

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



Sixty-ninth meeting of the Standing Committee  
Geneva (Switzerland), 27 November -1 December 2017

Strategic matters

DEMAND REDUCTION:  
REPORT OF THE SECRETARIAT

1. This document has been prepared by the Secretariat.
2. The Conference of the Parties, at its 17th meeting (CoP17, Johannesburg, 2016), adopted Decisions 17.44 to 17.48 on *Demand reduction* as follows:

***Directed to the Parties***

- 17.44 *Parties and technical and financial partners are encouraged to provide the financial and technical support necessary to promote and facilitate the implementation of demand-reduction strategies.*
- 17.45 *Parties that are destinations for illegal wildlife trade are encouraged to implement demand-reduction strategies and to report to the Standing Committee on the implementation of this decision.*
- 17.46 *Parties and partners that have implemented demand-reduction strategies and campaigns are encouraged to provide the Secretariat with relevant details on the measures implemented and lessons learnt before the 69th meeting of the Standing Committee, so that these may be shared with other Parties.*

***Directed to the Standing Committee***

- 17.47 *The Standing Committee shall assess the need for the development of CITES guidance on demand-reduction strategies and make recommendations for consideration by the Conference of the Parties at its 18th meeting.*

***Directed to the Secretariat***

- 17.48 *The Secretariat shall, subject to external funding:*
- a) *contract a consultant to:*
    - i) *engage with Parties that reported against Decision 16.85 paragraph c)\* 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*

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\* China, Greece, South Africa and Zimbabwe – document CoP17 Doc. 68.

- 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;*
- 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; and*
- e) *report on progress on the implementation of the present Decision at the 69th and 70th meetings of the Standing Committee*

Implementation of Decisions 17.45 and 17.46

3. Pursuant to Decisions 17.45 and 17.46, the Secretariat, through Notification to the Parties No. 2017/038 of 15 May 2017 on Information to be submitted by Parties for the 69th meeting of the Standing Committee, provided the format for the report to be submitted by Parties to the Standing Committee on demand reduction efforts.
4. The Secretariat received the following information from Parties in response to the Notification:

<b>Country</b>	<b>Main activities (completed, ongoing or planned)</b>
China	<p>Activities implemented in 2017:</p> <ol style="list-style-type: none"> <li>1) Workshops, forum, street parade and other activities were organized by the Chinese government in collaboration with African countries (e.g. Kenya, Namibia, Uganda, the United Republic of Tanzania and Zimbabwe) and conservation non-governmental organizations to raise awareness among Chinese nationals living and working in Africa about poaching and illegal trade in wildlife and warn them against involvement in any such illegal activities.</li> <li>2) Chinese customs and Wildlife Conservation Society (WCS) launched "Stand for Elephant, Bring no Ivory home" campaign at cargo inspection gateways and railway stations, promoting law and ivory ban among a targeted audience (shipping industry, cargo drivers and travelers).</li> <li>3) Training workshops for frontline enforcement officers, as well as targeted campaigns for totoaba and other marine species, were organized. A five-episode documentary series featuring celebrity ambassadors was produced in collaboration with the National Aquatic Wildlife Conservation Association to raise the awareness of Chinese citizens on the plight of some critically endangered species, and to reduce the demand for illegal wildlife products.</li> <li>4) The ivory ban announced by the Chinese government has had a major impact on the demand for illegal ivory. A two-day international workshop on demand reduction in the context of the ivory trade ban in China was hosted by the CITES Scientific Authority and China Wildlife Conservation Association in collaboration with TRAFFIC and the World Wildlife Fund (WWF). Awareness of the ban was also raised on Earth Day in a WildAid campaign.</li> <li>5) A prestigious antique expert who is also popular online talk show host partnered with WildAid in educating antique collectors and other audiences on the plight of endangered species in Africa in an effort to reduce demand for illegal wildlife for collection.</li> <li>6) A major event was organized on World Wildlife Day 2017 to raise awareness of wildlife trafficking among many stakeholders including governments, conservation organizations, traditional medicine industry, internet giants and youth representatives.</li> <li>7) 300 pull-up banners and 200,000 copies of outreach materials with the message "Rejecting Illegal Wildlife Products, Being a Responsible Traveler for a Better China"</li> </ol>

