



NOTIFICATION TO THE PARTIES

No. 2021/038

Geneva, 12 May 2021

CONCERNING:

CITES guidance on demand-reduction strategies
to combat illegal trade in CITES-listed species

Virtual workshop for Parties and stakeholders

1. The Conference of the Parties, at its 18th meeting (CoP18, Geneva, 2019), adopted Decision 18.86 on *Demand reduction to combat illegal trade*:

18.86 Directed to the Secretariat

The Secretariat shall, subject to external funding:

- a) *develop CITES guidance on demand-reduction strategies to combat illegal trade in CITES-listed species, taking into consideration the results of the study commissioned by the Secretariat in accordance with Decision 17.48, paragraph a), and any recommendations resulting from the workshop convened in accordance with Decision 17.48, paragraph b);*
 - b) *convene a workshop for Parties and experts to review the guidance and to provide training to the Parties in designing and implementing demand-reduction campaigns to combat illegal trade in CITES-listed species;*
 - c) *submit the draft CITES guidance on demand-reduction strategies to combat illegal trade in CITES-listed species to the Standing Committee for its consideration; and*
 - d) *support interested Parties in implementing demand-reduction strategies to combat illegal trade in CITES-listed species and provide necessary technical cooperation to those Parties on an ongoing basis.*
2. The Secretariat has commissioned TRAFFIC to support the development of the CITES guidance on demand-reduction strategies to combat illegal trade in CITES-listed species. The draft Guidance which incorporates initial feedback of the Secretariat can be found in the Annex to this Notification for the information of interested Parties and organizations.
 3. In view of the current travel restrictions due to the COVID-19 pandemic, the Secretariat will organize a two-day virtual workshop in partnership with TRAFFIC on **14 and 15 June 2021** for Parties and stakeholders to review the draft Guidance.
 4. The Secretariat wishes to invite all Parties and organizations that have an interest in reviewing the draft Guidance and participating in the virtual workshop to contact the CITES Secretariat via yuan.liu@cites.org no later than 28 May 2021.



DRAFT Guidance for CITES Parties to Develop and Implement Demand Reduction Strategies to Combat Illegal Trade in CITES-listed Species

April 2021 Draft

TRAFFIC
the wildlife trade monitoring network

Abbreviations

Abbreviation	Description
ADB	Asian Development Bank
APEC	Asia-Pacific Economic Cooperation
CBD	Convention on Biological Diversity
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
ETIS	Elephant Trade Information System
GEF	Global Environment Facility
ICCWC	International Consortium on Combatting Wildlife Crime
IFAW	International Fund for Animal Welfare
IGO	Inter-Governmental Organisation
NGO	Non-Governmental Organisation
NIAP	National Ivory Action Plan
OECD	The Organisation for Economic Co-operation and Development
SBCC	Social and Behaviour Change Communications
UNODC	United Nations Office on Drugs and Crime
WCS	Wildlife Conservation Society
WWF	Formerly: World Wildlife Fund

Acknowledgments



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Additional contributions have been made by the **United States of America through the US Fish and Wildlife Service**; and some elements (focused on assessment and evaluation) were made possible through support of the European Union as part of the '**Asia Wildlife Enforcement and Demand Management**' project.



Funded by the European Union

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1. Introduction

Context and background

The illegal trade in wild animals and plants poses a substantial threat to the survival of many species. The importance of initiatives to **reduce demand for illegal wildlife products has been recognised** at the highest level¹ as a **necessary complement to traditional approaches** focused on strengthening anti-poaching and anti-trafficking enforcement efforts.

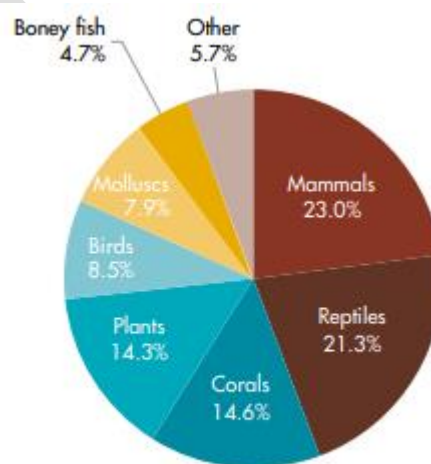
Accordingly, Parties at the 17th meeting of the Conference of the Parties to the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) adopted **Resolution Conf 17.4 on Demand reduction strategies to combat illegal trade in CITES listed species**. The Resolution recognises that “enforcement interventions play a critical role in stemming illegal trade in specimens of species included in CITES Appendices, but... 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”. “The need for **well-targeted, evidence-based, species-specific, country-specific demand-reduction campaigns** to more effectively bring about **behaviour changes**” is specifically noted.

A review of Parties’ experience delivering against the Resolution was subsequently conducted in accordance with the provisions of CITES Decisions 17.44-48². In light of the review findings,³ Parties at the 18th meeting of the Conference of the Parties agreed on the development of **CITES Guidance on demand-reduction strategies to combat illegal trade in CITES-listed species**.

Scope of demand reduction under CITES

In the context of CITES the need for a more consistent understanding of the term ‘demand reduction’ is acknowledged (e.g., SC69. Doc 15⁴). In line with Resolution Conf. 17.4 the scope of attention for Parties is reducing the demand for **illegally traded specimens of CITES-listed species**. In line with Parties’ obligations under the Convention, it is assumed that before reading this Guidance the Party concerned will have already determined whether it represents an end-market for illegally traded wildlife products, and if so, which species are involved. Guidance about how to do this is however also provided pages 8-10.

Much international attention to demand reduction efforts has so far focused on end-markets for products from high-profile and charismatic species - such as elephant, rhino, tiger, and pangolins. However, **demand reduction is likely to be relevant to many additional taxa since illegal trade affects over 7,000 species of wild animals and plants**. As outlined in the 2016⁵ and 2020⁶ UNODC World Wildlife Crime reports (Figure 1) rosewoods, agarwood, corals, parrots, raptors, turtles, tortoises and other reptiles, eels, sturgeon, cycads, orchids, and many other CITES-listed taxa, are all illegally traded in significant quantities and may benefit from such actions.



Source: UNODC World WISE Database

Figure 1: Share of all seizure incidents 1999-2018, by taxonomic category

From: UNODC, World Wildlife Crime Report, 2020: https://www.unodc.org/documents/data-and-analysis/wildlife/2020/World_Wildlife_Report_2020_9July.pdf

¹ <https://undocs.org/en/A/RES/69/314>

² <https://cites.org/eng/node/48448>

³ <https://cites.org/sites/default/files/eng/cop/18/inf/E-CoP18-Inf-004.pdf>

⁴ <https://cites.org/sites/default/files/eng/com/sc/69/E-SC69-15.pdf>

⁵ https://www.unodc.org/documents/data-and-analysis/wildlife/World_Wildlife_Crime_Report_2016_final.pdf

⁶ https://www.unodc.org/documents/data-and-analysis/wildlife/2020/World_Wildlife_Report_2020_9July.pdf

Role of government

One of the key roles of government in relation to demand reduction is **leadership**. This includes through efforts to secure **multi-stakeholder engagement** in demand reduction activities, and in engaging any other relevant government departments as required. For example, CITES Management Authorities could reach out to Departments of Communications, Commerce, Customs, Tourism and Health, who may all have experience to offer relevant to addressing the challenges of end-markets for illegally traded wildlife in country.

Government institutions can also use their authority and credibility to act as **powerful messengers** for, and **influencers of, behaviour change**. Approaches to, and the results of, government efforts to change citizens' behaviours will vary across countries⁷, ⁸ and may span multiple **preventative and persuasive elements**⁹. For the purpose of this Guidance these elements are considered to include:

- **Preventative elements** include factors such as **adequate legislation** and regulations that provide penalties as a deterrent; rigorous market assessment processes and **actions to seize illegal goods/ forfeit criminal assets**; and prosecutions and convictions of offenders which when high visibility, can also increase the perception of grave risk for engaging in criminal behaviour.
- **Persuasive elements** include factors such as **public awareness raising campaigns** focused on relevant laws and the threats to wildlife, and efforts to mobilise society through widely distributed communications; as well as those **targeted to change the behaviour of specific target audiences**.

Examples and Experience

China

China adopts a **multistakeholder approach** to tackling illegal wildlife trade through the “Combatting Illegal Wildlife Trade Inter-Ministerial Joint Conference System”. This includes 27 Ministries/ Administrations and Bureaus and is coordinated by the National Forest and Grassland Administration (NFGA). This System is complemented by the National Inter-agency CITES Enforcement Coordination Group (NICE-CG), coordinated by China’s CITES Management Authority (Department of Wildlife Conservation) and including 12 Departments from 9 Ministries or Administrations. These are responsible for biodiversity conservation, fisheries management, rural affairs, anti-smuggling, forest police and customs. Recently the China Wildlife Conservation Association (CWCA) has been working with multiple Administrations, Ministries, Academic and public outreach organisations in developing their approaches to **Social and Behaviour Change**. Training has been provided to 400 participants (40 in person / 360 virtually), in how to frame messaging for impact and apply associated concepts and principles.



