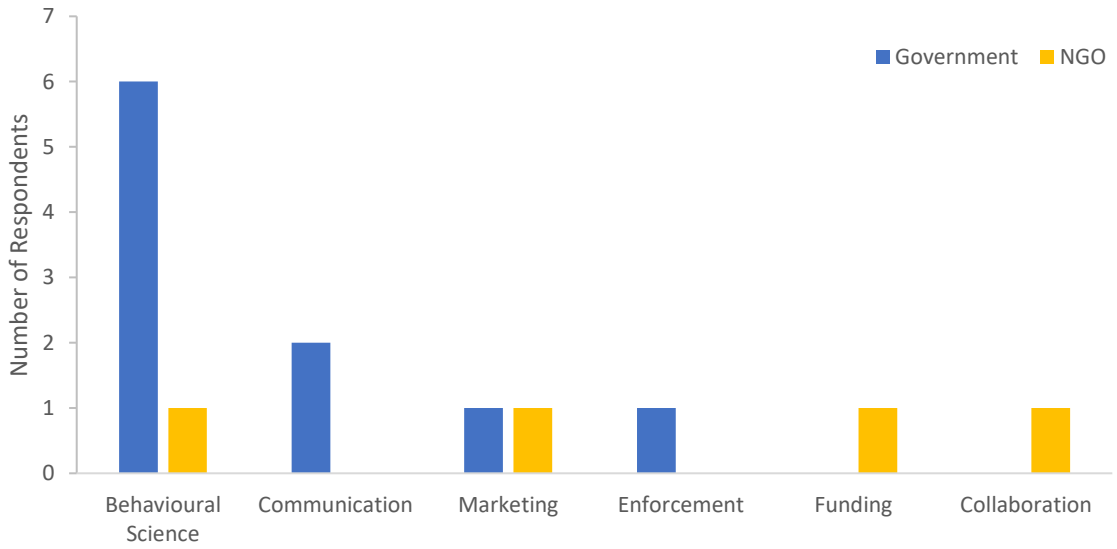

Figure 12 Capacity building needs mentioned by respondents which would help with future demand reduction strategies

WC1110 - Defra Demand Reduction research project:

Briefing note on key findings

Introduction

The illegal trade in wildlife is a substantial threat to the survival of many species. In the past, efforts to address this trade have been primarily focused on law enforcement to prevent the poaching and illegal harvest of animals and plants, and trafficking of their parts, products and derivatives along trade routes. However, a complementary effort is also required to address increasing demand amongst consumers[18]. This need has been recognised recently by governments, international organisations, NGOs and others through several high-level declarations and commitments to action[19]. Stakeholders now need to identify and use the most effective and efficient strategic approaches through which to change consumer choice, and shift purchasing preference and buyer behaviour away from illegal wildlife products.

Project aims and objectives

Within this context, the UK government commissioned and funded a research project to identify new insights into what could be effective in changing illegal wildlife product consumer behaviour. The objectives for this project, with a particular focus on elephant and rhinoceros products, are summarised as follows;

1. To undertake a **scoping exercise** to take stock of existing evidence and knowledge and identify gaps arising;
2. To undertake a **comprehensive evidence and literature review**, to fill an element of those gaps, and identify insights that could help strengthen future efforts to reduce demand for illegal wildlife products;
3. To conduct **primary research** to pilot particularly promising methods and approaches in filling any knowledge gaps identified through the scoping exercise;
4. To deliver **a project workshop**, through which draft findings from the project research will be presented and considered by stakeholders and experts, including those working in NGOs, 'Think Tanks', research institutions and academia, media, marketing, advertising, business management consultancies and PR, government representatives, and other relevant groups and leading experts, in order to inform **considerations and recommendations** for interventions aiming to change illegal wildlife product consumer behaviour in the future; and
5. To capture all the above through a **final project research report**, which will provide a common reference point for identifying strategies for changing illegal wildlife product consumer behaviour and reducing demand.

The project is implemented by a consortium of organisations, including WWF, TRAFFIC, Imperial College London and the University of Oxford. Work commenced in December 2014. The following provides a summary and overview of the key findings, which informed discussion with stakeholders at a workshop on 'Changing behaviour to reduce demand for illegal wildlife products', in line with Objective 4, above. This workshop was held in Hong Kong between the 7th and 9th of March 2016, and the reflections and additional input received there were incorporated in the finalisation of the project report.

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[18] *E.g. http://www.traffic.org/home/2011/11/25/creative-experts-devise-multi-layered-strategies-to-curtail.html (accessed Feb 2016) and Editorial: TRAFFIC Bulletin 25(1) (2013)*

[19] *United Nations Resolution http://www.traffic.org/home/2015/7/30/un-adopts-resolution-on-tackling-wildlife-trafficking.html (accessed Feb 2016)*

London Declaration on Illegal Wildlife Trade https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/281289/london-wildlife-conference-declaration-140213.pdf

Kasane Statement on Illegal Wildlife Trade https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/417231/kasane-statement-150325.pdf

The findings are grouped under three headings:

- **Mapping Demand**—more specifically, mapping demand reduction initiatives; capturing who is doing what, where and how, using which evidence base;
- **Understanding Demand—**identifying promising survey techniques to fill gaps in the evidence base, and the lessons learned in their application;
- **Changing Demand**—capturing insights into what is effective in changing wildlife product consumer behaviour, based on insights from sectors beyond conservation.

MAPPING DEMAND

What did the project do?