Country	Main activities (completed, ongoing or planned)
	<p>were jointly produced by China National Tourism Administration, the CITES Management Authority, WWF and TRAFFIC. The pull-up banners and envelopes were delivered to 194 travel agencies with outbound tourism service and hotels in 31 cities across the country.</p>
Netherlands	<ol style="list-style-type: none"> <li>1) The CITES Management Authority has actively provided information to raise public awareness.</li> <li>2) Dutch Customs have developed an app for Dutch tourists and travelers informing them what they can and cannot bring back to the European Union and the Netherlands.</li> <li>3) Information booth at exhibitions and fairs, targeting collectors of birds and reptiles.</li> <li>4) Financial support to a project of TRAFFIC on demand reduction in China.</li> </ol>
Philippines	<ol style="list-style-type: none"> <li>1) Posters were used to raise awareness of national wildlife law. Contact information was provided to report offences in illegal trade in wildlife.</li> </ol>
Viet Nam	<p>Ongoing campaigns:</p> <ol style="list-style-type: none"> <li>1) The CITES Management Authority is currently working with Humane Society International on a two-year campaign (2017-2018) to reduce demand for rhino horn as well as on an education programme for primary school students covering rhinos, elephants, tigers and pangolins. The campaign has various activities, including <ol style="list-style-type: none"> <li>a) Talk shows on national television;</li> <li>b) An ivory and rhino horn destruction event, with broad media coverage;</li> <li>c) Story-telling activities in major cities for primary school students;</li> <li>d) Debates, public-speaking events, knowledge and extra-curricular activities at universities and high schools in major cities to target the youth;</li> <li>e) Educational materials for primary school students to be inserted into the core-curriculum of the students for one year pilot; and</li> <li>f) Training workshops.</li> </ol> <p>Stakeholders to be involved include the CITES Management Authority of Viet Nam, Humane Society International, the Ministry of Education and Training of Viet Nam, university students, high school students, primary school students, women's union, youth union, and businessmen.</p> </li> <li>2) The CITES Management Authority is also working with the United States Agency for International Development (USAID) on a joint demand reduction campaign covering rhino, elephant, tiger and pangolin as targeted species during 2017-2021.</li> </ol> <p>Previous campaigns:</p> <ol style="list-style-type: none"> <li>1) The rhino horn demand reduction campaign that started in 2013 was designed to measure changes in demand for rhino horn. A baseline survey was conducted in August 2013 by an international public opinion polling company to ascertain the public's views on and knowledge about rhino horn consumption and rhino conservation.</li> <li>2) Methodology and tools used are similar to those in the current campaign.</li> <li>3) A drop of 26% was witnessed in the number of people nationwide who claimed having considered rhino horn to be effective in 2016 compared to 2014.</li> </ol>
United States of America	<ol style="list-style-type: none"> <li>1) The CITES Management Authority worked with law enforcement staff to identify species and products commonly traded illegally and seized from travelers.</li> <li>2) The US government provided funding and technical expertise to demand reduction initiatives in other countries.</li> <li>3) The US government raised awareness of American consumers traveling abroad on wildlife trafficking, national laws and CITES rules through a joint campaign with WildAid, mass media companies, airlines, and the travel and tourism industry. Campaign messages were shared on billboards at main airports, in-flight video, public service announcement (PSA), a dedicated website featuring celebrity actors and a digital toolkit. The messages are aimed to inform consumers about responsible travel and shopping practices.</li> <li>4) A public survey was conducted prior to the launch of the 3 year campaign in order to provide a baseline to evaluate whether public awareness and perception have changed at the end of the campaign.</li> </ol>

#### Implementation of Decision 17.44

5. The Secretariat notes that the Netherlands and the United States of America both indicated in their reports that they supported demand reduction initiatives in other countries. Most reports also reflected close cooperation with partners with technical expertise.

#### Implementation of Decision 17.47

6. The reports submitted by Parties, particularly from those that are potential major destinations of illegal products of CITES-listed species, illustrate that different approaches were applied in developing and conducting awareness campaigns. Viet Nam, for example, has undertaken surveys to understand the drivers of demand and the motivation of end-consumers, and to create a baseline for measuring campaign results, while China organized event-driven campaigns on a more ad-hoc basis.
7. The Secretariat is of the opinion that long-term strategies with appropriate methods to measure impacts over time and adapt outreach strategies accordingly may best assist in delivering behaviour change, which is the ultimate objective. The Secretariat therefore considers that the development of CITES guidance on demand-reduction strategies, based on best practice examples, may be useful. This could include advice on how to conduct evidence-based and well targeted campaigns in accordance with Resolution Conf. 17.4 on *Demand reduction strategies to combat illegal trade in CITES-listed species*.