Figure 2: General Administration of China Customs Seizure of 7.48 tonnes of ivory, in 2019

(Source: <http://pic.people.com.cn/BIG5/n1/2019/0416/c1016-31032724.html/> China Customs)

⁷ <http://sciencesearch.defra.gov.uk/Default.aspx?Menu=Menu&Module=More&Location=None&Completed=0&ProjectID=19274>

⁸ <https://www.ipsos.com/ipsos-mori/en-uk/acceptable-behaviour>

⁹ Vedung, E., Rist, R.C. and Bemelmans-Videc, M.L. eds., 1998. Carrots, sticks & sermons: policy instruments and their evaluation. Transaction publishers.

2. Targeted demand reduction strategies and behaviour change

CoP18 Inf.4¹⁰ emphasised that “It is critical that Parties understand the **difference between well-targeted demand reduction strategies using 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 to effectively address demand for illegally sourced wildlife products.**” The evidence informing this is in CoP18 Inf.4. This same report also recognises that Parties’ most requested form of capacity building (per responses to Notification 2018/ 056), was in relation to behaviour change (Figure 3, below).

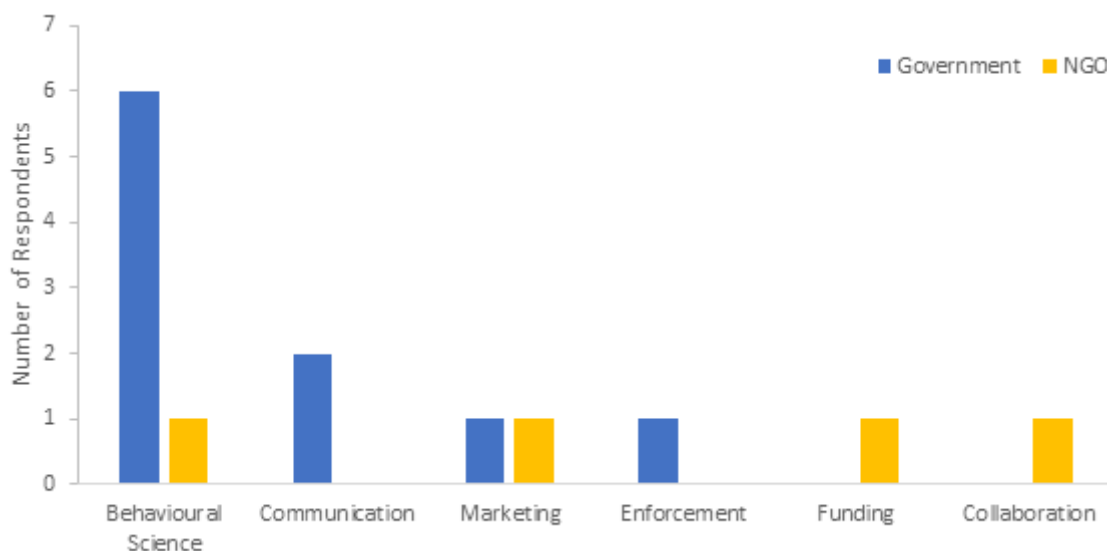


Figure 3: Capacity building needs mentioned in Parties’ responses to CITES Notification 2018 / 056

Where there is a significant market for illegally traded wildlife, Parties are urged through Paragraph 1 c) of Res Conf 17.4 to: “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.”

As a result of these reference points, this Guidance focuses on **well targeted evidence based approaches that use behaviour change to reduce demand for illegal wildlife products.**

The extent to which behaviour change is evident in demand reduction campaigns can be assessed through **‘benchmark criteria’**. The use of benchmark criteria is commonplace in other fields where behaviour change is applied. The **criteria represent campaign characteristics that are more typical of a behaviour change - rather than public awareness, information, or education focused - approach.**

Ten benchmark criteria relevant to behaviour change in demand reduction campaigns, are proposed for consideration by Parties in Table 1, overleaf. **Feedback on these criteria is welcome.** To illustrate how such benchmarks might be understood: One criteria is that the campaign is informed by insight; another, that it is targeted to a specific audience and motivation for consumption; another that it is guided by behavioural theory. If Parties can demonstrate each of these properties in their demand reduction campaigns, they have delivered three of the 10 benchmarks for behaviour change. Parties do not have to demonstrate delivery against every benchmark straight away; progress towards the 10 can be made progressively over time.

Support is available from TRAFFIC to Parties interested to know more to implement these approaches.

¹⁰ <https://cites.org/sites/default/files/eng/cop/18/inf/E-CoP18-Inf-004.pdf>

Table 1: Benchmarks for Behaviour Change in Demand Reduction

No.	Benchmarks for Behaviour Change in Demand Reduction	Starting to deliver behaviour change	'Fair' behaviour change approach	'Good' behaviour change approach	'Strong' behaviour change approach	'Excellent' behaviour change approach
		0-3 benchmarks	4-5 benchmarks	6-7 benchmarks	8-9 benchmarks	10 benchmarks
1	Insight led/ evidence-based , including pre-testing initiative approaches	✓	✓	✓	✓	✓
2	Targeted: <ul style="list-style-type: none"> To buyer desires /motivations To a high-priority audience To change a specific behaviour To benefit a specific species To the right time in the behavioural journey 	✓	✓	✓	✓	✓
3	Informed by behavioural theories , frameworks, and models of change, that relate to the specific country / audience / taxa	✓	✓	✓	✓	✓
4	Aims to change what people do , not just what they know or feel – goes beyond awareness raising, to change attitude and actions		✓	✓	✓	✓
5	Led from 'within' the communities being targeted / Is proven to be culturally appropriate and sensitive			✓	✓	✓
6	Engages multiple-stakeholders , and <i>persuasive</i> - not just 'popular' – messengers ('KOLs') and mechanisms of change			✓	✓	✓
7	Embeds messaging in mainstream media / uses a creative approach linking to existing target audience priorities (e.g. being a good citizen)				✓	✓
8	Considers the benefits of, and barriers to, adoption of desired behaviour and designs the DR initiative accordingly				✓	✓
9	Repeats & reminds the target audience of the behavioural goal; recognises and rewards progress; refines message over time					✓
10	Robust evaluation of impact , and process to share success factors, lessons learned and adaptive management treatments		✓	✓	✓	✓

3. The Five Step Process to Demand Reduction

The process of developing Demand Reduction strategies can be split into Five Steps. A 'Five Step Process' was first introduced to Parties by the CITES Working Group on Rhinoceroses' horn, through the demand reduction strategy in **CoP16 Doc 54.1 (Rev 1) Annex**. For the purpose of this Guidance the Five Steps have been revised based on experience with implementation, and are now as outlined in Figure 4, below. Subsequent sections in this document provide information to help Parties implement each Step.

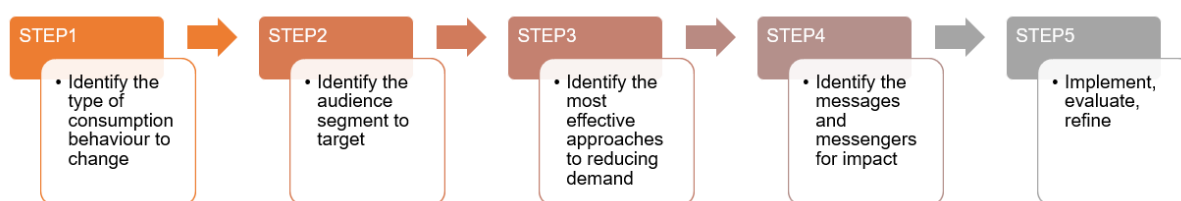


Figure 4: The Five Step Process to Demand Reduction

Step 1: Identifying the species and types of Consumption Behaviour to Change

Species

As outlined in the introduction, Parties will engage in multiple efforts to identify **the species/ commodities most affected by significant illegal end-markets in their country**. Routine research and monitoring of markets where wildlife is sold (online and physical locations) should be undertaken to understand high priority areas to address. Further information about how to conduct market research is provided in Box 1, below, and in 'A Briefing Paper on Research Methods to identify the Drivers and Dynamics of Demand and Impact of Demand Reduction initiatives' (see Annex C).

Additional useful resources include:

ICCWC Wildlife and Forest Crime Analytic Toolkit¹¹

OECD's Good Practice Guidance on Regulatory Enforcement and Inspections¹²

Box 1: Key points for online and physical research into end markets for illegal wildlife products.

When identifying suitable market research and monitoring methods to explore the drivers and dynamics of demand and impact of demand reduction initiatives, initial decisions need to be made:

- 1) What questions will the research process specifically aim to answer?
- 2) Which physical and online locations will serve as 'indicator' markets?
- 3) What will the scope of research be (e.g., how many shops/ commodities/ taxa)?
- 4) How often / frequently will research be conducted to track trends over time?
- 5) How will the data arising be stored/ used / shared with others?
- 6) What data and information can realistically be collected?

The purpose of the research needs to be clear, alongside considerations around how feasible it is to gather data (time, cost, logistics) and the type of data analysis to be conducted. Research methods and approaches will vary; those used to survey ivory products in markets in Nigeria will be different to those used to survey for wild meat in restaurants in China. The location of physical surveys will also influence methods, so it is important to have a good understanding of the geographical context. For online surveys, which online platforms are accessible to the target consumer populations should be considered; some platforms may not exist, be restricted, or be banned in certain countries.

¹¹ https://cites.org/sites/default/files/common/resources/pub/ICCWC_Toolkit_v2_english.pdf

¹² <https://www.oecd.org/gov/regulatory-enforcement-and-inspections-9789264208117-en.htm>

In general, the aim of the research process is to identify **how many products of what type are offered for sale, at what price, to who, how, where, and why**. Once the research method has been selected, Parties are encouraged, where possible, to pilot a small-scale preliminary survey, to help assess feasibility.