- Mapped demand reduction initiatives—reviewing those that could be roughly characterised as aligned with a 'demand reduction' theme, in relation to elephant ivory and rhino horn in Viet Nam and China and delivered during the decade to 2015. The aim was to get as complete a picture as possible of who was doing what, where and how.

What did the project discover?

- The project identified 85 initiatives delivered during the decade to 2015. Activities relating to ivory in China formed the great majority compared with rhino horn, focused in Viet Nam.
- The number of demand reduction initiatives in China and Viet Nam increased from 10 initiatives in 2013 to 66 in 2014, with most involving broad communications (LCD displays, PSAs, banners and posters in the airport etc.,) issued to the general public.
- Broad communications such as this would typically focus on raising awareness, or generating 'Knowledge' (K), amongst consumer groups. 'Behavioural Change Communications (BCC)' by contrast, would typically be more targeted, and use messaging intended to undermine specific motivations for consumption behaviour amongst specific target audiences; e.g. buyers, users, intenders, reaching out through those that influence them. In this way, BCC build on those that raise awareness, by specifically encouraging and enabling the target audience to shift their 'Attitudes' (A) and ultimately 'Practice' (P); thus, moving them through the K→A→P continuum, which is one expression of the 'Stages of Change' that are often required to change behaviour.

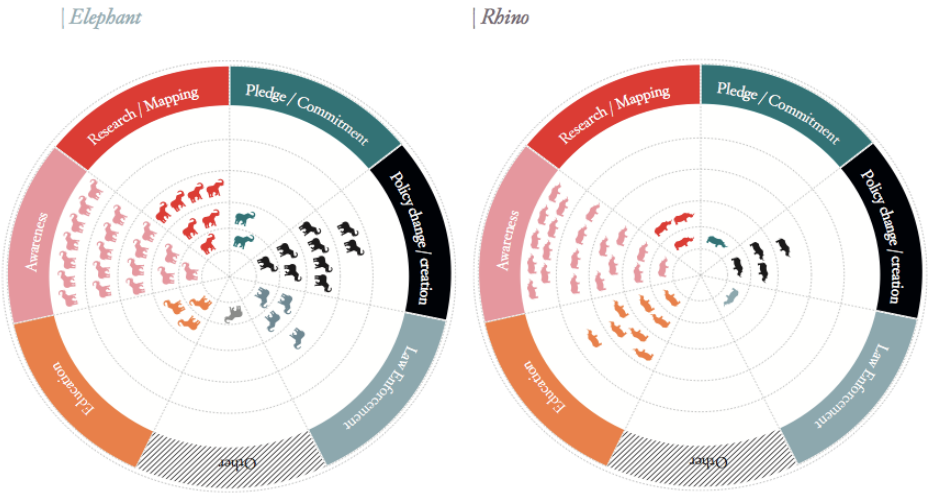


Figure 1: Overview of demand reduction initiatives delivered during the decade to 2015: each animal silhouette represents a demand reduction campaign

UNDERSTANDING DEMAND

What did the project do?

- Reviewed the evidence base being used by those delivering demand reduction campaigns or communications (per Figure 1) and identified gaps in knowledge and understanding arising.
- Considered and trialled innovative survey techniques that might be used to fill the identified gaps in knowledge about both consumers and consumption of illegal wildlife products. These techniques included those currently used more in mainstream consumer marketing
  - 'Brand attachment'; which can be an accurate predictor of: i) intention to perform 'difficult' behaviours; ii) actual purchase behaviours; iii) 'brand purchase share' (or, the share of a brand amongst directly competing brands); and iv) 'need share' (or, the extent to which consumers rely on a brand to address their needs).
  - 'Emotional territory mapping'; which can reveal the emotional connections and benefits consumers make when they are considering products and services to purchase.
  - 'Unmatched count technique'; an empirically robust technique for questioning around sensitive behaviours, which can provide an estimate of the proportion of people within a sample who have bought a particular product.
- The application of these survey techniques was trialled so that the success factors and lessons learned could be captured and shared with others. Consumer attitudes towards rhino horn and elephant ivory were surveyed in Viet Nam, through an online questionnaire completed by 460 readers of high-profile fashion and lifestyle magazines over a six-week period. Because of the nature of the publications, 77% of respondents were female and 68% were in the 26–45 age bracket. The use of high-end titles featuring celebrities and luxury goods was in order to capture perspectives from a segment of the Vietnamese population affluent enough to purchase rhino horn and ivory products.
- In addition, ten in-depth interviews were conducted with key informants, who were leading figures from across the spheres of business, celebrity and the brand and communications industry.

What did the project discover?

- Generally speaking, there is a lack of a consistent and coordinated approach being employed to gather consumer insights by those delivering initiatives under a demand reduction heading. If standardised approaches and information sharing (e.g. sharing survey approaches, question framing, geographic coverage and methodologies, and being prepared to pool results) were adopted, this might enable more representative sampling to be attained, so that more statistically robust analysis could be conducted. i.e. if all organisations were to use the same methodology and questions across different geographies, increased numbers of survey respondents would result and the potential for statistical analysis and modelling be greater.
- There is a need to extend the existing body of consumer research—for example, there are many surveys on the intent to purchase elephant ivory in China, but few in Viet Nam, and many surveys on intent to purchase rhino horn in Viet Nam but few in China. Table 1 shows the levels of existing research and knowledge in both countries for consumption of elephant ivory and rhino horn.
- There is also a lack of any in-depth approaches to understanding, for example: the willingness and ability of different demographics or attitudinal segments to change certain types of behaviour; what 'stages of change' consumers would need to go through in order to change, and what the most effective influences on them are at different points in these stages of change occurring over time; who the most 'persuadable' people are; and beyond this, who the most 'influential' are with different target audiences. Associated with this was

a recognition that it would be useful to understand who/what to target for the greatest conservation impact, e.g. those who buy ivory chopsticks opportunistically (i.e. when they come across it in either physical or virtual markets) for a 'functional' motivation (e.g. purely as a tool to fulfil an everyday function)? Or more those who make planned purchases of ivory statuettes to fulfil 'emotional' (e.g. for personal hedonistic pleasure) or 'social' (e.g. to demonstrate status, or give or acquire 'face') motivations?