#### Implementation of Decision 17.48

8. The Secretariat has approached several donor Parties to seek the necessary funding for implementing Decision 17.48.
9. The reports submitted to the Standing Committee for its 69th meeting (SC69) under Decision 17.46 are useful for the identification of best practices and challenges experienced by these Parties in the development and implementation of their long-term demand reduction strategies, as well as for the review of existing demand reduction studies and materials as envisaged in Decision 17.48.

#### Definition of “demand reduction” and balanced messaging

10. It is worth highlighting that the demand reduction work in CITES, as called for by Resolution Conf. 17.4, is aimed at reducing the demand for illegally sourced specimens of species included in CITES Appendices. The Secretariat notes that, in one of the reports submitted by the Parties, a “national ban on importing hunting trophies of species” was used as an example of “demand reduction” efforts. It should be noted that hunting trophies, when traded in accordance with the requirements of the Convention and in line with relevant national laws, are not illegal specimens. There are other examples of campaigns that do not make a distinction between legal and illegal trade in CITES-listed species, or that simply try to stigmatize or scare potential buyers of any wildlife, particularly when it comes to Appendix II-listed species, which account for the vast majority of the species included in the CITES Appendices.
11. Resolution 17.4 notes, in its preamble, 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.” The report of the Workshop on CITES and Livelihoods (Johannesburg, South Africa, 2016) notes that, while CITES Resolutions Conf. 8.3 (Rev. CoP13) on *Recognition of the benefits of trade in wildlife* and Conf. 16.6 (Rev. CoP17) on *CITES and livelihoods* recognize the benefit of legal and sustainable trade, the strong message from CITES on demand reduction and combating illegal trade has not been balanced by corresponding positive messages and initiatives that recognize the benefits of legal and sustainable trade, especially when it supports the livelihoods of rural communities. Similar to awareness-raising campaigns that orient consumers towards consuming eco-friendly or eco-certified natural resources, Parties and other stakeholders could consider developing outreach strategies that educate consumers to differentiate between ‘good’ and ‘bad’ CITES-listed wildlife and wildlife products in trade.

#### Measurement of the effectiveness of demand reduction campaigns

12. The Secretariat recognizes that there is a clear distinction between the reach of a campaign and the impact of a campaign on people’s behaviour, and it is the latter that we need to make greater efforts to maximize. A

mass campaign or a mistargeted campaign may reach a significant number of audience, including through traditional platforms and on social media and get a lot of coverage. However, the role they play in changing the behaviours of key consumers may be insignificant. Well targeted, species-specific and evidence-based campaigns that engage key consumer groups and target the motivations for the demand are what Resolution Conf. 17.4 calls for and what the Secretariat is focused on.

13. Public opinion surveys are often used to measure the effectiveness of a demand reduction campaign. There are many factors that can affect the accuracy and usefulness of a public opinion or consumer response poll, such as the sample size, the audience you choose and the likelihood of the respondents telling the truth. Demand reduction and behaviour change are often a gradual process. Although it is important to measure the impact of a campaign, the Secretariat is of the opinion that Parties should be cautious when they make statements on the achievements of a demand reduction campaign, particularly when a claimed dramatic drop in demand is not echoed by a change in the level of poaching and smuggling, in which case such claims will risk diminishing the credibility of demand reduction strategies.
14. As recognized in Resolution Conf. 17.4, government policy, legislation and law enforcement should all be part of demand reduction strategies as they all contribute to reducing the demand for illegal wildlife and their products. The drop in the price of or demand for a specimen of a species is more likely than not the result of multiple factors. It is therefore not advisable to attempt to attribute the decrease of the demand to campaign efforts only, not to mention one particular campaign. For example, publicising successful prosecutions, coupled with strong penalties, can have a significant impact.

#### Recommendations

15. The Secretariat invites the Standing Committee to:
  - a) take note of the present document;
  - b) encourage Parties to, in line with Resolution Conf. 17.4:
    - i) make a clear distinction between legal and illegal wildlife products when undertaking demand reduction initiatives, especially when working with various campaign partners, and
    - ii) avoid using “demand reduction” as a title of future working documents, draft decisions and resolutions, but instead use titles such as “Strategies to reduce demand for illegally sourced wildlife products” or “Demand reduction strategies to combat illegal trade in CITES-listed species” (title of Resolution Conf. 17.4).
  - c) agree that a CITES guidance on demand-reduction strategies is needed; and
  - d) invite the Secretariat, as part of its report under Decision 17.48, paragraphs c) and d), to report on progress made in the development of such a guidance at its 70th meeting with a view to the Committee submitting recommendations on this subject to the Conference of the Parties at its 18th meeting.