Identifying the research **sample size** will depend on how accurate the data needs to be, on practical factors (budget, time, scale of survey etc.), and the statistics to be used. Sample size is not fully dependent on population size. Research effort relates to factors such as time (days/hours) or number of outlets (online platforms/outlets). The same sample size, effort and other aspects of research method should be consistent throughout, to ensure results are comparable and suitable for showing trend data. **Survey effort should thus be the same every day for every surveyor in every location (both physical and online)**.

Certain research questions will require **repeat surveys** to be conducted; for example, if the aim is to monitor change over time or estimate turn over (which can be used to give a more robust estimate of trade volume compared with snapshot surveys). For understanding **demand drivers and dynamics, snapshot or one-off surveys are unlikely to be useful**; again, repeat surveys are necessary. The interval between each repeat survey will be influenced by **purpose, time, cost, and logistical** aspects. Repeat surveys should be planned around any celebrations, festivals, or tourist seasons when commodities may experience higher turnover. An additional consideration is how durable or perishable commodities may be. For example, if trying to estimate turnover of a non-perishable item sold relatively infrequently (e.g., ivory), the period between surveys can be longer than for a perishable item sold frequently (e.g., meat). Repeat surveys of the same market will also help reduce the margin of error introduced when conducting only one survey. For example, a shop that was closed 6 months ago may be open on the repeat survey, or a shop that might not be selling ivory products previously may be on the re-visit indicating a change. **The same method should be followed for all repeat surveys so that results are comparable**. If an event causes deviation from the original survey method, it needs to be recorded and be accounted for in the statistical analysis.

When conducting repeat market research in the same locations, there is a risk of counting the same items already been counted during a previous survey. Depending on the research question, this may not be a problem; for example when trying to understand the size of the market at that point in time and whether it is increasing/decreasing. However, if the survey aim is to estimate turnover or equate combined results from all surveys to the number of animals/plants harvested, double-counting becomes a problem. In this case, a note of **any potential duplicates found need to be considered and accounted for** during statistical analysis.

Expertise required for all surveyors includes familiarity with methodology, safety, field testing and data entry. Parties should also consider the surveyor's pre-existing species/commodity identification skills. In some cases, it will be impossible to identify the species by just observing it in the market or online photos. Other techniques can be useful in these cases (e.g. DNA testing). As traders are likely to be wary of letting surveyors test their commodities, Parties will need to ensure they have the necessary permissions in place if any samples need to be purchased.

In many cases, it is useful to have **multiple surveyors; they can reduce bias, reduce the likelihood of being recognised if they conduct the surveys separately and increase the ability to survey more places in a shorter period**. Although, it can often be too expensive to have multiple surveyors within a limited budget, and it may also increase the chances of slight variations in the interpretation of methods.

Any possible **risks derived from the survey must also be identified and their level of severity must be assessed in order to establish adequate safeguarding measures** for risk reduction. The risks will vary depending on the location and type of survey. It is important for Parties to consider the possible risks in the early stages of project and survey design so that there is enough time to put in place the control or mitigation activities where necessary.

To complement insights and evidence arising through routine market research and monitoring, **additional insights into the species most affected by illegal trade can be sourced from:**

- **Seizure data** from national police forces, border guards, customs agencies, and the judiciary
- External databases and **CITES processes** such as the Elephant Trade Information System (ETIS)
- Data from **CITES Annual Illegal Trade Reports**
- **Species-specific studies**, such as those commissioned in compliance with CITES Decisions
- **Wildlife Enforcement Networks**¹³
- **TWIX systems**¹⁴
- Broader **research and analysis led by ICCWC members** and some I/NGOs
- Academic documents relevant to wildlife consumer demand

Type of consumption

Once market research insight enables a decision to be made regarding the species to design demand reduction campaigns for, effort should next be made to **understand the drivers of the demand for that species, and type of consumption behaviour to change**. Illustrative examples include: Desire for ‘exotic’ wild meats, impacting species such as Chimpanzees (*Pan troglodytes*), Western gorillas (*Gorilla gorilla*), and Bonobos (*Pan paniscus*); collection of endangered species for display, which impacts species such as the Queen Alexandra Birdwing Butterfly (*Ornithoptera alexandrae*), Spix Macaw (*Cyanopsitta spixii*), and Psychedelic Rock Gecko (*Cnemaspis psychedelica*); and the conspicuous consumption of high-value wildlife products, which impacts species such as African Elephants (*Loxodonta africana africana*), Tigers (*Panthera tigris*), and White (*Ceratotherium simum*) and Black (*Diceros bicornis*) Rhinoceros.

Alongside routine market research and monitoring, CITES Resolution Conf. 17.4 emphasises **in-depth and regular social research** (Box 2) can provide insight into the drivers of demand and type of consumption behaviour to change. It is crucial both types of research are conducted to gain a thorough and up to date understanding of what is being consumed where, in what quantities, by who, how and why. Research insight arising from this combination of market and social research processes will also provide a Baseline against which progress with demand reduction campaigns can be measured (Step 5).

Further information about all aspects is available in: ‘**A Briefing Paper on Research Methods to identify the Drivers and Dynamics of Demand and Impact of Demand Reduction initiatives**’ (TRAFFIC, 2021). Some key points relevant to social research for Step 1, are also presented in Box 2, below.

Box 2: Key points for social research relevant to demand for illegal wildlife products.

Social research processes include a mix of **qualitative** (providing insight into ‘why’ through e.g., semi-structured interviews, focus groups) and **quantitative** (providing insight into ‘how’ and ‘how many’ e.g., surveys, trials, polls) methods. Social research is largely conducted with consumers [hence ‘consumer research’] but can (and should more often) also be conducted with retailers.

Specialised skillsets taking years to build are required to conduct social research. It is also important for an independent group to conduct such research to avoid ‘social survey bias’ and gain more accurate results. This is especially true when the subject matter is sensitive, or subject to legal or social sanction, where respondents are less inclined to be truthful for fear of incurring penalty.

Social research is therefore usually commissioned to an external firm with demonstrated competencies, engaged through an open recruitment process, in response to a Terms of Reference. **Many governments have social research departments or qualitative survey divisions** involved in gathering census data, in national universities or academies of science who could assist.

¹³ See for example ICCWC Guidance on Wildlife Enforcement Networks here: https://cites.org/sites/default/files/EST/Complete_ICCWC_WEN_Guidelines_ENG.pdf

¹⁴ See for example: <https://www.eu-twix.org/> and refer to the footnote in SC73 Doc. 24.1 –P2, which explains more about the Southern African Development Community TWIX: <https://www.sadc-twix.org/>

To complement insights and evidence arising through in-depth and regular social research processes, **additional insights into the drivers and dynamics of demand can be sourced from:**

- **'Social listening techniques'**: Analysing internet search strings and keywords on social media, to gather 'big data' on normative social trends, prevailing perceptions, attitudes and knowledge
- **Investigative data**: Including that around financial tracking systems or actionable intelligence
- **Trade data for legal alternatives**: Some products may form ready substitutes for illegal wildlife products, and as ebbs and flows in their supply and demand are likely easier to track it may be worth investing effort to do so. Examples include the sale of gems and other precious stones such as diamonds, pearls, and jade, which feature in some consumer research processes as alternatives for ivory purchased for cultural, aesthetic or investment value (Globescan, 2019).

Additional aspects are explored further in relation to Step 2, overleaf.

The actions Parties can undertake to deliver Step 1 are thus summarised as follows:

- 1.1. Conduct **market research** (routine monitoring of online and physical markets and social media, and desk studies of relevant seizure data) to **confirm the priority species** to reduce demand for
- 1.2. Ensure the delivery of robust **social research** (which could include consumer surveys and retailer interviews) to **confirm the specific behaviour and type of consumption** to change.
- 1.3. Conduct a **multi-stakeholder dialogue process** to review and discuss the findings, ensure any revisions are undertaken, and confirm decisions around the species and consumption to target.

Examples and Experience

New Zealand

High priority Appendix II taxa were targeted due to extensive overexploitation for the tourist curio market, with 60% of New Zealand's seizures of a few species. These included **hard corals (*Scleractinia* spp); shells from Giant Clams (*Tridacna gigas*), Nautilus (*Nautilidae* spp), and Queen Conch (*Strombus gigas*); and skins from *Crocodylia* spp**. The type of consumption behaviour to target was identified through discussion with Oceania partners, and additional expertise was sought from the Ministry for Primary Industries (Biosecurity New Zealand) who manages New Zealand's border for biosecurity risk and compliance, and runs social marketing programmes in country and overseas.

Philippines

An ADB GEF-6 supported Project focused on the taxonomic groups of **marine turtles and parrots**. Social and desk-based research was conducted to identify the species and specific consumption behaviours demand reduction measures would address. **Social research included qualitative (focus group discussion and key informant interviews) and quantitative (nationwide surveys and booster surveys in the 3 project sites) elements**, exploring consumer motivations for acquiring wildlife and their products. Economic valuation studies were also conducted to provide complementary insight, including value (both traded and ecosystem services provided by the target taxonomic groups). Findings are now feeding into a policy review on illegal wildlife trade and work with the House of Representatives on the revision of the Philippine Wildlife Act, to increase penalties in line with economic value of the species.