Table 1. Existing research and knowledge on consumption of ivory and rhino horn, where red = no information available, yellow = some information available, green = comprehensive research conducted

	Consumers identified	Baseline survey	Monitoring of trends against a baseline	Measurement of campaign effectiveness
China - ivory				
China - rhino horn				
Viet Nam - ivory				
Viet Nam - rhino horn				

- In relation to the trial of innovative survey techniques: while a majority of respondents claimed to be indifferent about illegal wildlife products, some were ambivalent. Only a minority expressed either aversion or attachment towards illegal wildlife products (Figure 3). Illegal wildlife products had been noted in other studies as enhancing consumers' perceived worth in social contexts. However, our respondents expressed predominately negative emotions with respect to these goods and associated them with rich people and men. They also associated the products with luxury, as well as high-quality and high-price, suggesting that some of the themes picked up in previous studies resonate with this group (Figures 2 and 4). Bearing in mind that the sample consisted primarily of affluent younger women, it may be that this particular demographic group is less engaged with wildlife product use than other demographics, such as older men.

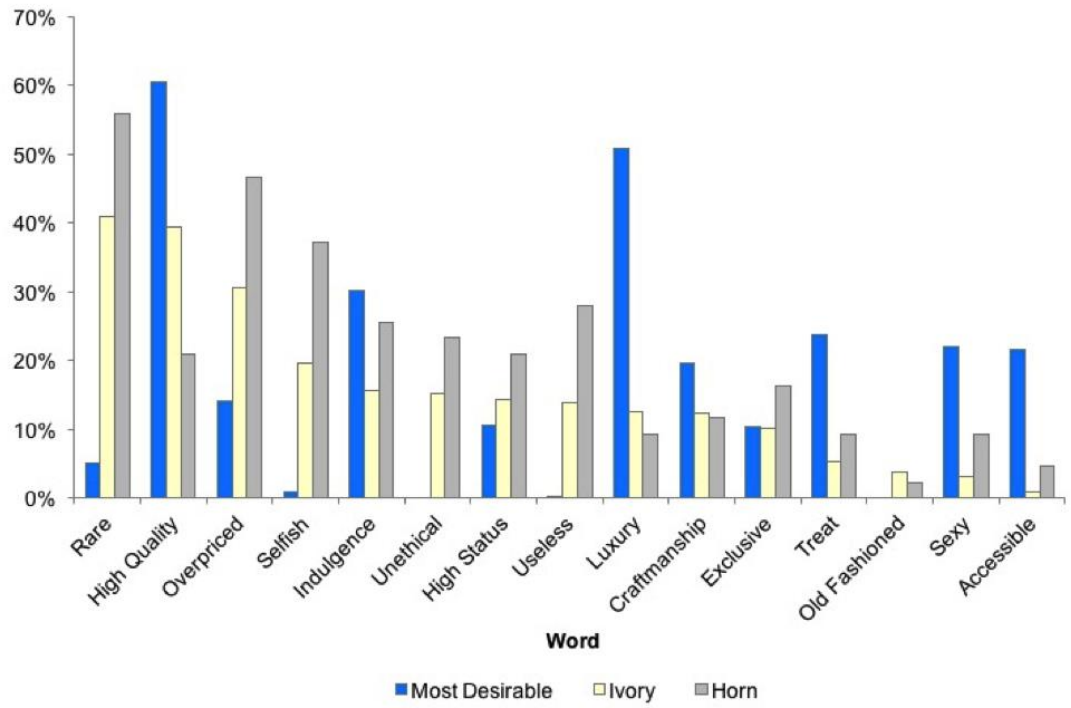


Figure 2. Respondents were asked to pick words from a list that they associated with the most desirable product (self-chosen), ivory and rhino horn

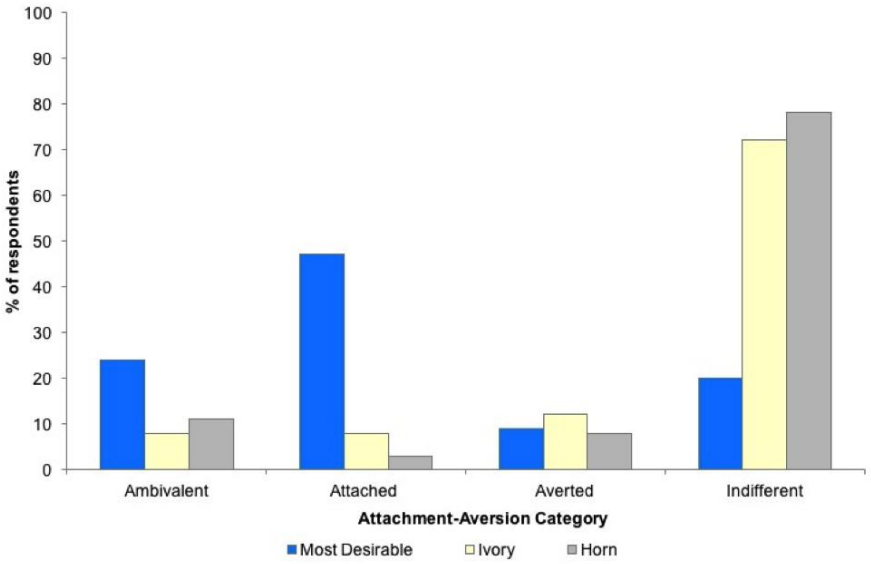


Figure 3. Brand attachment-aversion scores for the most desirable product (self-chosen), ivory and horn (based on responses to a range of questions about their feelings towards the product)