United States

For the 'Be Informed, Buy Informed' campaign **research was conducted to confirm the species scope and type of consumption behaviour to target**. US Fish and Wildlife Service (USFWS) who ran the campaign has staff with expertise in communications, social science, wildlife conservation, and efforts to combat wildlife trafficking. These staff interacted with government agencies domestically and abroad, non-governmental organizations, academic institutions, and private companies.

Step 2: Identifying the Audience Segment to Target

The market and social research processes undertaken in Step 1 should also provide the necessary information for **Step 2: identifying the audience to target with demand reduction activities.**

In line with the proposed benchmark criteria, identifying a specific and high priority audience to target is one of the key ways in which **behaviour change approaches differ from those that aim to raise general public awareness.** The latter would typically use mass media channels to distribute knowledge and information – perhaps about laws or extinction threats to fauna or flora - amongst the general public. Behaviour change approaches use **messages, messengers and methods targeting a particular segment of the population and the specific products they buy, for particular motivations.** Illustrative examples could include: Ultra-wealthy businessmen, who display their status by buying Cheetahs (*Acinonyx jubatus*) as pets; urbane middle class millennials, who purchase overexploited coral (e.g., *Corallium rubrum*) jewellery as a trinket from their travels to Mediterranean countries; and retirees, family matriarchs or grandmothers, who purchase traditional medicine remedies including unsustainably sourced¹⁵ seahorses (e.g., *Hippocampus whitei*) to treat their arthritis.

Identifying the right audience to target with demand reduction campaigns requires sufficient insight to establish **audience segmentation** - a process through which a specific and high priority audience is identified for targeting with behaviour change campaigns. Such insight is usually gathered through **social research with consumers**, but market research and interviews with other market actors (e.g., retailers) can also provide useful complementary information, as can techniques such as social listening.

To identify which audience to target Parties should have insight into which subset or group of the population displays the **highest rates of past purchase** of the commodity/ wildlife product in question, and **predicted future purchase intention.** This data is usually attained through direct questioning in large scale social research processes, such as surveys. Respondents are specifically asked in these surveys to indicate whether they purchased the product ever; in the past three years; or in the past 12 months, and if they are e.g., very likely or very unlikely to purchase it in the future. Data is then extracted from the main sample based on who indicated they are very likely to purchase in the future.

Full target audience segmentation typically then proceeds by extracting data relevant to this ‘very likely to purchase’ groups’ **socio-economic characteristics** (such as age, gender, income profile, professional and familial status), and **‘psycho-demographic’ attributes** (what they think; believe; ‘feel’ and ‘do’).

A full ‘checklist’ for the social research insight required to enable target audience segmentation may be:

- **Geographic:** Understanding where the group lives, works, and engages in recreation.
- **Demographic:** Gender, age, income, education level, professional status, civil status
- **Psychographic:** Attitudes, values, beliefs, motivations, and perceptions of product ‘utility’
- **Behavioural:** What they ‘do’ – in terms of lifestyle and recreational choices, things they enjoy doing as pastimes or hobbies, other aspects of their habits that fulfil them.

External companies will usually be engaged to conduct this social research process and subsequently analyse the data to **propose audience segmentation.**

Parties interested to learn more about the social research processes that can identify the audience to target and provide insight relevant to audience segmentation and consumer archetypes, can refer to: **‘Behaviour Change for Conservation Online Course’**¹⁶. and USAID Wildlife Asia’s **‘Social and Behaviour Change Communication’ Demand Reduction Guidebook**¹⁷ (De Guzman, Chin, C, 2020).

¹⁵ <https://cites.org/sites/default/files/notif/E-Notif-2020-015.pdf>

¹⁶ <https://www.changewildlifeconsumers.org/change/behaviour-change-for-conservation-online-course/>

¹⁷ <https://www.fhi360.org/resource/social-and-behavior-change-communication-sbcc-demand-reduction-guidebook>

The actions Parties can undertake to deliver Step 2 are thus summarised as follows:

- 2.1 Considering the research data produced under Step 1, identify **which subset or group of the population** reports the **highest rates of past purchase or use**, and **future purchase intention**.
- 2.2 Analyse the data specific to this subset or group of the population **for relevant socio-economic and psycho-demographic attributes**, such as what they think; believe; feel; and ‘do’.
- 2.3 Use the insights arising to prepare a **proposed audience segmentation**, and decide which audience segment to **target** with demand reduction activities.
- 2.4 Prepare a **consumer profile** for the selected target audience, to support the design of the subsequent demand reduction strategy and behaviour change campaigns (see Steps 3 & 4).
- 2.5 Engage members of the target audience **to help refine and finalise the consumer profile**.

Examples and Experience

China

In China, 2018, a social research company suggested three segments for Chinese travellers buying ivory overseas, based primarily on social survey respondent’s claimed past purchase rates and future purchase intention. These segments were called ‘**Rejectors**’, ‘**Persuadables**’ and ‘**Die-Hard Buyers**’¹⁸.

Thailand

In Thailand in 2018, consumer research was conducted by a social research company who segmented survey respondents into elephant (ivory) and Tiger product buyers or ‘receivers’. The motivations associated with these audience segments were then identified and grouped as relating to either **spiritual, aesthetic, value, ‘status’ or cultural associations**. Using this segmentation, consumer profiles were developed, including average and/or roughly representative values for data such as target audience age, where they lived, income profiles, who influenced them and their typical wildlife product purchase habits and channels. USAID Wildlife Asia ran a multi-stakeholder engagement process on the basis of these research findings, which led to a comprehensive range of demand reduction campaign activities with Thai nationals, such as the ‘**Beauty without Ivory**’ campaign¹⁹ profiled in the Social and Behaviour Change Communications Guidebook²⁰ and detailed further in Step 4.

TARGET AUDIENCE PROFILE – Users of Ivory Products driven by perceived beauty

Women living in cities, in their 20s or older, well-educated, with at least a diploma degree.

Well-informed, with regular access to the internet and social media. Most are married with small children, have middle to high incomes, and balance family with a stable career as an office executive/employee or a small/medium business owner. Follow the latest fashion/lifestyle trends and seek information on these online, through print media or family and friends.

Desire ivory products, mainly jewelry and accessories, because they think that ivory makes them feel “beautiful, well dressed, and shows good taste”. Do not seek to buy ivory but buy a product when something “catches their eye”.

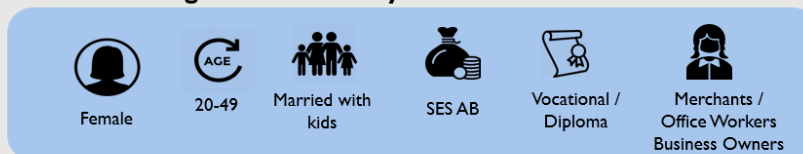


Figure 5: Target Audience Segmentation / Profile from USAID Wildlife Asia in Thailand

(Source: Courtesy of USAID Wildlife Asia, 2021 also available at: <https://www.usaidwildlifeasia.org/news/highlights/new-study-highlights-beliefs-in-bid-to-reduce-demand-for-ivory-and-tiger-parts-in-thailand>)

¹⁸[https://globescan.com/wp-content/uploads/2017/12/Demand Under the Ban China Ivory Consumption Research GlobeScan TRAFFIC WWF 2017.pdf](https://globescan.com/wp-content/uploads/2017/12/Demand_Under_the_Ban_China_Ivory_Consumption_Research_GlobeScan_TRAFFIC_WWF_2017.pdf)

¹⁹ <https://www.usaidwildlifeasia.org/resources/consumer-demand-reduction/campaign-key-visual.jpg/view>

²⁰ <https://www.fhi360.org/resource/social-and-behavior-change-communication-sbcc-demand-reduction-guidebook>

Viet Nam

In 2014, following social research conducted by Ipsos for TRAFFIC, Population Services International (PSI) proposed a target **audience segmentation** that characterised a fictitious 'Mr L' to represent the top rhinoceros horn user group²¹. Mr L consumed rhinoceros horn to display status, for use as a detoxicant and hangover cure. Figure 6 below shows the social research insight arising from the survey conducted by IPSOS, while Figure 7 shows the subsequent consumer profile developed to summarise Mr L's socio-economic and psycho-demographic attributes. The 'Chi' campaign was developed to target these.

Figure 6: Summary of insight from IPSOS research in Viet Nam, specifically associated with those reporting a high rhinoceros' horn past purchase incidence and future purchase intention

(Source: IPSOS for TRAFFIC, 2013)
<https://www.traffic.org/site/assets/files/8811/chi-initiative-briefing-paper.pdf>

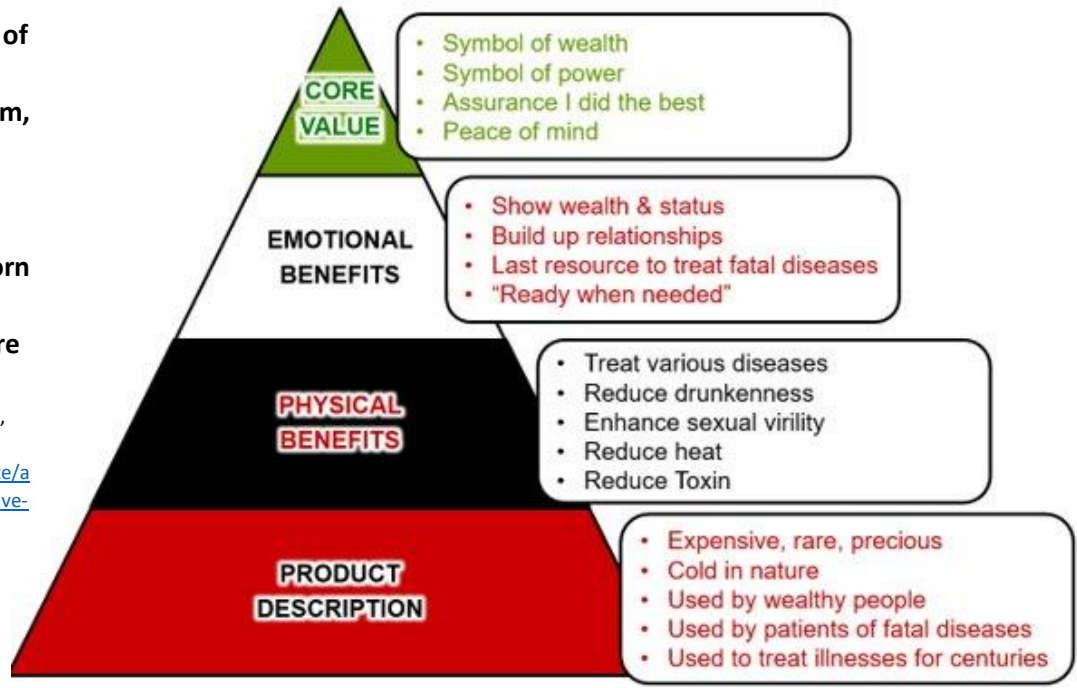


Figure 7: the 'Mr L' consumer profile (Source: TRAFFIC, 2017: <https://www.traffic.org/site/assets/files/8811/chi-initiative-briefing-paper.pdf>)

²¹ <https://www.traffic.org/site/assets/files/8811/chi-initiative-briefing-paper.pdf>

Step 3: Identifying the Most Effective Approaches to Reducing Demand

Based on insight from Step 1 (identifying the species and types of consumption behaviour) and Step 2 (identifying the target audience), Parties can then move to **Step 3: Identifying the most effective approaches to reducing demand**. To progress this using a behaviour change approach Parties could:

- Map **benefits and barriers the target audience perceive around current/ desired behaviours**.
- Understand the **'intrinsic' (internal) and 'extrinsic' (external) factors** influencing that.

With respect to how the target audience perceives the **current behaviour, this could inform action to:**

- Increase the barriers:** Perception of risk from penalties, deterrents, social or legal sanction
- Remove the benefits:** Prestige / peer, familial or friend respect, admiration, or approval

With respect to how the target audience perceives the **desired behaviour, this could inform action to:**

- Decrease the barriers:** Ensuring alternate products/ ways to fulfil buyer desire/ motivation
- Increase the benefits:** Recognition and reward for making the right consumer choice

An example of this is provided as follows:

	CURRENT BEHAVIOUR: Buying ivory jewellery e.g., bangles and beads, when overseas travelling for leisure with friends		DESIRED BEHAVIOUR: Buy locally made and sustainably certified artisan and traditional craft products for oneself and as gifts for others	
	<i>Benefits</i>	<i>Barriers</i>	<i>Benefits</i>	<i>Barriers</i>
<i>Intrinsic</i>	Beauty / value: Expensive and perceived to be beautiful as a material, for its 'pure' colour, texture, and durability.	Concern of fakes: May not be certain how to tell fakes from the real thing, and have heard that many fakes are offered to tourists especially.	Authentic: Rather than a generic / mass produced style, have something unique/ reflecting local skill and craftsmanship.	Desirability: The buyer is not 100% sure they will be the envy of their friends / their peers will approve of their purchase on social media 'moments'.
<i>Extrinsic</i>	Peer approval: Friends will be jealous / celebratory and share their own purchases.	Illegality: Risk of being caught carrying products back home / across borders.	Family approval: Parents believe much better to own something legal and celebrating skills.	Availability: Hard to acquire in some of the areas visited: need the tour to go to certain locations.

Behaviour change approaches have been applied extensively over the past 50 years for health, development, anti-corruption, pro-social and pro-environmental goals. A robust **evidence base** is consequently available around what works and what doesn't, and multiple **models, frameworks, and theories of change** have been published in peer reviewed scientific literature, **relevant to the countries and cultures** Parties represent. There is not sufficient scope in this Guidance to provide a manual around how to implement behaviour change models, frameworks, and theories of change. However, resources specific to demand reduction, **prepared by experts, peer reviewed and freely available**, are:

- Wildlife **Consumer Behaviour Change Toolkit**²²
- Behaviour Change for Conservation **Online Course**²³
- Wildlife Consumer Behaviour Change **'Decision Tree'**²⁴

²² <http://www.changewildlifeconsumers.org/>

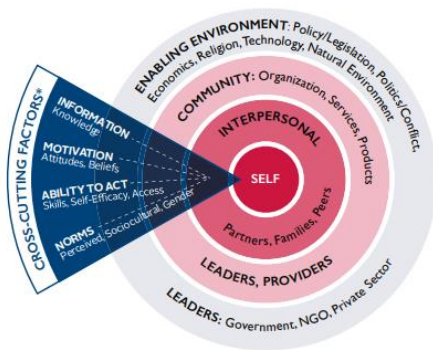
²³ <https://www.changewildlifeconsumers.org/change/behaviour-change-for-conservation-online-course/>

²⁴ <http://www.changewildlifeconsumers.org/change/behaviour-change-decision-tree/>

The actions Parties can undertake to deliver Step 3 are thus summarised as follows:

- 3.1 Prepare a **'Situation Analysis'** to explore how the type of behaviour to change and audience to target, is impacted by any **'barriers'** and **'benefits'** to the undesirable /desirable behaviour; what **'intrinsic'** and **'extrinsic'** factors may influence that; and what **alternate products or actions** could be encouraged.
- 3.2 Identify the most effective behaviour change approaches to adopt in light of the findings of the analysis, and **evidence around behaviour change** success factors; engage experts as necessary.
- 3.3 As part of a holistic approach to delivering demand reduction strategies, identify opportunities to also issue communications that **increase knowledge, raise awareness, and shift societal attitudes**.

Examples and Experience



Thailand

In Thailand, the **Socio-ecological Model (SEM)**

(Bronfenbrenner, U., 1979-1989) has informed USAID Wildlife Asia's Social and Behaviour Change Communications aiming to reduce demand for elephant ivory and Tiger products (2015-2020)²⁵. SEM recognises multiple layers of influence surrounding human behaviour, spanning the 'self'; interpersonal; community and enabling environments. Designing demand reduction campaigns considering each level has been important in influencing behaviour change outcomes.

Figure 8: SEM (Source: <https://www.fhi360.org/sites/default/files/media/documents/resource-sbcc-guidebook.pdf>)

Viet Nam

In Viet Nam, the **Needs, Opportunities,**

Abilities (NOA) Model (Gatersleben and Vlek, 1997) has informed social marketing efforts in the Chi campaign to reduce demand for rhinoceros horn²⁶. NOA also identifies multiple factors that interplay to determine consumer choice. 'Needs' relate to 'intrinsic' factors such as buyer values, attitudes and motivations. 'Opportunities' relate to 'extrinsic' factors such as what is available to buy in physical or online markets. 'Abilities' are more often determined by macro-economic factors (e.g., disposable income levels) and the policy environment (e.g., what is illegal or not to buy).

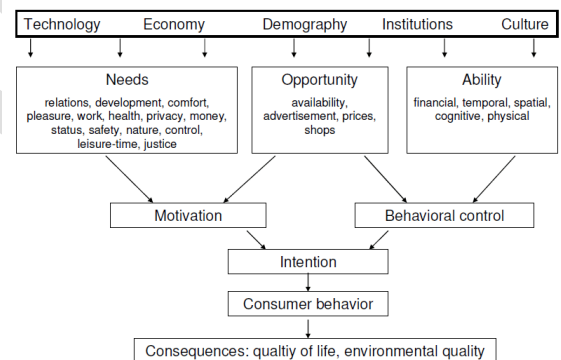
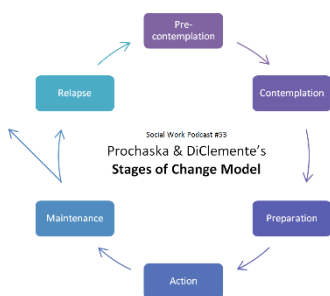


Figure 9: NOA (Source:

https://www.researchgate.net/publication/279816055_Neighborhood_design_and_the_energy_efficiency_of_urban_lifestyle_in_China_treating_residence_and_mobility_as_lifestyle_bundle/figures?)



The **Stages of Change Model** (Prochaska and DiClemente, 1983) has informed

adaptive management of demand reduction efforts for multiple taxa through Chi in Viet Nam²⁷. This recognises that behaviour change occurs in different stages, and that approaches to influence change should adapt over time. 'Precontemplation' precedes 'contemplation', 'preparation' and 'action'. Maintenance of the desired behaviour depends on 'repetition' and 'reward', to avoid 'relapse' before 'refinement'. Different campaign approaches are thus required at each stage, to a) entice interest; b) convince action and c) reinforce a more positive new normal.