Figure 4. Free-listed words associated with a) ivory, b) rhino horn

- Respondents were also asked about the sources that influenced their opinion of ivory and rhino horn products. Being influenced by campaigning organisations, family and friends and the media was significantly positively associated with individuals who perceived consumers of horn or ivory as 'wealthy'. There was a significant positive association between respondents who perceived consumers of horn or ivory in a 'negative' light and whether they were influenced by campaigning organisations. The data also suggested that business contacts and colleagues accessed through work may be sources of influence in promoting consumption of rhino horn or ivory as a positive action.

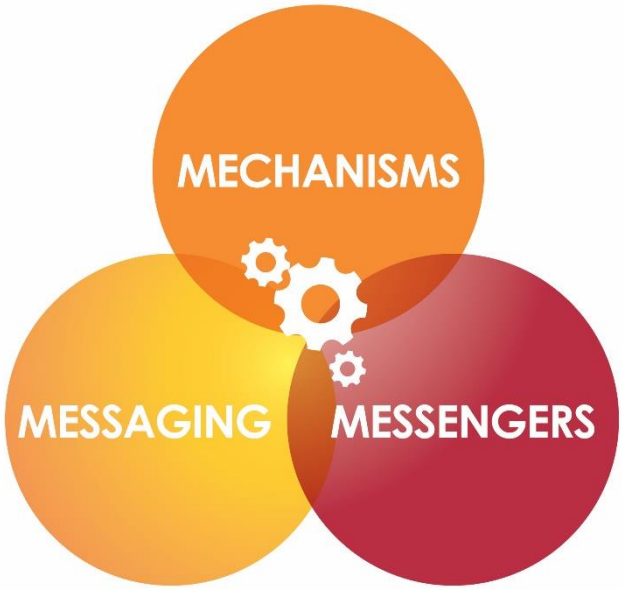
CHANGING DEMAND

What did the project do?

- Sought to fill one of the gaps in knowledge identified through the project scoping study, which was what Chinese and Vietnamese language literature suggests are especially effective ways to change consumer choice. Specifically, the project sought to answer the following questions through a broad (i.e. rather than systematic) evidence and literature review:
- What types of 'behavioural change' have already been demonstrated in Chinese and Vietnamese society? What does the literature broadly say about 'behaviour change'?
- With regard to fields beyond nature conservation, what does the literature suggest are the most influential factors in changing consumer behaviour?

What did the project discover?

- The project identified:
- Some of the strategic approaches employed to change behaviour in other fields (i.e. the 'mechanisms');
- Some of the message qualities that appeared important in this (i.e. the 'messaging'); and
- Who seemed especially influential when issuing these messages (i.e. the 'messengers')
- Overleaf is a summary of the key findings under these headings



Mechanisms:

- In the past, some of the most successful efforts to change societal behaviour in China and Viet Nam have tended towards a 'twin-track' approach (Figure 5, below). One track involves efforts, activities and communications around implementing a societal behavioural control (e.g. ensuring the laws are appropriate, perceived to be an adequate deterrent and effectively enforced) and restricting consumer choice (i.e. by retailers removing products from sale, or manufacturers using alternatives). The other track involves those influential with consumer groups and other target audiences, issuing messaging to help inspire and shape individual motivation.