Figure 10: Stages of Change (Source: <https://socialworkpodcast.blogspot.com/2009/10/prochaska-and-diclementes-stages-of.html>)

²⁵ <https://www.usaidwildlifeasia.org/resources/tools/sbcc-guidebook>

²⁶ <https://conbio.onlinelibrary.wiley.com/doi/full/10.1111/conl.12365>

²⁷ https://www.traffic.org/site/assets/files/11081/demand_reduction_research_report.pdf

Step 4: Identifying Messages and Messengers for Impact

Messages

Resolution Conf. 17.4 encourages Parties to: “....develop **specific messaging** approaches”. As identified in Step 3, the experience and evidence in delivering behaviour change for multiple policy goals over the past 50 years has informed some common principles Parties can use to underpin targeted demand reduction campaigns. For the purpose of this Guidance those relevant to Step 4 are summarised as:

- Focus on what people **should do rather than not do**, and not just the conservation reasons why.
- Use the role of shock tactics and highlight negative consequences **carefully (if at all)**.
- Highlight **tangible, personal, short-term rewards**, rather than long-term biodiversity gains.
- Include **imagery of the target audience already doing and enjoying** the desired behaviour.
- Avoid implying the negative behaviour is **already a social norm** and widespread.

In addition to these general principles, the format of the message is also worth considering. Message design often focuses on appropriate interpretation and careful word choices, but research²⁸ emphasises the brain processes **visuals 60,000 x faster than text**; that 93 percent of communication is nonverbal; and that 60 percent of people are visual learners. Conversely, **only 10% of read or ‘heard’ communication is remembered three days later**. Current data suggests on average people are exposed to 6,000 - 10,000 advertisements every day, so behaviour change communications must **be visually appealing to stand out**. Engaging creative agencies, advertising firms and marketing experts to help craft impactful demand reduction campaign messages may help.

Behaviour change messaging in either visual or written formats should focus foremost on **enticing, inspiring and enabling** the target audience to adopt the desired behaviour. Tactics to achieve this relevant to demand reduction campaigns include showing (rather than telling) people through imagery what to do, and emphasising positive, direct, and immediate rewards from doing so. This includes personal **enjoyment, fun, fulfilment, respect, approval, and gratitude** from others.

Conservation imagery, branding and themes should be used carefully. The social research in Steps 1 and 2 may reveal many respondents saying they care about wildlife and the consequences of consumption, but evidence from behaviour change reveals that people do not always act in line with their values²⁹. Messaging emphasising animal welfare concerns and extinction threats to geographically distant wildlife, risks being **too removed from everyday experience** and not tangible enough to influence buyer behaviour in the moment of purchase. **Shocking messaging is also risky**: Research suggests smokers look everywhere on cigarette packets except at graphic images illustrating the likely health risks from their behaviour³⁰. Compassion fatigue³¹ is also a concern, with audiences often overwhelmed by negative news focused on the plight of the planet and threats to fauna and flora.

Messaging therefore employing a **mix of logical and emotional appeals focused on direct benefits to consumers for adopting the desired behaviour** are most likely to be persuasive. Examples include ‘Avoid illegality whilst showing your intelligence and integrity: Invest in indigenous art not ivory’; or ‘Forget fakes and forgeries: Buy something unique and precious whilst preserving your treasured travel memory through a local artisan commission, celebrating traditional culture and heritage’. Commercial advertising firms demonstrate this by engaging consumers ‘through the heart, not just the head’.

Messaging should also be delivered through multiple channels, so the target audience receive it at a **sufficient saturation / for a sufficient duration, with adaptation over time**. This is explored in Step 5. Peer reviewed and freely available information is also available in: ‘**Designing Effective Messages: Good Practice Guidelines to Reduce the Demand for Illegal Wildlife**’ (TRAFFIC/BIT 2019).

²⁸ <https://www.t-sciences.com/news/humans-process-visual-data-better>

²⁹ <https://journals.sagepub.com/doi/abs/10.1111/j.1467-954X.2010.01891.x?journalCode=sora>

³⁰ <https://www.sciencedaily.com/releases/2016/02/160222144548.htm>

³¹ <https://www.researchgate.net/publication/286030536> Compassion fade and the challenge of environmental conservation

Examples and Experience

Viet Nam

In Viet Nam, the **'Song Manh' campaign** is aiming to reduce the demand for Tiger bone glue ('Cao') in traditional health treatments and for gifts. Draft messaging has been prepared by the creative agency Intelligent Media and is currently going through a pre-test process to inform finalisation. In line with the common principles identified at the start of this section, a focus is on the desired behaviour and benefits to the individual for take-up, with imagery showing the target audience already doing and enjoying the behaviour. All messaging is in Vietnamese in the originals.



Figure 11: Song Manh draft creatives, concept 1: Health

Source: Intelligent Media/ TRAFFIC, 2021



Figure 12: Song Manh draft creatives, concept 2: Treatment

Source: Intelligent Media/ TRAFFIC 2021

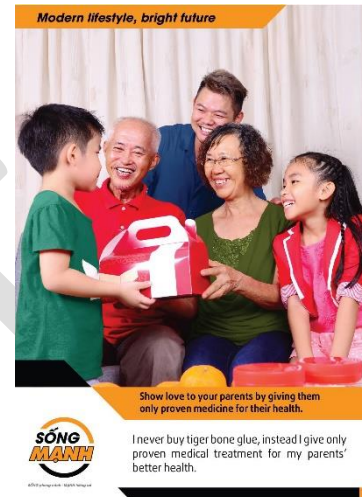


Figure 13: Song Manh draft creatives, concept 3: Gifting

Source: Intelligent Media/ TRAFFIC 2021

Thailand

In Thailand, the **'Yantra' campaign** is being developed under GEF6 funding, to reduce the demand for elephant and Tiger products for use to display power, status and for protection. Yantras consist of sacred geometrical, animal and deity designs accompanied by Pali phrases and animal prints, that are blessed by monks or spiritual leaders. They are believed to offer power, protection, fortune, charisma, and other benefits for the bearer. Draft messaging has been prepared by creative agency Masket Communications, to persuade the target audience that divine blessing comes from mercy and 'not encroaching on an animal's life'. Pre-testing will help inform refinement and finalisation. Again, a focus is on the desired behaviour.

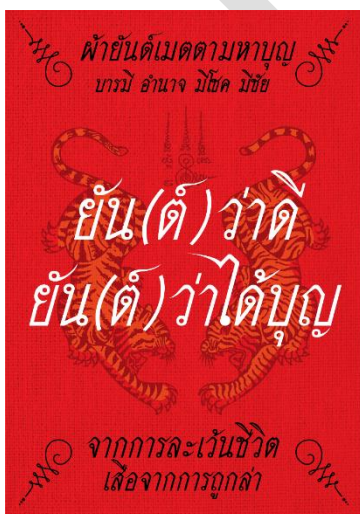


Figure 14: Yantra draft creatives, concept 1: Power

Source: Masket Communications, 2021

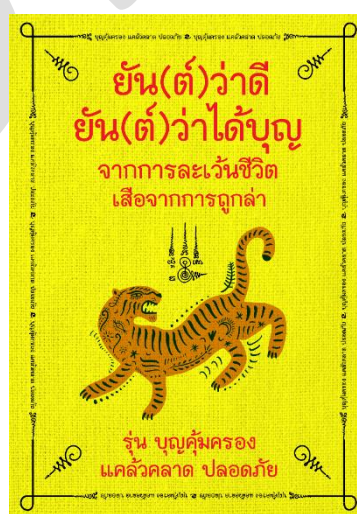


Figure 15: Yantra draft creatives, concept 2: Protection

Source: Masket Communications, 2021

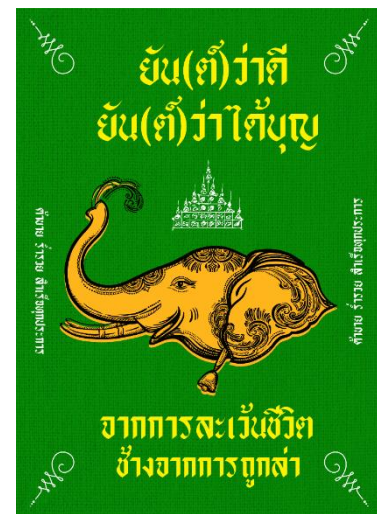


Figure 16: Yantra draft creatives, concept 3: Richness

Source: Masket Communications, 2021

Messengers

The choice of **messengers is also a key element of demand reduction strategies**. Research into the effectiveness of celebrities³² has revealed both positive and negative effects and well known personalities may carry influence in different ways in different cultures. In Japan, research³³ demonstrated the leadership showed by the Imperial family was influential in contributing to reduced ivory purchases in the country during the 1980s. In China and Viet Nam, well-known authority figures have also been proven to communicate with influence around wildlife laws.

With regard to the diffusion of pro-environment behaviours however³⁴: “Excessive socio-economic distance [between the target audience and the messenger] is shown to reduce the effectiveness of diffusion... People turn to seek advice from their peers, from individuals of the same background, interest and values.” Messengers that are family, friends, and colleagues are able to engage in **face to face communication to repeat and reinforce key messages** are likely to be most effective.

A mix of messengers are likely to be effective. More information is available in: **‘Choosing the Right Messenger: Good Practice Guidelines to Reduce the Demand for Illegal Wildlife’³⁵** (TRAFFIC/BIT 2019).