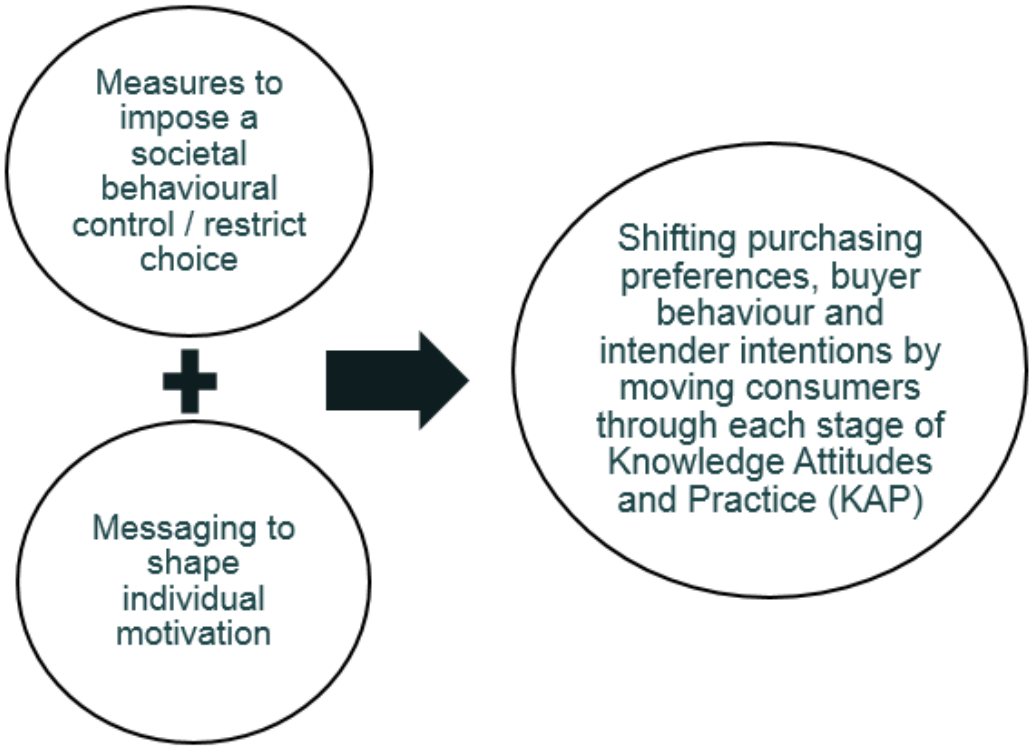


Figure 5. The 'twin-track' approach

- Where social campaigns led by governments have been successful in the past, a major requirement was that the government provided a set of new values, ideologies or national development plans to justify the adoption of the new/desirable behaviours. These values were also used to inspire a sense of patriotism and nationalism, i.e. so that an individual's behavioural change was akin to conducting a patriotic act, and the benefit to broader society clear. Pride in the collectivist identity and a strong desire to conform, was also seen to be a strong motivator for behavioural change.
- When attempting to change a consumption behaviour in particular, an understanding of the desirable product attributes being sought and providing equivalents for those seemed fundamental. The use for which the product was being purchased was also important—e.g, considering whether the product was purchased more for the social gain it might enable rather than for personal pleasure.

Messaging

- In the past, governments' messaging has tended to use an authoritative quality and focus (e.g. raising awareness of the law), employing either a neutral tone or negative framing. Recently however, governments have begun using more positive messaging to promote desirable behaviour changes; potentially in recognition of the influence of social media on popular lifestyle choices and day-to-day behaviours. In the private sector and civic society on the other hand, positive messaging has consistently appeared more commonplace; showcasing an aspirational lifestyle choice to which people can be drawn towards, being more of a norm.
- Further research is required to understand in which circumstances positive and negative message framing should be used to best effect. That said, risks are already noted by experts in relation to messages that are framed too negatively (i.e. don't do that because of this dire consequence…); or when the consequence highlighted in the negative message has little direct relevance to the individual's daily life. In simple terms, consumers may turn away from overly negative messages, or those which prompt excessive discomfort or disgust, because of 'emotional regulation'. Similarly, it is worth considering whether messaging will resonate to the level required if it appeals for empathy towards animals for which actual consumers have little direct exposure or experience.

Messengers:

- Despite the diversification in who/what influences consumers—associated with the rise of social media—governments are still seen to be extremely powerful messengers. Research reveals that in some countries, the populace expects their government to take a leadership role in influencing the collective choice towards a 'better' behaviour. Alongside this it is recognised that governments are also, in practical terms, one of the few entities able to deliver behavioural change messaging for the sustained duration and at the level of market saturation required in order to achieve a 'transformative' or enduring effect, rather than transient change. Ministries of Communications, Education and Public Health have for many decades delivered messages that reach across countries' entire populations—thus, they are likely to have established the infrastructure and outreach channels through which to continue to do this, whatever the nature of the message.
- Findings from the review reinforced how heavily influenced consumers are by those within their social groups; peers, colleagues, family and friends.

Additional note

- The conclusions and key suggestions for next steps are derived from previous evidence, knowledge and experience as well as new findings from this research.
- It should be noted that overall the findings do not provide in-depth insight into the motivations of actual consumers of illegal wildlife products, since as it was a methodological pilot it was not possible to engage specifically with these groups. The target demographic was relatively well-off urban people, who use online media and who are interested in luxury brands. This group has been highlighted by previous research as potential users of both ivory and rhino horn. However, the achieved sample was disproportionately female and in the 26-45 age bracket, so was not representative of the target population. The small sample size contributed to the fact that the dataset for the unmatched count technique could not be analysed although the findings suggested that the method had potential.
- In further research to inform the development of demand reduction initiatives, the project suggests it will be important to engage directly with actual consumers of illegal wildlife products. The methodological challenges associated with this will require specific consideration.

These aspects and others were discussed during the 'Changing Behaviour to Reduce Demand for Illegal Wildlife Products' Workshop, supported by a range of donors, and held 7-9 March, 2016. The Workshop Proceedings are available here. Since this time, a Community of Practice has been established under other donors' funding, to consider all further.

For information about this, please contact, TRAFFIC Consumer Behavioural Change Coordinator: gayle.burgess@traffic.org supported in this work by the German Polifund project, implemented by GIZ on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ) and the German Federal Ministry for Environment, Nature Conservation and Nuclear Safety (BMU).

DISCLAIMER: While the research was commissioned and funded by Defra, the views expressed reflect the research findings and the authors' interpretation; they do not necessarily reflect Defra policy.

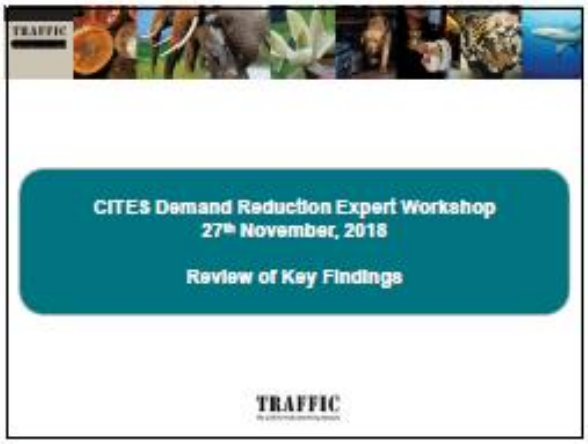
ANNEX E: Summary of Substantive Sources for Desk Study

In headline format and alphabetical order:

- Government inputs in relation to progress with the London Conference series of events
- Parties and Secretariat Reports to CoP17 on Demand Reduction
- Parties and Secretariat Reports to SC69 and SC70 on Demand Reduction
- Parties responses regarding progress as part of the National Ivory Action Plan process
- Research Analysis on Strategies to Change Illegal Wildlife Product Consumer Behaviour
- Reports of the Asian Big Cat Working Group (various)
- Reports of the Rhino Working Group (various)
- Responses to Notification 2018/ 038 and 2018/ 056, including interviews for the latter

A full list of sources is available from the Consultant upon request.

ANNEX F: Slides delivered by the Consultant at the Expert Workshop



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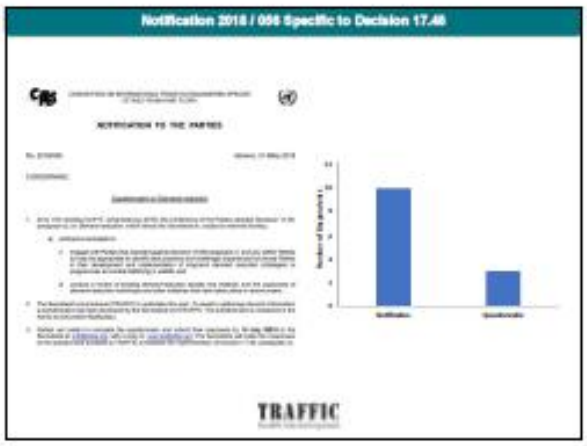

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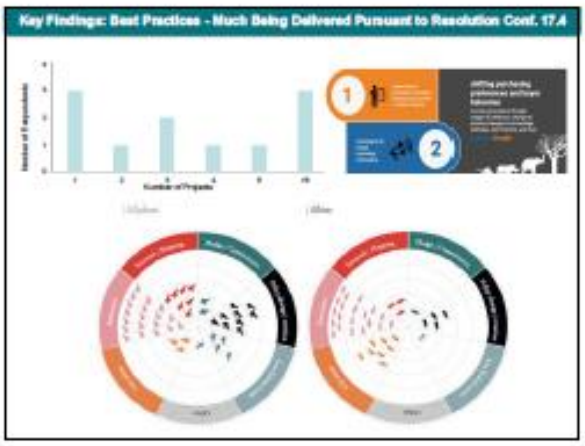

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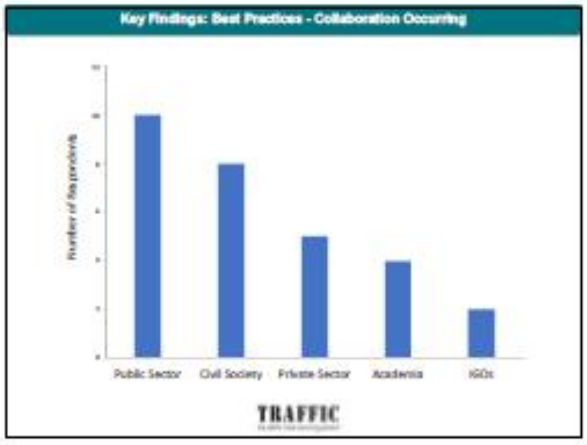

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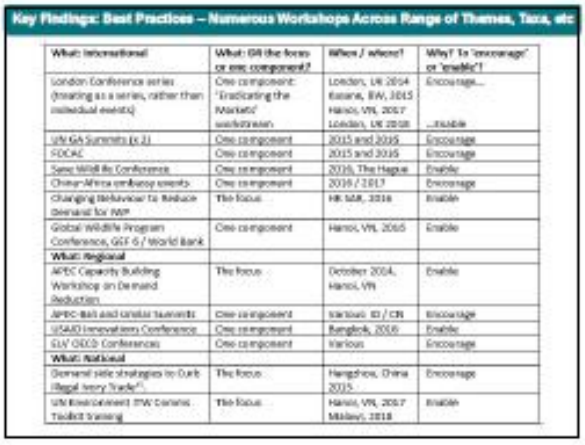

What: International	What: Of the focus or one component?	When / where?	Why? To 'encourage' or 'enable'?
London Conference series (treating as a series, rather than individual events)	One component: 'Eradicating the Markets' workstream	London, UK 2014 Kasane, BW, 2015 Hanoi, VN, 2017 London, UK 2018	Encourage... ...enable
UN GA Summits (x 2)	One component	2015 and 2016	Encourage
FOCAC	One component	2015 and 2016	Encourage
Save Wildlife Conference	One component	2016, The Hague	Enable
China-Africa embassy events	One component	2016 / 2017	Encourage
Changing Behaviour To Reduce Demand for IWP	The focus	HK SAR, 2016	Enable
Global Wildlife Program Conference, GEF 6 / World Bank	One component	Hanoi, VN, 2016	Enable
What: Regional			
APEC Capacity Building Workshop on Demand Reduction	The focus	October 2014, Hanoi, VN	Enable
APEC-Bali and similar summits	One component	Various: ID / CN	Encourage
USAID Innovations Conference	One component	Bangkok, 2016	Enable
GLI/ OECD Conferences	One component	Various	Encourage
What: National			
Demand side strategies to Curb Illegal Ivory Trade[1]	The focus	Hangzhou, China 2015	Encourage
UN Environment ITW Scenes Toolkit training	The focus	Hanoi, VN, 2017 Malawi, 2018	Enable