Examples and Experience

Thailand

In Thailand, the **‘Beauty Without Ivory’ campaign** engaged Thai supermodel and actress Ms Cindy Sirinya Bishop, to communicate core messaging around ‘True beauty does not need ivory’ and ‘Ivory is never beautiful and never acceptable’. Ms Bishop’s communications focused on **emphasising the benefits of the desired behaviour** (a. buying/owning jewellery other than ivory is more beautiful and fashionable and b. not buying ivory jewellery makes you more acceptable among the fashion elite), **and barriers to the current behaviour** (a. continuing to use ivory will put you at risk /ivory is illegal and b. continuing to use ivory is old-fashioned and will embarrass you amongst your friends).



Figure 17: Ms Cindy Sirinya Bishop, Thai Supermodel and Actress and messenger for the USAID Wildlife Asia ‘Beauty Without Ivory’ campaign. Source: USAID Wildlife Asia



Figure 18: Additional influential messengers engaged in the USAID Wildlife Asia ‘Beauty Without Ivory’ campaign. Source: USAID Wildlife Asia

³² <https://www.researchgate.net/publication/318286239> The effectiveness of celebrities in conservation marketing

³³ <https://www.traffic.org/publications/reports/setting-suns/>

³⁴ <http://sciencesearch.defra.gov.uk/Default.aspx?Menu=Menu&Module=More&Location=None&Completed=0&ProjectID=15629>

³⁵ <https://www.traffic.org/publications/reports/choosing-the-right-messenger/>

China

In China, a ‘**Champions of Change**’ campaign aimed to reduce demand for illegal pangolin products by engaging Mr Bening Sa, the host of an influential Chinese TV programme focused on legal matters. Mr Sa is famous in China for his detective reality shows and has 20+ years of experience. Mr Sa carried strong credibility among audiences aged 30-50yrs, identified as a high priority target audience for demand reduction campaigns. Mr Sa presented the legal risks of eating pangolins in the form of investigation, which had strong traction and message resonance on social media.

The ‘**Green Collection**’ campaign in China meanwhile, engaged leading Master Carvers and fifth generation ivory carvers in an initiative to show that the beauty and value of items purchased for ‘collection’ and display, was in the skill of the craftsmanship rather than the material itself. Multiple messengers representing leadership in the collection sector in China (which employs up to a million people) were engaged in the initiative through a collaboration with Wen Wan Tian Xia, the largest art, auction, and collection platform in China. Messengers aimed to dissuade the use of illegal wildlife products such as elephant ivory, rhinoceros horn, pangolin scale and marine turtle shell, using the message ‘**Having cultural value, without cost to life**’. As part of the campaign, master carvers produced exquisitely detailed carvings taking between six weeks to two months to produce, using sustainable materials such as fruit pits instead of elephant ivory. The campaign and some of the carvers participated in the 18th Conference of the Parties to CITES.



Figure 20: Master carver Mr. Dong Zhang participating in the Green Collection campaign, China

The actions Parties can undertake to deliver Step 4 in relation to messaging and messengers, are:

- 4.1 Based on the consumption behaviour to change; the audience to target; and the benefits and barriers identified for that audience in relation to the current and desired behaviours, **prepare a Creative Brief**.
- 4.2 Recruit a suitable creative agency and engage social and behaviour change experts, to help prepare **3 or 4 concepts / key visuals summarising key messaging** for the demand reduction campaign.
- 4.3 Run a **pre-test process**, engaging members of the target audience, to see which of these concepts / key visuals /messages resonates with them the most. Use their feedback to refine and finalise materials.
- 4.4 Identify and **recruit messengers most influential** with target audience (relatable people around them every day, not just celebrities)
- 4.5 Engage multiple stakeholders to ensure messaging can be delivered at a **sufficient saturation / for a sufficient duration**, to have impact.



Figure 19: Mr Bening Sa, Ambassador for demand reduction for pangolin in China (Source: WWF/ TRAFFIC, 2020)

Step 5: Implementing, Evaluating and Refining

As emphasised in Step 4, the implementation of Parties' demand reduction campaigns should be comprehensive and ensure that messaging and other activities are delivered at a sufficient level of saturation and for a sufficient duration for the target audience to **receive, recall and respond to them**.

There is abundant literature emphasising the need to 'repeat' messaging in behaviour change and other (e.g., consumer advertising) campaigns, but opinions vary on how many repetitions are required. Parties are advised to ensure campaign materials reach the audience **at least six times over the course of a year**, based on the latest evidence³⁶.

Demand reduction campaign implementation should also involve multiple media channels and communication methods and an iterative approach can be informed by continuous monitoring and impact evaluation. In addition to providing evidence for CITES reporting, **routine market research and monitoring alongside regular in-depth social research processes monitoring campaign progress, will be crucial in providing insight into success factors, lessons learned and areas for adaptive management**.

In light of this, Parties are invited to note the **following five Principles** relevant to Step 5 research:

1. Research should go beyond reporting demand reduction initiative inputs or outreach, and evaluate **changes in target audience's knowledge, attitudes, and behaviour** (or actions)
2. Research should **compare against a baseline acquired using comparable methods, with an equivalent/ similar group of participants and conducted at comparable time and place**.
3. Research data acquired should be **analysed statistically, gained from a representative sample; standard error margins and confidence intervals³⁷ should be clear** and reported.
4. Research should ideally involve **comparison between a group exposed to the intervention (the 'treatment' group) and one that was not (the 'control' group)**
5. Research should be **ethical, ensure respondent anonymity, and confidentiality, use neutral question framing, and involve any relevant specialist techniques** specific to sensitive questioning.

As CITES Document SC69 Doc. 15 recognises, there are several challenges for Parties trying to **measure the impact of demand reduction initiatives**. These challenges include:

- 1) A need to **distinguish between the reach of a campaign and the impact of that campaign on people's behaviour**, reiterating the importance of well targeted, species-specific and evidence-based campaigns that engage key consumer groups and target the motivations for the demand.
- 2) The **shortcomings of public opinion surveys** which are often currently used to measure demand reduction campaigns, but can be affected by many factors such as sample size³⁸, the specific audience engaged in the survey, and the likelihood of respondents telling the truth.
- 3) The **tendency in attributing one campaign's impact** on change in end markets for illegal wildlife products or elsewhere along wildlife trade routes, such as a drop in the price of products or the levels of poaching and smuggling.

Due to these challenges and as research of this type is a specialist subject, Parties are advised to engage suitably qualified, independent, external agencies to support them. Parties interested to know more about this topic are directed to: **'A Briefing Paper on Research Methods to identify the Drivers and Dynamics of Demand and Impact of Demand Reduction initiatives'**. (Further details in Annex C).

³⁶ <https://mission-minded.com/when-it-comes-to-your-message-how-much-is-enough/>

³⁷ Further information about this is available in the 'Demand Reduction Research Methods Briefing Paper'

³⁸ Further information about this is available in the 'Demand Reduction Research Methods Briefing Paper'

The actions Parties can undertake to deliver Step 5 are thus summarised as follows:

- 5.1 Implement the demand reduction concepts, creatives, key visuals, and consumer messaging at a sufficient level of saturation and for a sufficient duration, for the target audience to **receive, recall and respond to them**.
- 5.2 Prepare **Terms of Reference and recruit/ engage a suitably qualified, independent, external agency** to provide continuous monitoring and impact evaluation research.
- 5.3 Ensure any **adaptive management is undertaken** to the demand reduction campaign materials.
- 5.4 With regards to impact evaluation processes, ensure there is **social research insight into changes in the target audience behaviour; and market research insight into changes in the end-market volume of products being sold** and price data.
- 5.5 Share lessons learned, success factors and other aspects that can support **replication / amplification and roll-out** with other Parties.

Examples and Experience

China

A comprehensive demand reduction campaign has been implemented in China to support the roll-out of the December 2017 domestic ban on trade in elephant ivory products. This work has been implemented by NGOs such as WWF, TRAFFIC, WildAid, IFAW and WCS. The Chinese government (NFGA leading other NICE-CG members) welcomed the initiative and annual social research processes have been undertaken to track progress in reduced desire to purchase ivory amongst millennials and overseas traveller target audiences. Results are available for 2017³⁹, 2018⁴⁰, 2019⁴¹ and 2020⁴².

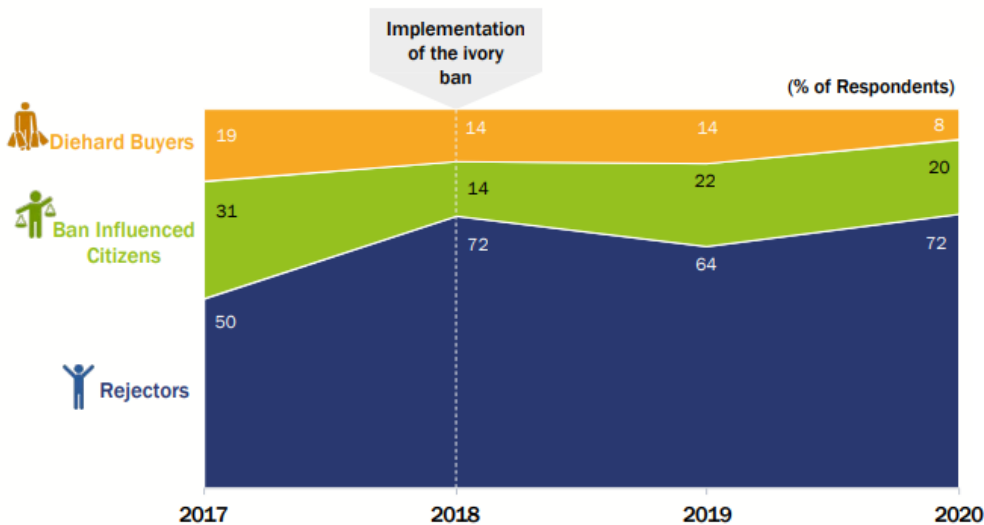


Figure 21: Social research data demonstrating the changing size of elephant ivory demand reduction target audience segments in China.