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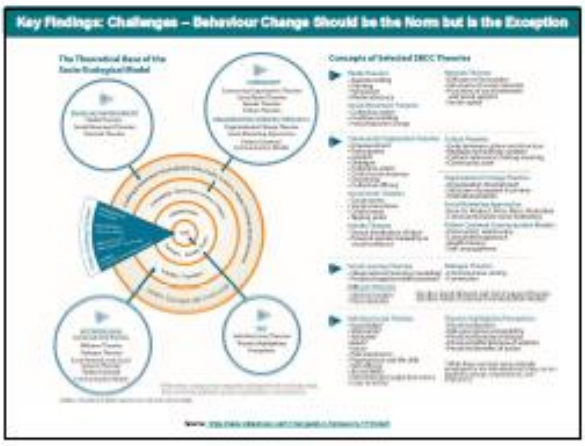
Key Findings: Challenges – Behaviour Change Should be the Norm but is the Exception

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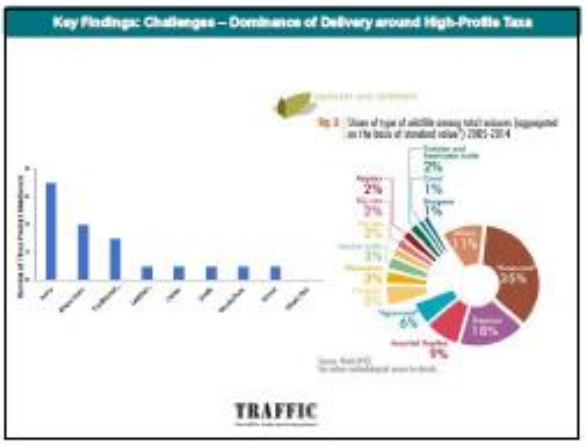
Key Findings: Challenges – Dominance of Delivery around High-Profile Taxa
TRAFFIC

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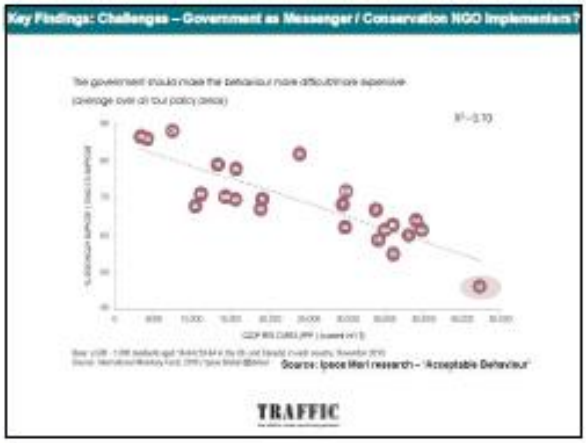
Key Findings: Challenges – Government as Messenger / Conservation NGO Implementers?
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Key Findings: Challenges – Research Evidence and Insight Available But Not Always Used
CONSUMER
Consumer Research Dataset
TRAFFIC

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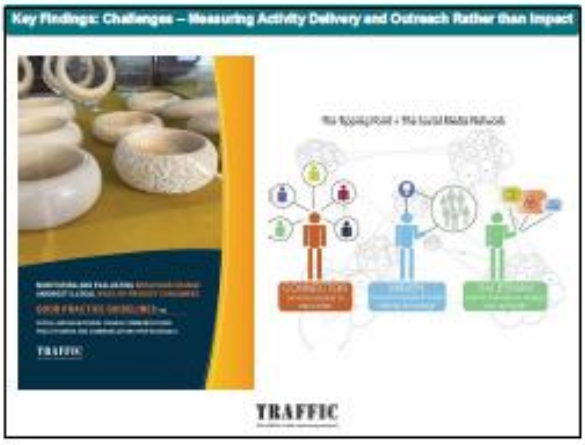
Key Findings: Challenges – Measuring Activity Delivery and Outreach Rather than Impact
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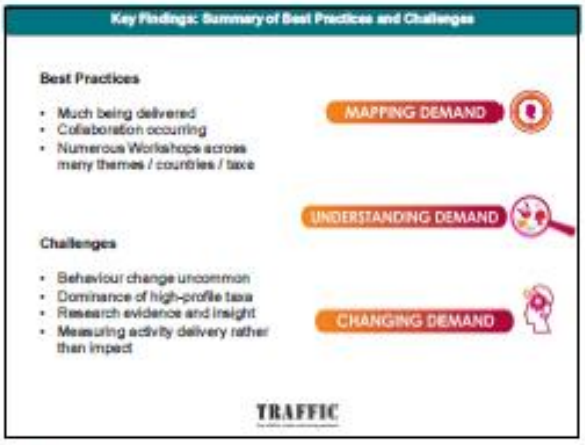
Key Findings: Summary of Best Practices and Challenges
Best Practices
Much being delivered
Collaboration occurring
Numerous Workshops across many themes / countries / taxa
MAPPING DEMAND
UNDERSTANDING DEMAND
Challenges
Behaviour change uncommon
Dominance of high-profile taxa
Research evidence and insight
Measuring activity delivery rather than impact
CHANGING DEMAND
TRAFFIC

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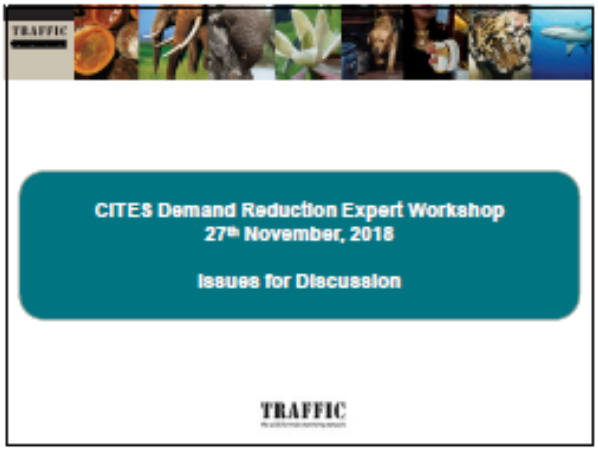

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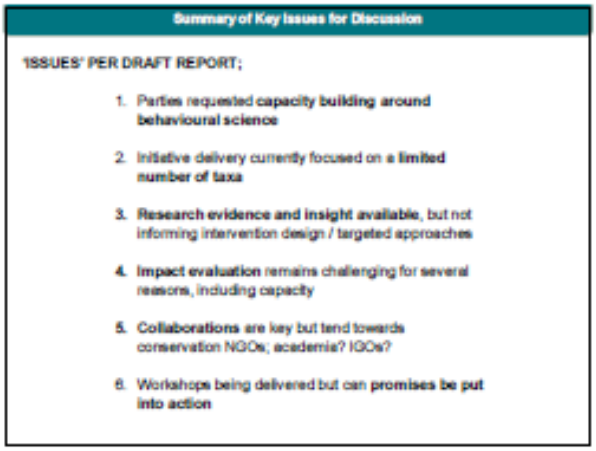

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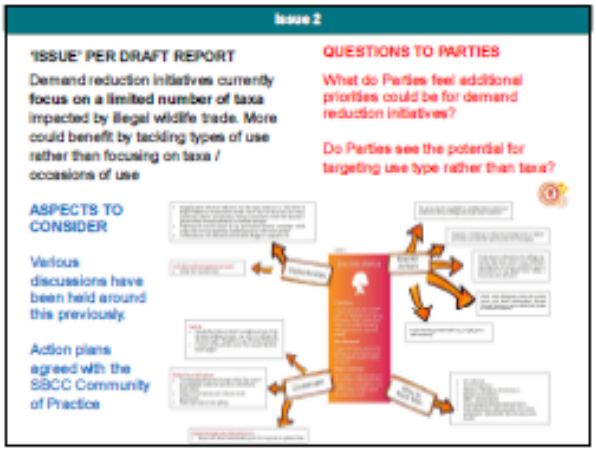

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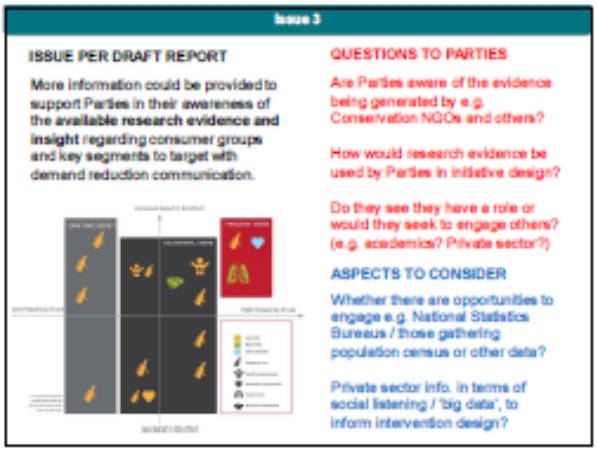

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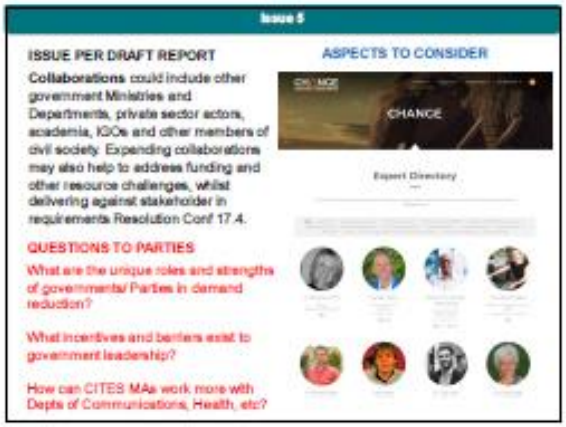
Issue 5
ISSUE PER DRAFT REPORT
Collaborations could include other government Ministries and Departments, private sector actors, academia, IGOs and other members of civil society. Expanding collaborations may also help to address funding and other resource challenges, whilst delivering against stakeholder in requirements Resolution Conf 17.4.
QUESTIONS TO PARTIES
What are the unique roles and strengths of governments/ Parties in demand reduction?
What incentives and barriers exist to government leadership?
How can CITES MAs work more with Depts of Communications, Health, etc?
ASPECTS TO CONSIDER
CHANGE
Expert Directory

19

Issue 6
ISSUE PER DRAFT REPORT
Multiple workshops are being delivered, the outcomes and impact of these vary greatly and are not usually tracked past the Workshop delivery
QUESTIONS TO PARTIES
What outcomes around which themes for workshops, would governments find most useful?
How can we move from promises to action? What additional capacity is required?
ASPECTS TO CONSIDER
PRESS RELEASE

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Thank You
Join the SBCC Community of Practice
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Reference Material
Any queries, please contact;
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