(Source: Globescan for WWF: https://globescan.com/wp-content/uploads/2021/04/WWF_GlobeScan_China_Ivory_Consumption_Research_2020_Report.pdf)

Viet Nam

Implementation of the Chi campaign - aiming to reduce the use of rhinoceros horn used to demonstrate status and as a health tonic / detoxicant, by wealthy businessmen in Hanoi and HCMC - has occurred through three 'Phases' between 2014 and 2021. Research processes have been conducted to both assess the impact of each Phase and inform adaptive management treatments and message refinements, in 2014⁴³, 2017⁴⁴, 2018⁴⁵ and 2021 (in process).

³⁹ <https://globescan.com/consumers-support-ivory-ban-survey-finds/>

⁴⁰ <https://www.worldwildlife.org/publications/demand-under-the-ban-china-ivory-consumption-research-post-ban-2018>

⁴¹ <https://globescan.com/chinese-consumer-demand-for-ivory-remains-down/>

⁴² <https://globescan.com/ivory-consumption-among-chinese-travelers-preparing-post-covid-tourism/>

⁴³ <https://www.tandfonline.com/doi/abs/10.1080/10253866.2015.1108915?journalCode=gmcc20>

⁴⁴ <https://www.traffic.org/site/assets/files/8811/chi-initiative-briefing-paper.pdf>

⁴⁵ <https://www.usaidwildlifeasia.org/resources/consumer-demand-reduction/ussv-quant-report-saving-elephants-pangolins-and-rhinos-20181105.pdf/view>

4. Summary

Based on the detail in the preceding sections, the following summarises the series of Steps Parties are recommended to undertake to deliver their demand reduction strategies.

Step 1:

- 1.1 Conduct **market research** (routine monitoring of online and physical markets and social media, and desk studies of relevant seizure data) to **confirm the priority species** to reduce demand for
- 1.2 Ensure the delivery of robust **social research** (which could include consumer surveys and retailer interviews) to **confirm the specific behaviour and type of consumption** to change.
- 1.3 Conduct a **multi-stakeholder dialogue process** to review and discuss the findings, ensure any revisions are undertaken, and confirm decisions around the species and consumption to target

Step 2:

- 2.1 Considering the research data produced under Step 1, identify **which subset or group of the population** reports the **highest rates of past purchase or use**, and **future purchase intention**.
- 2.2 Analyse the data specific to this subset or group of the population **for relevant socio-economic and psycho-demographic attributes**, such as what they think; believe; feel; and 'do'.
- 2.3 Use the insights arising to prepare a **proposed audience segmentation**, and decide which audience segment to **target** with demand reduction activities.
- 2.4 Prepare a **consumer profile** for the selected target audience, to support the design of the subsequent demand reduction strategy and behaviour change campaigns (see Steps 3 & 4).
- 2.5 Engage members of the target audience **to help refine and finalise the consumer profile**.

Step 3:

- 3.1 Prepare a '**Situation Analysis**' to explore how the type of behaviour to change and audience to target, is impacted by any '**barriers**' and '**benefits**' to the undesirable /desirable behaviour; what '**intrinsic**' and '**extrinsic**' factors may influence that; and what **alternate products or actions** could be encouraged.
- 3.2 Identify the most effective behaviour change approaches to adopt in light of the findings of the analysis, and **evidence around behaviour change** success factors; engage experts as necessary.
- 3.3 As part of a holistic approach to delivering demand reduction strategies, identify opportunities to also issue communications that **increase knowledge, raise awareness, and shift societal attitudes**.

Step 4:

- 4.1 Based on the consumption behaviour to change; the audience to target; and the benefits and barriers identified for that audience in relation to the current and desired behaviours, **prepare a Creative Brief**.
- 4.2 Recruit a suitable creative agency and engage social and behaviour change experts, to help prepare **3 or 4 concepts / key visuals summarising key messaging** for the demand reduction campaign.
- 4.3 Run a **pre-test process**, engaging members of the target audience, to see which of these concepts / key visuals /messages resonates with them the most. Use their feedback to refine and finalise materials.
- 4.4 Identify and **recruit messengers most influential** with target audience (relatable people around them every day, not just celebrities)
- 4.5 Engage multiple stakeholders to ensure messaging can be delivered at a **sufficient saturation / for a sufficient duration**, to have impact.

Step 5

- 5.1 Implement the demand reduction concepts, creatives, key visuals, and consumer messaging at a sufficient level of saturation and for a sufficient duration, for the target audience to **receive, recall and respond to them**.
- 5.2 Prepare **Terms of Reference and recruit/ engage a suitably qualified, independent, external agency** to provide continuous monitoring and impact evaluation research.
- 5.3 Ensure any **adaptive management is undertaken** to the demand reduction campaign materials.
- 5.4 With regards to impact evaluation processes, ensure there is **social research insight into changes in the target audience behaviour; and market research insight into changes in the end-market volume of products being sold** and price data.
- 5.5 Share lessons learned, success factors and other aspects that can support **replication / amplification and roll-out** with other Parties.

TRAFFIC is available to support Parties implement these Steps in relation to their demand reduction strategies, and feedback/ additional case studies are welcome for inclusion in the next draft Guidance.

Additional sources of support and information are provided in Annex C.

Any queries on the content in this draft Guidance should be directed to:

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ANNEX A: Resolution Conf. 17.4 on 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. CoP18)⁴⁶ 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;

⁴⁶ Corrected by the Secretariat after the 18th meeting of the Conference of the Parties

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: Glossary

Audience Segmentation: A process through which social (and market) research evidence and insight is analysed to identify a specific and high priority audience to target with behaviour change campaigns.

Awareness-raising: Communications and approaches that use mass media channels to distribute knowledge and information – perhaps about laws or extinction threats to fauna or flora - amongst the general public.

Barriers / Benefits: The barriers and benefits perceived by the target audience, in relation to the current and desired consumption behaviour to change. Efforts should be made to:

-With respect to how the target audience perceives the **current behaviour**:

- c) **Increase the barriers:** Perception of risk from penalties, deterrents, social or legal sanction
- d) **Removing the benefits:** Prestige / peer, familial or friend respect, admiration, or approval

- With respect to how the target audience perceives the **desired behaviour**:

- c) **Decreasing the barriers:** Ensuring alternate products/ ways to fulfil buyer desire/ motivation
- d) **Increasing the benefits:** Recognition and reward for making the right consumer choice

Behaviour Change: Behaviour change approaches contrast to those that raise awareness, by using messages, messengers and methods targeting a particular segment of the population and aiming not just to increase their knowledge, but also specifically to adopt a different behaviour to their current.

Consumer Archetype/ Profile: A visual illustration or synthesis of the key geographic, demographic, psychographic and behavioural attributes possessed by the target audience.

Demand Reduction: The mix of preventative and persuasive actions and initiatives undertaken by Parties and others, to reduce the purchase, acquisition and use of illegally traded wildlife products.

Demographic (in relation to social research): Gender, age, income, education level, professional status, civil status and similar values revealed through social research processes.

Extrinsic/ external (in relation to benefits and barriers for current and desired behaviour): The influences on individual actions and behaviours that are external in origin: for example, how others market or make available illegally traded wildlife products, how much they cost, how society views their desirability and similar factors.

Geographic (in relation to social research) Understanding where the target audience lives, works, and engages in recreation.

Intrinsic / internal (in relation to benefits and barriers for current and desired behaviour): The influences on individual actions and behaviours that are internal in origin: for example, how the individual values illegal wildlife products, how desirable they are to that person, how purchase makes them feel, what they believe about these products, their attitudes towards them, etc.

Psychographic (in relation to social research): Attitudes, values, beliefs, motivations, and perceptions of product 'utility'

Psycho-demographic: What the target audience 'thinks'; 'believes'; 'feels' and 'does'.

Market Research: Has a commercial definition, but for the purpose of this document is considered research that focuses on products and gathering 'observation' oriented data. Examples include assessing the number of commodities and trends over time in adverts and offers for sale in physical and online markets, analysing secondary data sources such as seizures, information from law enforcement operations, court cases and prosecutions.

Preventative actions by governments: Ensuring adequate legislation, regulations, penalties, and deterrents; conducting rigorous market assessment processes and actions to seize illegal goods/ forfeit criminal assets; gather forensic and intelligence information; and convict and prosecute offenders.

Persuasive actions by governments: Persuasive elements are considered as including public awareness raising campaigns focused on relevant laws and the threats to wildlife, and mobilising society through widely distributed communications; as well as those much more targeted to change the consumer behaviour of specific target audiences.

Social listening: A big data analytical tool looking at the trends with social media hashtags, search strings, keywords and other reference points in online conversations and exchanges.

Social Research: Has various academic definitions, but for the purpose of this document is considered research that focuses on people and gathering 'opinion' oriented data. Examples include engaging those buying and selling wildlife in qualitative and quantitative assessment processes, including interviews, surveys, focus groups, polls, or social listening studies.

Socioeconomic: These include aspects of the target audience such as age, gender, income profile, professional and familial status

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